PEEL: Police efficiency 2016

An inspection of Cleveland Police

Contents

Introduction

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HMIC assesses the efficiency of police forces across England and Wales.

As with all public services, it is vital that the police service operates in a way that makes the most of all its available resources. Police forces need to make sure they understand the current demand for their services. This is to make sure that they use all the resources available to them to fight all types of crime and to protect communities. Also, forces need to be looking to the future to understand how that demand may change and to plan where they need to invest extra resources or change the ways they operate so that the public can continue to receive the policing it expects and deserves.

As part of the government's objectives to cut public spending, central funding to the police service in England and Wales has been reduced by around 20 percent since 2011. Police forces across England and Wales have faced a difficult challenge to sustain effective levels of policing in the face of significant budget cuts. Forces need to continue to make efficiencies and invest resources wisely in order to maintain a focus on reducing crime and keeping their communities safe. HMIC considers that a police force is efficient if it is making the best use of its resources to provide policing services that meet expectation and follow public priorities, and if it is planning and investing wisely for the future.

HMIC's efficiency inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Cleveland Police.

Reports on Cleveland Police's Police's legitimacy and leadership inspections will be available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016) in December 2016. HMIC's reports on police effectiveness will be published in early 2017.

Force in numbers

£ Financial position

Forecast change in total gross revenue expenditure

2016/17	2019/20	Percentage change
£119m	£119m	-1%

Forecast savings:

Amount of forecast savings

2016/17	2019/20
£2.1m	£0.0m

Percentage of gross revenue expenditure

2%	0%

Workforce

Planned change in officer numbers

2015/16	2019/20	Percentage change
1,259	1,292	+3%

Planned change in total workforce

2015/16	2019/20	Percentage change
1,604	1,635	+2%

Officer cost per head of population in the 12 months to 31 March 2016

Cleveland Police	England and Wales force average
£120	£98

Workforce cost per head of population in the 12 months to 31 March 2016

£140	£143

☎ Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2016

Cleveland Police	England and Wales force average
140	**124**
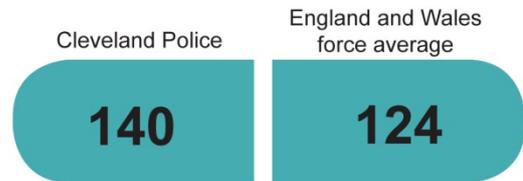
Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2016

2014/15	2015/16
75	**86**
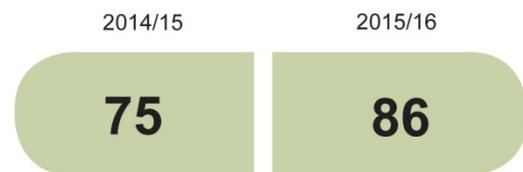
Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2016

Cleveland Police	England and Wales force average
+15%	**+9%**
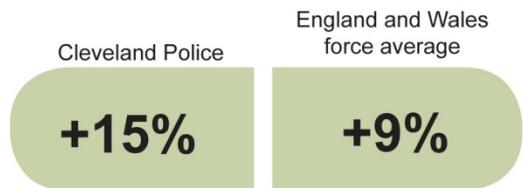
☻ Victim satisfaction

Victim satisfaction with the overall service provided by the police 12 months to 31 March 2016

Cleveland Police	England and Wales force average
79%	**84%**
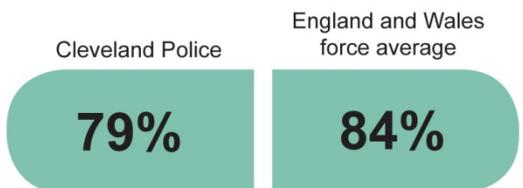
For further information about the data in this graphic please see annex A

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

Overall judgment[1]

● ● ● ○   **Good**

Cleveland Police has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime.

Overall summary

Cleveland Police has a good understanding of the demand for its services and is developing its understanding of less obvious and hidden demand along with the inefficiencies that lead to additional demand for the force.

In HMIC's PEEL inspection 2015, we found that the force needed to gain a fuller understanding of the demand for its services. It did not respond to all incidents within the required timescale, and it was therefore unable to match its resources to meet all its calls for service. HMIC is impressed with the emphasis the force has placed on improving its understanding of demand and its response to calls for service, and the positive impact this has had on the service it is now able to provide to its communities. This improvement has been informed by a review of its services, a change in its internal processes, reallocation of resources and the introduction of a new shift pattern, all of which align resources more closely with demand. It has also worked well with its private sector partner to improve its response to calls for service through significant changes to its call-handling and despatch capability and capacity.

