



Inspecting policing
in the public interest

PEEL: Police efficiency 2015

An inspection of North Yorkshire Police



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

Overall judgment¹



Good

HMIC found that North Yorkshire Police is adequately prepared to face its future financial challenges. It has successfully reduced its spending over the last spending review period while working hard to protect local policing. For these reasons the force is graded as good. Future saving plans beyond 2017 are being developed and rely on the force adopting a number of different ways of working. In last year's value for money inspection, which considered how forces had met the challenge of the first spending review period, North Yorkshire was judged to be good.

Summary

HMIC judges North Yorkshire Police to be good. The force continues to make good progress in achieving its plans to address reductions in funding, though its plans for the future are being developed.

The force understands its current demand and is finding new ways of working to reduce it, including through working with other organisations. It will need to fulfil its commitment to consider the level and complexity of future demand if it is to maintain the quality of its services with a shrinking workforce.

The force is investing in a significant IT project to develop new ways of working to improve the quality of services it provides to the public, including staff having access to force systems via mobile devices.

The force's operating model² matches current demand, organisational and financial requirements. Given the need for future savings, the force will have to ensure any new operating model will provide affordable and sustainable services in the future.

The force has identified its future workforce numbers through to 2019, with anticipated reductions in the number of both police officers and police staff.




¹ Outstanding, Good, Requires improvement or Inadequate – see Annex A.

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 needs to ensure its workforce is provided with clear and consistent messages about such changes, including providing opportunities for full and meaningful consultation.

The force has a secure financial position for the short term. Through prudent budget management the force has achieved all of the savings required over the last spending review period and has set a balanced budget for 2015/16 without having to use its reserves.

The force is anticipating that it will have to find further savings of £25.9 million between 2016/17 to 2019/20 and has developed an affordability plan for savings over this period. The plans for the savings required in 2016/2017 are still being finalised, although the force is confident that these will be achieved. Future saving plans beyond 2017 are being developed and rely on the force adopting a number of different ways of working.

<p>How well does the force use its resources to meet its demand?</p>	<p>How sustainable and affordable is the workforce model?</p>	<p>How sustainable is the force's financial position for the short and long term?</p>
<p> Good</p>	<p> Requires improvement</p>	<p> Good</p>
<p>The force understands its current demand and has demonstrated a commitment to address the levels and complexity of future demand. The force will need to do this if it is to maintain the quality of its services with a shrinking workforce.</p> <p>The force has introduced significant changes to its operating model to enable it to meet current demand. New ways of working are reducing demand for the force and other local public</p>	<p>The force's workforce model matches current demand as well as organisational and financial requirements. However, the force recognises that this model is not sustainable given the need for future savings. It is therefore making plans to ensure it has an appropriate model for the future.</p> <p>It is important that the force continues to develop its workforce. The force does not currently have a formal process for the</p>	<p>The force has a secure financial position for the short term. Through prudent budget management the force has achieved all of the savings required over the last spending review period and has set a balanced budget for 2015/16, without needing to use its reserves.</p> <p>The force is anticipating that it will have to find further savings of £25.9 million between 2016/17 to 2019/20. The force has developed an affordability</p>

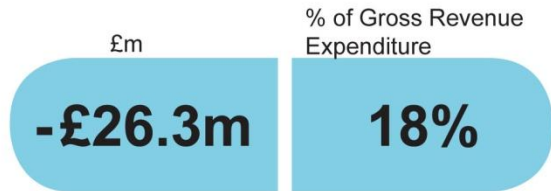
<p>sector organisations.</p> <p>The force ensures that its response to calls from the public is prioritised according to the level of threat, risk and harm to individuals and communities. It is improving its allocation of resources to protect vulnerable people through collaboration with other forces and by working in partnership with other organisations.</p> <p>The force is investing in a significant IT project to develop new ways of working to improve efficiency and the quality of services it provides to the public. As part of this work the force has committed to provide mobile data devices to staff in 2016, this aims to make them more effective and to increase their visibility within the community.</p>	<p>development of staff, though this is being addressed by the force through the development of its people strategy. This will be vital in ensuring its future workforce has opportunities to develop and progress.</p> <p>The force has identified its future workforce numbers through to 2019. It anticipates a reduction in the number of police officers and police staff with a commitment to maintain 183 PCSO roles. However, HMIC found a lack of clear and consistent messages from chief officers to staff about these plans. This has led to a perception among staff that both PCSO and police officer numbers will remain unchanged, leaving some members of police staff feeling extremely vulnerable to job cuts.</p>	<p>plan which schedules projects and savings over the coming years. The plans for the savings required in 2016/2017 are still being finalised, although the force is confident that these will be achieved with minimal use of reserves. Future saving plans beyond 2017 are being developed and rely on the force adopting a number of different ways of working.</p> <p>The force has secured additional funding to help it meet financial challenges and improve its ability to meet demand. This includes a successful Police Innovation Fund bid to support collaboration with other forces in areas such as forensic science.</p> <p>The force provides timely and relevant financial information to the police and crime commissioner, who sits on a number of decision-making forums to ensure financial plans support the objectives in the police and crime plan.</p>
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Force in numbers



Financial position

Forecasted change in expenditure 2015/16 to 2018/19

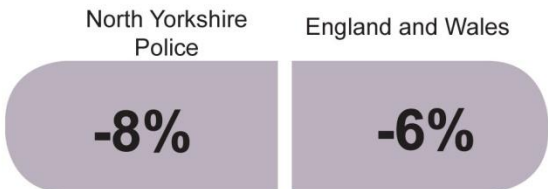


It is important to note that some forces only provided figures for savings they had formally signed off at that point, while others provided estimates for the whole period. As a result, the savings figure above might not reflect the full saving which the force might have to make. 2014/15 GRE has been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



Providing policing

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



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



Proportion of police officers on the operational frontline 31 March 2010



Proportion of police officers on the operational frontline 31 March 2015



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





Organisation

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

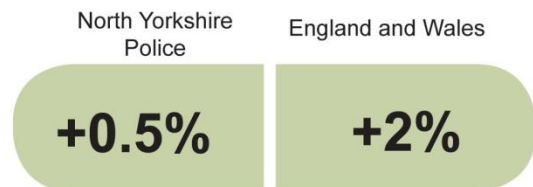


Workforce cost per head of population compared to England & Wales (2014/15)



Key statistics

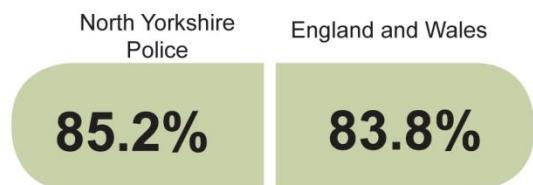
Changes in recorded crime (excluding fraud) 12 months to 31 March 2014 to 12 months to 31 March 2015



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



Victim satisfaction 12 months to 31 March 2015



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



Victim satisfaction: North Yorkshire confidence interval +/- 1.2 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 while 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 North Yorkshire 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 these 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?

North Yorkshire Police has a good understanding of the demand for its services. In 2013 it started a period of research and analysis of its demand; this included the collation of data in relation to operational policing, process mapping of its demand and the use of focus groups to help identify areas which could be made more efficient. The review also considered best practice from other police forces. This review concluded in 2014 and resulted in a recommendation to restructure force resources and change the way services were delivered to meet demand.

In response, in April 2015 the force implemented a new operating model, aligned to the local authority boundaries of North Yorkshire, called 'the operational policing model' (OPM). The new model is scheduled for a full review in late 2015 in order to make sure this change has achieved its aims. In addition, the force is undertaking a review of shift systems based on demand to maximise the efficiency of a future workforce that is likely to shrink.

The force carries out regular and comprehensive assessments to understand the threats it faces, the harm those threats may cause and the risk of such threats occurring. For example, the force has identified the risks and threats from complex crimes such as child sexual exploitation (CSE) and so-called honour-based violence. This enables the force to deploy its resources to protect the most vulnerable and demonstrates a commitment to understanding the level and complexity of its demands.

These assessments help keep the communities of North Yorkshire safe and are informed by data and information from both the force's own computer systems and information gathered from a range of other organisations. They are used to decide the force's priorities, which address any identified risks and are aligned to the priorities in the police and crime commissioner's (PCC) police and crime plan.

How well does the force match resources to demand?

The force is currently able to match its resources to meet the demand from calls from the public. Demand is managed effectively within the force's control room using a risk assessment process known as 'THRIVE', so called because it considers, threat, harm, risk, investigation, vulnerability and engagement. This ensures a response is provided based on individual needs, ensuring those most at risk are given the support and service they need. The process was adopted by the force in April 2014, giving staff in the control room the ability to resolve calls for service via the telephone whenever possible but ensuring priority is given for officers to attend incidents involving those most in need. The force assesses that this has reduced the demand for officers to respond to calls by 35 percent.

This way of working is enhanced by staff in the control room having the ability to electronically track the location of officers, allowing them to respond to calls by deploying the nearest and most appropriate resource. The force is making a further investment in technology to improve the way it tracks and deploys resources as part of an IT project called 'Operation Mobile Working'. The force believes by using the mobile asset utilisation and deployment system (MAUDS) and by providing staff with mobile data devices, it will further enhance the efficiency of the force.

To ensure resources are meeting demand at a local level, each of the force's policing districts holds daily management meetings. These identify threat, risk and harm over the previous 24 hour period, providing managers with the ability to allocate resources accordingly.

A significant change in the way the force matches its resources to demand was brought about when the force restructured as part of a new operating model, the OPM. As part of these changes it has introduced serious crime teams, which have responsibility for protecting vulnerable people and undertaking the more serious crime investigations. Investigation hubs have also been established to deal with the less serious types of crime. The force operates a safer neighbourhood service desk (SNSD) which, among other activities, identifies demand which safer neighbourhood staff could suitably undertake. Activities include crime prevention, house to house enquiries and reviewing CCTV footage as part of a crime investigation.

The implementation of the OPM has reduced the demand on officers responding to calls for service, helping to ensure safer neighbourhood staff are not called away from their primary role in order to attend incidents at times of peak demand. However, the serious crime teams and the investigation hubs are experiencing continued high levels of demand. To ensure the teams have sufficient resources and resilience to meet this increased demand, the force is planning to carry out a review in September 2015. To address the issue in the short term, it is closely monitoring the demands these teams face and staffing levels, to ensure an appropriate level of service is being provided.