We found that the force is managing its resources well and collaborates with other blue light services, local authorities and private sector firms. The force has reviewed its contracts with private sector providers in the context of a changing financial position, and has considered the cost of services in relation to the value added for victims and communities.

The force is working with partners to develop its understanding of likely future demand and has set out its strategic intent up to the year 2020. The force has medium and long-term financial plans in place as well as a people strategy and a recruitment plan. The force has made realistic and prudent assumptions about future income and costs, and has considered risks and contingencies.

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[1] HMIC judgments are: outstanding, good, requires improvement and inadequate.

Recommendations

Cleveland Police is a good force. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

# How well does the force understand its current and likely future demand?

A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for demand that is less likely to be reported (e.g. incidents relating to modern slavery or child sexual exploitation) so that it can ensure that it protects the most vulnerable victims. Forces also need to understand how much resource to put into work that prevents crime and anti-social behaviour from occurring in the first place. It is important that forces continually review how they operate to ensure that they are not wasting police resources by operating inefficiently or responding to unnecessary demands.

Forces must understand how demand is changing and how they need to change in order to adapt to ensure that they can plan for the future and continue to respond effectively. As well as assessing likely future threats and risks from crime, this also means understanding and assessing the potential impact of wider societal and environmental changes on the demands they will face.

How well does the force understand the current demand for its services?

Police services cover a wide spectrum of activities and go far beyond the most obvious demands for providing a response to 999 calls, protecting victims of crime and pursuing offenders. It is important that forces have a comprehensive understanding across the whole range of different demands they face, including early intervention work with other organisations to prevent crime and proactively seeking out 'hidden' crimes (e.g. domestic abuse, internet crime, fraud, modern slavery and crime in communities who are more reluctant to trust or engage with the police). Police forces also need to understand how efficiently they run their own operations in order to avoid wasted effort and to ensure that they make the best use possible of all available resources.

Figure 1: Volume of 999 calls per 1,000 population received by Cleveland Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016
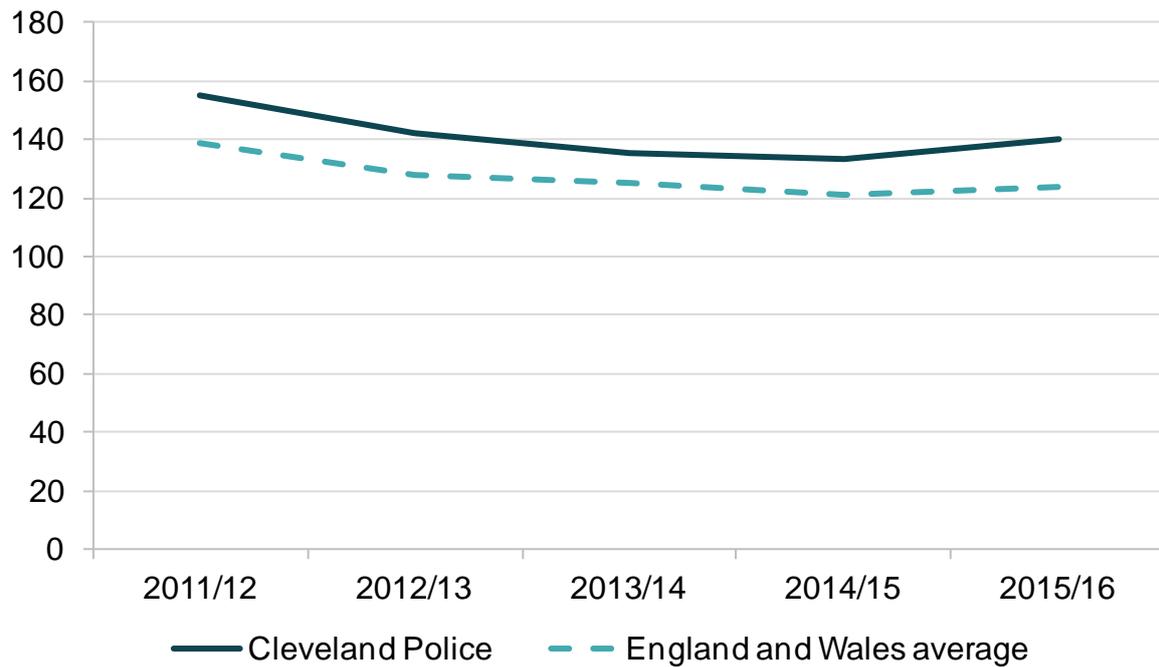
Source: Home Office Annual Data Requirement
For further information about the data in figure 1 please see annex A

Cleveland Police received 140 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was broadly in line with the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force received 155 '999' calls per 1,000 population, broadly in line with the England and Wales average of 139 calls per 1,000 population.