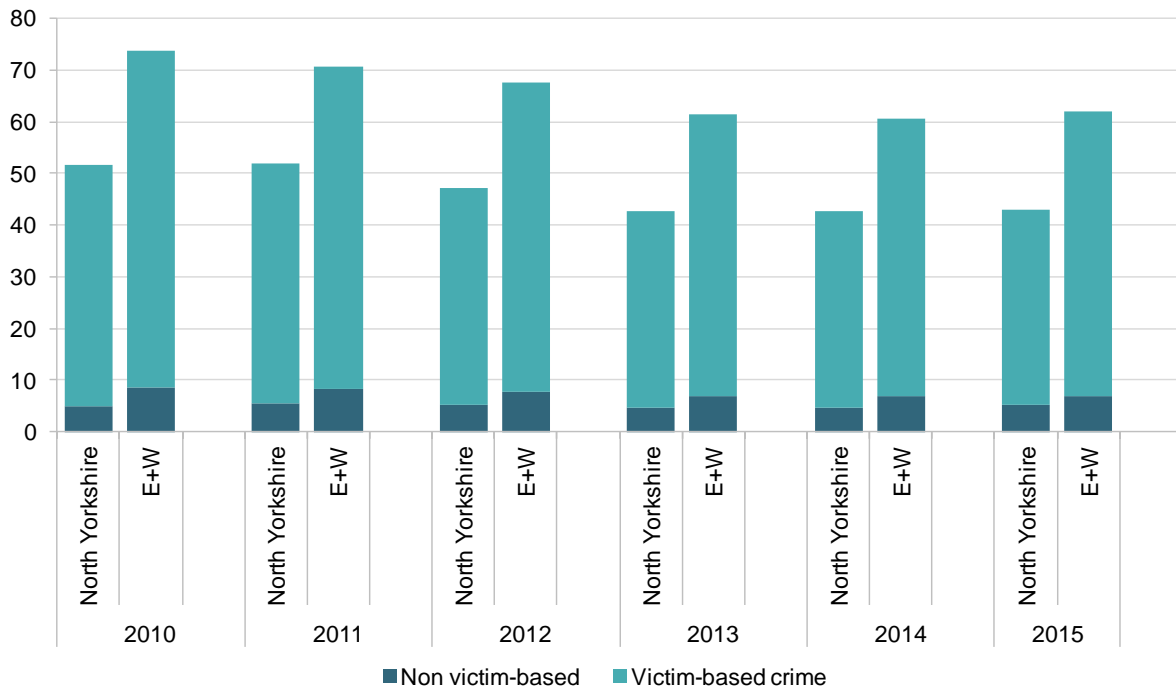
How well are the force's services meeting the demand from the public?

To assess the force's response to public demand, HMIC considered police recorded crime figures and rates in North Yorkshire; 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 North Yorkshire had a victim-based crime rate of 37.9 and a non-victim-based crime rate of 5.1 per 1,000 population. This represents a decrease (19 percent) in the victim-based crime rate and an increase (1 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 crime rates of 15 percent and 19 percent respectively since the start of the spending review. The scale of the change in police recorded crime rate can be seen in Figure 1 on the following page.

Figure 1: Police recorded crimes per 1,000 population from North Yorkshire 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 North Yorkshire, 85.2 percent³ were satisfied with their whole experience with the police in the 12 months to 31 March 2015. This is higher than the national victim satisfaction rate of 83.8 percent⁴ over the same time 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 North Yorkshire.

HMIC monitored how a force engages with the public as part of the inspection. Figure 2 on the following page shows North Yorkshire Police use a range of methods (including Facebook, Twitter and email) to engage with the public.

³ North Yorkshire, confidence interval +/- 1.2 percent.

⁴ England and Wales confidence interval +/- 0.2 percent.

Figure 2: Methods of public engagement used by North Yorkshire 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	No
Web forum	Yes
Instagram	No
Local phone (not 999 or 101)	No

Source: HMIC Efficiency data collection

The force has carried out work to understand the different ways in which the public contact it and seek information. This work has influenced the wide range of channels available to the public to make contact. For example, the force actively uses social media to engage and communicate with the communities of North Yorkshire. It also interacts with the public by its staff attending a wide range of community meetings and events.

The force is currently reviewing the ways in which the public can contact it, including the way it provides services via front counters in police stations. The force is using an IT system, called Aspire CRM, to review its understanding of the demand for front counter and other services. The force has a plan for how its buildings will be used in the future. This is linked to its financial plans and IT project called 'Operational Mobile Working'. The plan aims to support a shrinking workforce while ensuring it is more effectively deployed and working from a reduced number of premises. By reducing its estate within North Yorkshire, the force plans to make savings and improve efficiency.

How well is the force managing demand?

The force has the resources available to meet current demand. Most demand for its services comes from the public and is managed by sending staff to deal with incidents. As well as managing demand North Yorkshire Police is working with other organisations to redirect or reduce unnecessary demand.

Calls for service are managed through the force control room, where threat and risk is identified and calls are triaged to reduce the demand when appropriate. HMIC inspectors found that control room staff consistently used the national decision making model and the THRIVE risk assessment model, ensuring that the most appropriate response is provided. The force reported that this way of working has reduced officer deployments to calls for service.

The force has analysed incoming demand and categorised it as either crime, anti-social behaviour (ASB) or public safety welfare (PSW). According to the force the PSW category accounts for 43 percent of incidents, and has more demand than both crime and ASB demand combined.

The force has identified that the current shift system may not be the best fit for the demand profile of the force and there are efficiencies which can be made. The force is currently reviewing shift systems and it is possible that the force will replace the ones presently in use. HMIC found that officers acknowledge that change is necessary to improve efficiency but that they are concerned regarding the number of proposed shift changes. They expressed a view that options had not been sufficiently assessed to ensure any proposals meet demand.

The force works effectively in partnership with other organisations to manage and reduce demand. For example, a number of mental health specialists have been integrated within policing teams, including a trial of mental health professionals being based in the force control room, in order to provide a more effective response to mental health related incidents, the force has extended this to ensure that when staff deal with individuals suffering from mental health issues that there are now places of safety to take them rather than detaining them in police custody. This provides a reduction in the demand on police resources. The force recognises that similar work needs to be undertaken with the Yorkshire Ambulance Service, this would enable it to work constructively to address an apparent lack of ambulance provision, which is impacting negatively on police resources and service delivery.

The force also has in place other partnership working arrangements which have staff co-located and working alongside representatives from other organisations to reduce demand and increase efficiency. The force currently has two multi-agency hubs within the force area and is in the process of establishing a third. The joint agency anti-social behaviour (ASB) hub has been operating at York since April 2014. The team focuses on higher risk ASB and instigates problem solving across the whole of York district. A similar hub at Scarborough was established with the district council to address and tackle incidents within a tight geographical area of deprivation and need in Castle ward. The hub works closely with the local authority's troubled families' team to reduce demand across various organisations with a focus on safeguarding, prevention, education and enforcement.

During this inspection HMIC spoke to representatives from various organisations, they confirmed that the force is held in high regard. Evidence was provided of effective information sharing and partnership working, for instance in the stronger families programme and in the development of work to protect vulnerable people, such as those who are exploited, missing, trafficked or troubled.

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

The force has effective arrangements in place to monitor costs and outputs through monthly performance meetings. The chief officer team have moved away from a target based performance culture and now judge performance based on levels of threat and risk, with a strong focus on providing a good quality of service. For instance, an investment has been made in mobile cameras for road safety and while the force does measure the number of fixed penalty tickets issued for offences such as speeding, there is a real focus on making the roads safer and improving public confidence. This approach has been incorporated into the development of an outcomes-based performance framework. This has been designed with outcomes divided into four categories of community, operational, people and organisational. The outcomes have been linked to the seven priorities in the police and crime plan which are focused upon delivering services to the communities of North Yorkshire, with an affordability strand aligned to each of the priorities.

The force has a dashboard of performance data available to monitor the ongoing performance of the force, with 'pressure gauges' to identify peaks in demand. The data sets include historical data to allow analysis to be undertaken and demand to be managed effectively. The data also enables scrutiny of how well the force is managing repeat callers and victims to ensure risk and threat is monitored and resources are allocated accordingly.

As well as understanding how the force is performing, there is an awareness of what it costs to provide a service. Budgets have been devolved to functional areas so there is a clear understanding of the costs of those functions. The force uses benchmarking information to assess how costs compare with other forces such as those working within the Yorkshire and the Humber collaboration.

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

North Yorkshire Police has moved to a new operating model which retains neighbourhood policing as an important part of the way it delivers its services. The force area is split into two areas, covering the North Yorkshire County Council and York City Council. Operational policing is supported by serious crime teams, which investigate the more serious offences and protect vulnerable people, along with investigative hubs which undertake all other investigations. The model, along with the introduction of the THRIVE risk assessment, has seen significant changes in the way the force works with a greater focus on threat and risk alongside the aim of providing services more efficiently.

There is recognition by the force that ICT has been underfunded in the past and the main concentration in recent years has been to establish a firm platform for its major IT systems. There is clear evidence of planned investment in new technology to support more efficient ways of working. For example the funding allocated for the MAUDS system, which provides live time and historic management information on the location of force resources and where they have been patrolling. The potential for a briefing system that would also direct patrols based on crime locations and times, delivered to a mobile device, is also being explored. The force anticipates that the MAUDS system will be available to staff in autumn 2015. Increasing mobile capability is the next major tranche of investment and as part of its plans the force has also secured funding to enable it to provide staff with secure mobile devices in 2016. This will support the force's plans for its estate, which include a significant reduction in the number of buildings it uses, enabling the force to adopt a more agile way of working.

The force has developed their automatic number plate recognition (ANPR) capability which will link with MAUDS technology. It is geared to deploy camera assets to support local problems where the assessment and response to threat and harm is identified.

North Yorkshire Police is using collaboration with other forces to ensure that savings are being made without damaging services to the public. There are a number of active collaborations in the Yorkshire and the Humber policing region, and HMIC found evidence that these are being reviewed which is helping to develop a better understanding of costs and service levels. 'Evolve' is planned to increase opportunities for collaboration with Cleveland Police and Durham Constabulary, particularly in the areas of specialist crime. The force anticipates that this will improve efficiency and lead to financial savings.

To help in the delivery of its services the force has increased the use of volunteers and has appointed a volunteer chief officer to provide leadership in this area. The force has actively used special constables and volunteers to resources events such as the cycling 'Tour de Yorkshire' earlier this year.

Summary of findings



Good

The force understands its current demand and has demonstrated a commitment to address the levels and complexity of future demand. The force will need to do this if it is to maintain the quality of its services with a shrinking workforce.

The force has introduced significant changes to its operating model to enable it to meet current demand. New ways of working are reducing demand for the force and other local public sector organisations.

The force ensures that its response to calls from the public is prioritised according to the level of threat, risk and harm to individuals and communities. It is improving its allocation of resources to protect vulnerable people through collaboration with other forces and by working in partnership with other organisations.