Figure 2: Police recorded crimes per 1,000 population in Cleveland Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016
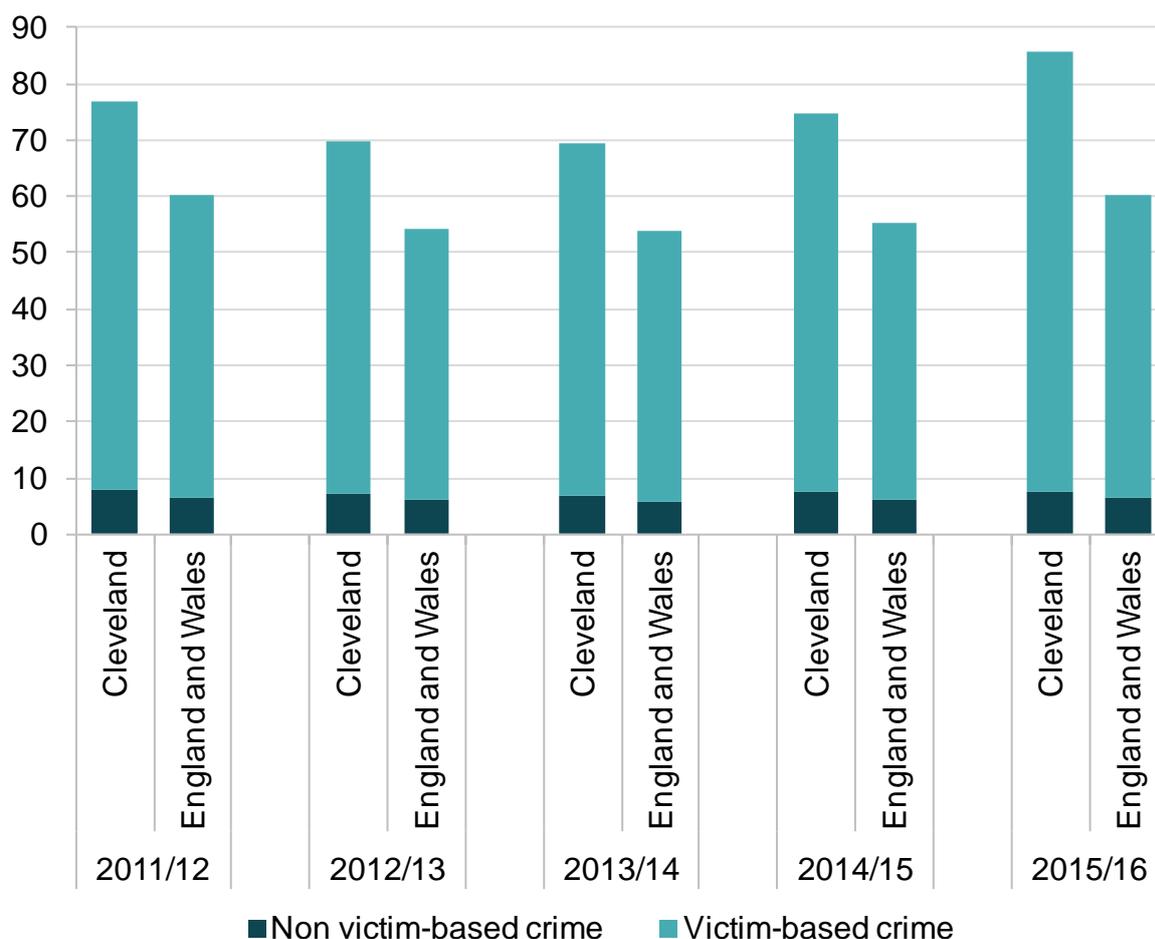

Source: Home Office Police recorded crime data
For further information about the data in figure 2 please see annex A

With regard to police recorded crime for the 12 months to 31 March 2016, Cleveland Police recorded 78.3 victim-based crimes per 1,000 population, higher than the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Cleveland Police recorded 7.4 non victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been an increase in the victim-based crime rate of 13 percent and a decrease in the non victim-based crime rate of 5 percent since the 12 months to 31 March 2012.