The force is investing in a significant IT project to develop new ways of working to improve efficiency and the quality of services it provides to the public. As part of this work the force has committed to provide mobile data devices to staff in 2016, this aims to make them more effective and to increase their visibility within the community.

How sustainable and affordable is the workforce model?

HMIC examined how North Yorkshire 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?

North Yorkshire police force forecasted a total savings requirement over the first four years of the spending review (2011/12 to 2014/15) as part of the value for money inspection. This is the equivalent of 10 percent of the 2010/11 gross revenue expenditure for the force. Savings were made in both the pay and non-pay budgets. Since 2010, North Yorkshire Police has seen a reduction of 91 police officers, 177 staff and 2 PCSOs full time equivalents (FTE).

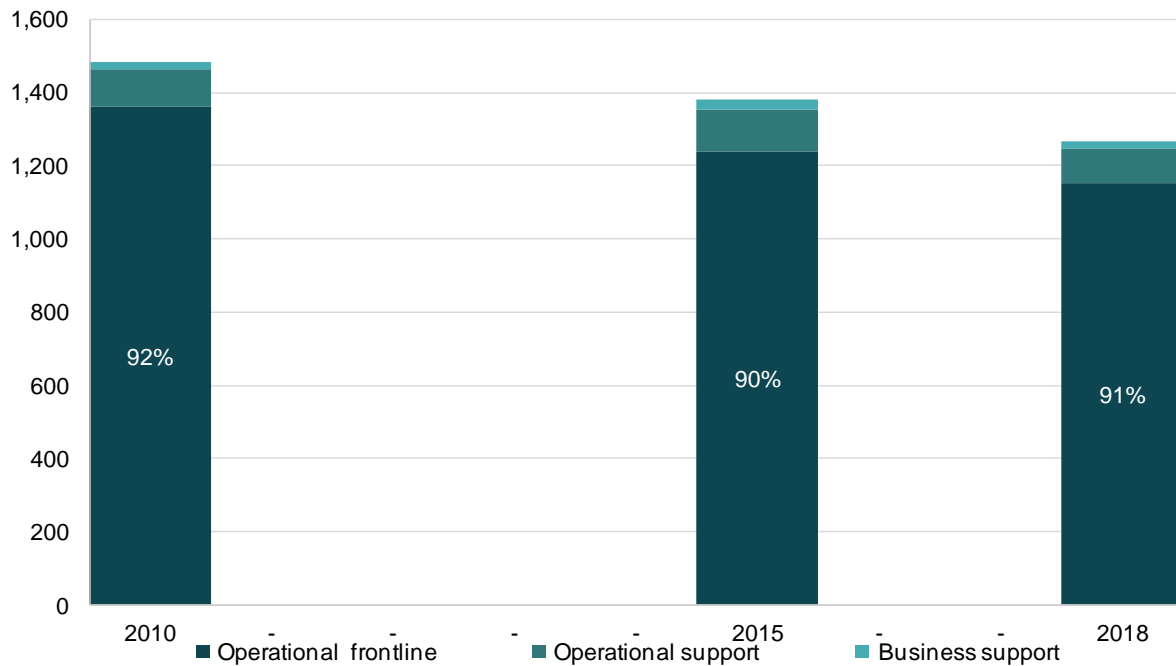
As shown in figure 3, over the period 2010 to 2015 the proportion in frontline roles has fallen from 92 percent in 2010 to 90 percent in 2015. The force expects to increase this proportion looking ahead to 2018.

The current workforce model reflects the move to a new operating model in April 2015 and is able to respond effectively to most areas of demand. This model is affordable within the current available budget.

The force is in the process of reviewing its current shift system which it hopes will better match resources to demand and realise savings. However, HMIC found that there had been limited consultation about a new shift system with both individual officers and representatives from the police federation.

Looking ahead the force recognises its current workforce structure may not be suitable given the likely requirement to make further savings. It expects 'Evolve', a collaboration arrangement with both Cleveland Police and Durham Constabulary, to help in meeting these challenges. Evolve aims to deliver operational policing functions such as major crime investigation and firearms support through the sharing of infrastructure, resources and experience.

Figure 3: Actual and planned changes to police officer full time equivalents (FTE) in operational frontline, operational support and business support roles in North Yorkshire 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

To support the force in managing its demand, organisational and financial commitments it is seeking to increase the number of special constables and volunteers. It has recently appointed a chief officer volunteer to lead the special constabulary, force volunteers and other volunteer networks such as neighbourhood watch schemes.

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 North Yorkshire 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	1,486	-6%	-12%	1,395	-8%	-6%	1,278
Police Staff	1,158	-15%	-19%	981	-2%	-6%	961
PCSOs	198	-1%	-27%	196	-7%	-11%	183
Workforce total	2,842	-9%	-15%	2,572	-6%	-6%	2,422

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

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

To ensure it can meet changes in demand, as well as future organisational and financial requirements, the force intends to review its current operating model in September 2015.

Financial plans to meet the saving requirements have identified the future workforce numbers for the force through to 2018. It anticipates a reduction of 116 police officers and 20 police staff. The force has made a commitment to maintain PCSO numbers at 183. The chief officer team has communicated with senior managers in relation to future workforce reductions and PCSOs have also been reassured that their numbers will be maintained. However, HMIC found a lack of clear and consistent messages from chief officers to all staff. This has led to a perception that both PCSO and police officer numbers will remain unchanged, meaning members of police staff are left feeling extremely vulnerable to job cuts.

As part of the force's plans to reduce its workforce it is reviewing supervisory and managerial structures to gain efficiencies in these roles. To maintain a balance of experience and officer to supervisor ratios, the force is assessing the number of staff anticipated to leave, and those required for future promotions. The force has stated its intention to protect frontline numbers where possible. Police officer reductions are expected to be in specialist areas affected by the proposed collaborative working arrangements with neighbouring forces. Other reductions may arise from the review of shift patterns, plans to change the force's estate and future improvements such as

mobile working. To maintain its planned establishment over the next few years the force anticipates that it will need to recruit a small number of new officers.

Summary of findings



Requires improvement

The force's workforce model matches current demand as well as organisational and financial requirements. However, the force recognises that this model is not sustainable given the need for future savings. It is therefore making plans to ensure it has an appropriate model for the future.

It is important that the force continues to develop its workforce. The force does not currently have a formal process for the development of staff, though this is being addressed by the force through the development of its people strategy. This will be vital in ensuring its future workforce has opportunities to develop and progress.

The force has identified its future workforce numbers through to 2019. It anticipates a reduction in the number of police officers and police staff with a commitment to maintain 183 PCSO roles. However, HMIC found a lack of clear and consistent messages from chief officers to staff about these plans. This has led to a perception among staff that both PCSO and police officer numbers will remain unchanged, leaving some members of police staff feeling extremely vulnerable to job cuts.

Areas for improvement

- The force should implement its people strategy as soon as possible to ensure the workforce has the capability and skills to meet future demand.
- The force should put a process in place to ensure the workforce is provided with clear and consistent messages about change.

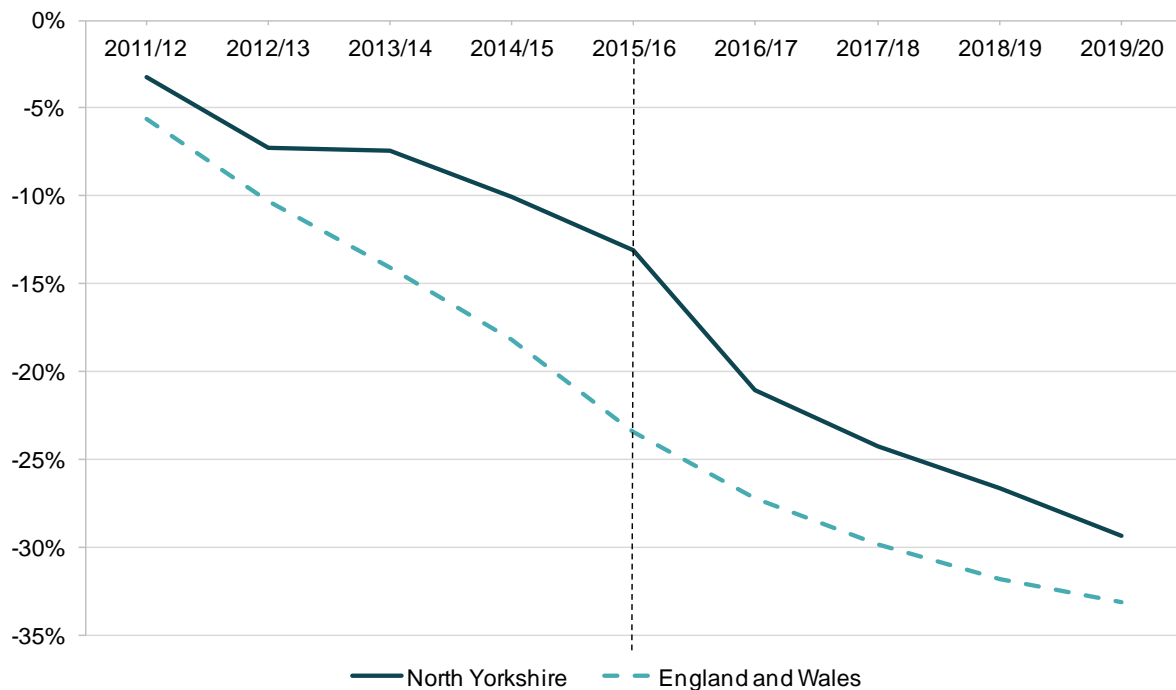
How sustainable is the force's financial position for the short and long term?

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?

North Yorkshire Police forecasted savings of £16.04m over the first four years of the spending review (2011/12 to 2014/15), the equivalent of 10 percent of the 2010/11 gross revenue expenditure for the force. Over the period, savings were made in both 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 forecasted planned savings for 2015/16 to 2019/20, against the 2010 gross revenue expenditure baseline for North Yorkshire 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

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

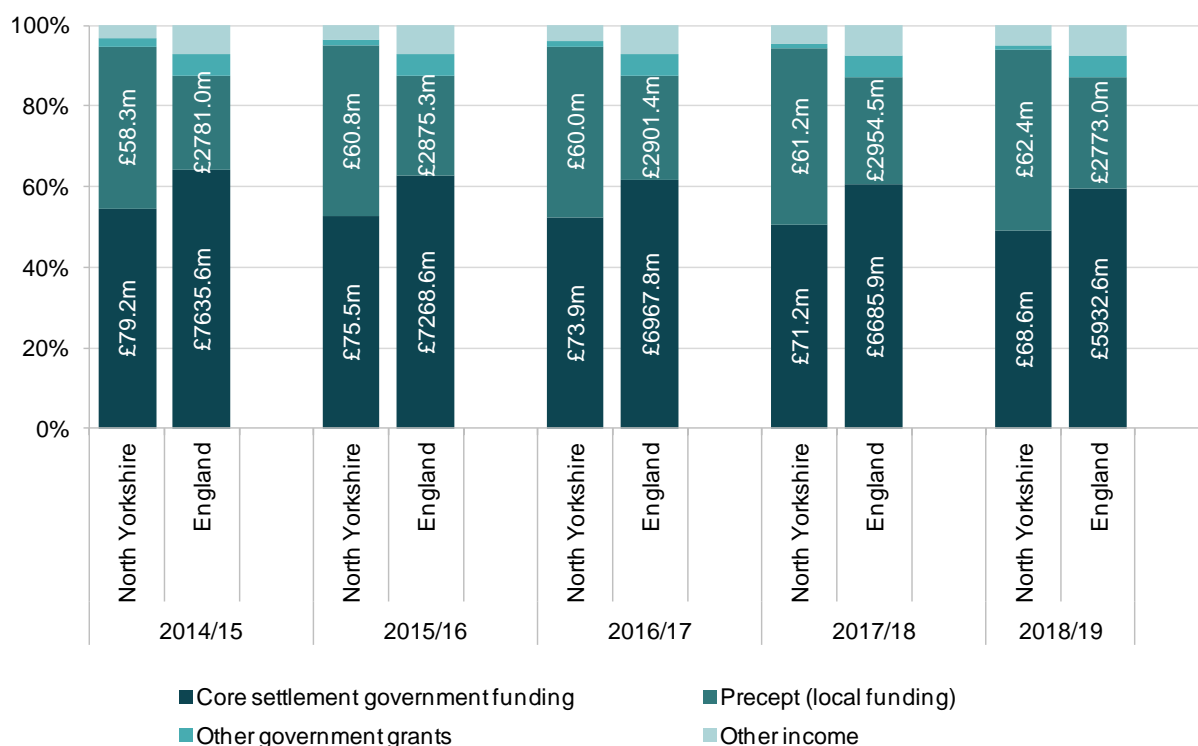
North Yorkshire Police has planned a balanced budget of £143.3m for 2015/16, which includes a cut in spending of £4.7m. It has forecast that the reduction will be split between £3.3m from the pay budget (70 percent) and £1.4m (30 percent) from the non-pay budget in this year's savings. The force plans to meet its reduction in spend without using reserves. Since the 2010 baseline, at the start of the spending review, this represents savings of 13 percent.

In calculating its financial challenges for 2015/16 and beyond, the force has used the assumptions that precept increases of 1.99 percent will occur each year to 2016/17 and that Government grants funding will reduce by 4 percent per annum.

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. North Yorkshire 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 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 North Yorkshire 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 actively seeks additional funding opportunities such as the Police Innovation Fund. It has been part of a number of bids for funding to support collaboration with other forces. These include bids for the Yorkshire and Humber policing region for collaboration in forensic services and a command and control

system. The force has also received external funding for its road safety camera vans, which aim to reduce road fatalities and serious injuries across the force area.

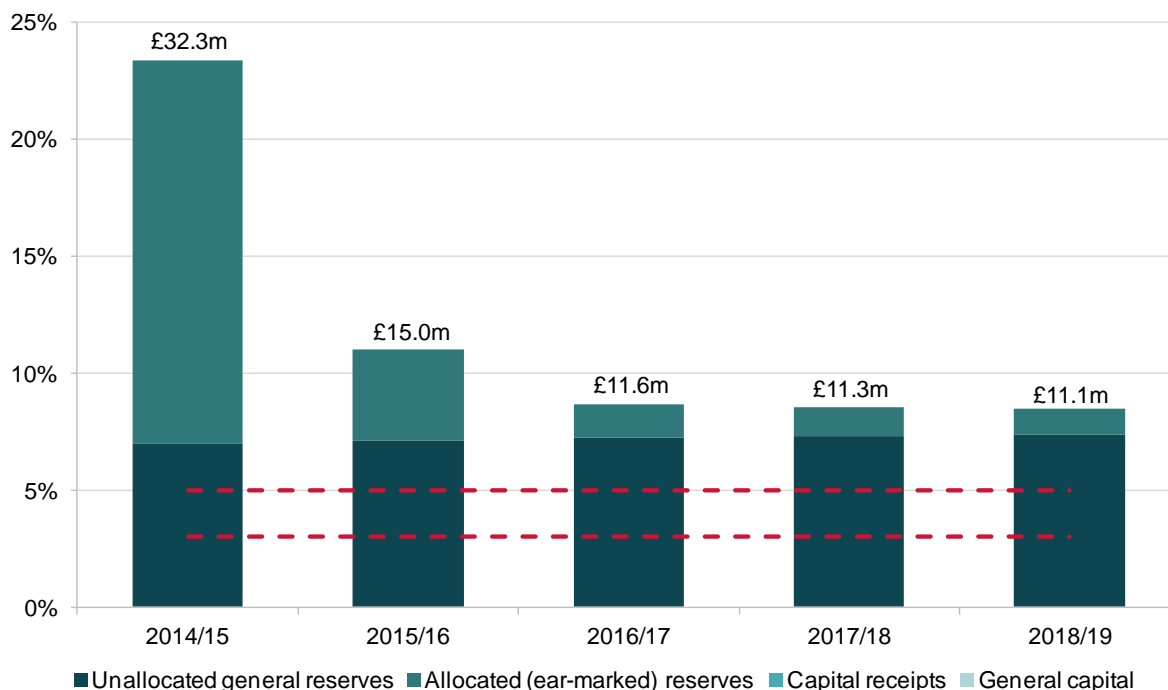
The force has also secured funding for initiatives such as the multi-agency safeguarding hub (MASH) and the ASB hub which enable the force to work in partnership with other organisations to protect vulnerable people and children. In addition the force has received funding and resources from the local authority and Department of Health enabling it to provide a more effective response to mental health related incidents. The force has worked with both public and charitable sectors to support and fund initiatives such as the street triage and mental health pathways, providing support for those suffering from mental health issues and reducing the demand on police resources.

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. North Yorkshire Police reported that its total reserves were £32.3m 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 has appropriate financial controls in place. Chief officers and the police and crime commissioner are given a monthly financial report and a medium-term financial forecasting report. There is monthly reporting of financial controls through the executive board and the corporate performance and scrutiny board meetings.

The force moved from a system of devolved financial management to centralised budgetary control some years ago and has since moved back to a devolved system, albeit with strict controls on pay budgets in particular. Budget holders are supported by staff in the finance department and receive regular information, advice and support to understand and manage their budgets.

Finance and human resources staff work closely with those leading the force's change programmes to ensure staffing and budget changes are properly co-ordinated. The force affordability group, which includes the chief constable, chief executive officer from the office of the police and crime commissioner (OPCC), and their chief finance officers, monitors the progress of change programmes and the release of anticipated savings.

The governance of the force's reserves is under the control of the police and crime commissioner, supported by a policy which details how they can be used. The policy is reviewed annually and currently identifies that earmarked reserves are to be used for investment in areas that will provide sustainable resources.

North Yorkshire Police is part of an established collaboration working within the Yorkshire and Humber region, which includes a scientific support unit and a regional organised crime function, named Odyssey. In addition to established collaboration the force is developing further collaboration with Cleveland Police and Durham Constabulary under Evolve. Initial plans are for the forces to work together on operational issues such as firearms and major crime investigation. North Yorkshire Police is also leading on a seven force regional collaboration to support chemical, biological, radiological and nuclear (CBRN) police response, and disaster victim identification. All forces have accepted the outline business case and the project is to be implemented. An example of the proposed savings from the collaboration for CBRN is an anticipated reduction in the number of trained officers from 1,000 to 500. In addition, equipment and deployment costs are expected to reduce from £4.6 million to £600,000 across the region.

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

The force works closely with the police and crime commissioner on ensuring efficiency in the way it responds to current and future financial challenges. For example, the police and crime commissioner sits on a number of decision-making forums including the executive board and the affordability group meetings ensuring that the financial plans support the objectives in the police and crime plan.

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 financial information to the OPCC. There is a formal meeting structure to ensure oversight and governance of the force's financial position and programme of change. Decisions are informed by shared planning assumptions, financial forecasts and budgetary control reports.

Quarterly updates on the medium-term financial plan are provided to the police and crime commissioner as part of the executive board governance arrangements. These are prepared by the police and crime commissioner's chief finance officer and draw on the financial information and plans for the force.

The chief finance officers for the force and the police and crime commissioner have a close working relationship, meeting weekly to discuss all aspects of the force's finances and agree the assumptions to be used in development of financial plans.

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

The force has a financial plan which has been agreed and provides a balanced budget for 2015/16.

The force is anticipating that it will have to find further savings of £25.9 million between 2016/17 to 2019/20. However, the medium-term financial plan is being revised to reflect an agreed position between the force and the police and crime commissioner on future precept and a less optimistic assumption around grant reductions.

The force's affordability group has undertaken scenario planning up to 2019/2020 with a realistic view of future reductions being modelled with several alternatives being considered.

The force has a level of reserves in place to help it deal with cuts that are significantly higher than the planned assumptions. The force affordability group has a range of saving possibilities for which the implications on service levels are being, and have been, assessed.

The force has developed an affordability plan which has identified savings in key areas such as collaboration, shift system review, senior leadership review, mobile working and reductions in the force's estate. The projects and savings have been scheduled over the coming years. However, the plans for the savings required in 2016/2017 are still being finalised, although the force is confident that these will be achieved with minimal use of its reserves. Longer term saving plans are less developed and rely on the force adopting different ways of working.

Summary of findings



The force has a secure financial position for the short term. Through prudent budget management the force has achieved all of the savings required over the last spending review period and has set a balanced budget for 2015/16, without needing to use its reserves.

The force is anticipating that it will have to find further savings of £25.9 million between 2016/17 to 2019/20. The force has developed an affordability plan which schedules projects and savings over the coming years. The plans for the savings required in 2016/2017 are still being finalised, although the force is confident that these will be achieved with minimal use of reserves.

Future saving plans beyond 2017 are being developed and rely on the force adopting a number of different ways of working.

The force has secured additional funding to help it meet financial challenges and improve its ability to meet demand. This includes a successful Police Innovation Fund bid to support collaboration with other forces in areas such as forensic science.

The force provides timely and relevant financial information to the police and crime commissioner, who sits on a number of decision-making forums to ensure financial plans support the objectives in the police and crime plan.

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,⁵ 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.

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