In our 2015 PEEL efficiency inspection, we recommended that Cleveland Police should gain a fuller understanding of current demand for its services, and likely future changes in demand. This year we were pleased to find that the force has a detailed understanding of its demand and is developing its understanding of less obvious and hidden demand along with demand arising from inefficiencies. For example, the force has completed reviews of its incident response, neighbourhood policing and protecting vulnerable people teams, and has implemented a more efficient shift system. The force has used a wide range of data to inform this demand

analysis, drawing on work by the Jill Dando Institute to cross-reference five years of neighbourhood crime and incident data with other indicators of deprivation, demand and community cohesion to assess the current level of demand for each area. The force has allocated resources to match the assessed level of demand. Where inefficiencies remain, the force has plans to address them, including Operation Raptor, which implements a risk-based approach to tackling retail crime and a similar scheme for reports of people making off without paying for fuel at petrol stations.

The force has commissioned its private sector partner to develop a demand management modelling tool that allows it to assess demand and allocate resources accordingly, and to identify potential areas of waste or areas that require additional resources. For example, the force is able to predict that a reduction of five percent in the demand coming into the control room would be sufficient to allow the incident response teams to function with 30 fewer officers.

The force has effective processes in place to review its demand and identify areas of risk. The monthly risk, audit and inspection monitoring board considers a wide range of risks, some of which are linked to current and future demand. For example, a lack of resources to meet priority one calls (those requiring an immediate response) in a timely manner was identified as a risk. A strategic group – known as a 'gold group' – has been established to keep this under review.

The force is developing its understanding of crime that is less likely to be reported. Newly-formed neighbourhood teams are responsible for encouraging people to report crimes that are typically under-reported, such as hate crime. The force has begun to work with groups including the regional refugee forum, a charity funded by the police and crime commissioner (PCC) that has brought together 14 refugee communities in the area. The force also holds cultural awareness sessions, chaired by the chief constable, which bring together people with disabilities and representatives from the lesbian, gay, bisexual and transgender and refugee communities in order to better understand the needs and experiences of minority communities and improve reporting mechanisms. As a result of these sessions, a disability awareness training session has now become mandatory for all officers, and the force reports that reporting of crime by people with disabilities has increased.

How well does the force understand potential future demand for its services?

Demands for police services are continually evolving. Forces need to anticipate and understand likely future changes so that their plans keep pace with the public's needs and expectations. Potential future demand includes new and emerging types of crime, such as cyber-crime, modern-day slavery and human trafficking. Also, it includes changes to the communities that forces serve, developments in technology and environmental events, such as flooding.

Cleveland Police is developing better approaches to identify emerging future demand. It has undertaken its annual assessment of the key threats and risks facing the communities of Cleveland for 2016. The assessment is based on an approach known as MoRiLE (management of risk in law enforcement), which helps to inform decisions on priorities by enabling the force to identify the most pressing emerging threats and risks and evaluate its current capability to respond.

The force is working with other organisations to develop and assess its knowledge of potential future demand using environmental scanning techniques along with data provided by partner organisations. The force has profiled its current understanding of demand associated with changes in society, such as increases in population and in particular elderly people, health dependencies and the labour market, and hidden crimes such as modern-day slavery, child sexual exploitation and cyber-crime. For example, the force has used data from the recently published Tees Valley economic assessment. It has considered the potential impact these changes could have in relation to victims, offenders, locations or specific offence types, although it is not yet clear to what extent the changes have influenced the plans for the force's long-term operating model.

The force has identified the increased demand placed on the force by reductions in the resources available to partner organisations. The force has monitored the impact of these on demand for police services and is working with those organisations to better plan joint approaches to mitigate any negative impact. For example, the force has worked with four local authorities that have agreed to move resources into early intervention activity to protect vulnerable people. It also has an innovative resource and service modelling capability created in conjunction with its private sector partner.

Summary of findings

 Good

Cleveland Police has a good and improving understanding of current demand. It is continuing to work to better understand the less obvious areas of demand and to identify its likely future demand. It has undertaken a comprehensive review of its demand, which included hidden demand and the demand that has the potential to cause the most risk to the community.

The force has made a good start in developing its capability to predict likely future demand, and has an innovative resource and service modelling capability. The force has worked with police and partner data to assess demand in local areas. It has considered the potential impact of changes in demand associated with changes in society and levels of hidden crime.

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

Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Cleveland Police has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned with priorities to provide value-for-money services that tackle priorities, manage demand and meet financial requirements. This not only involves a force using its own workforce as efficiently as possible; it also involves the police working in new ways with others to ensure the best possible service to the public, and using all available resources to improve efficiency.

For a number of years, police forces have been focused on changing the way they operate and finding ways to save money in order to manage reducing budgets. It is important that these savings are sustainable and forces can demonstrate that they have achieved efficiencies while continuing to have the capacity and capability to meet demand.

How well does the force's current allocation of resources match demand, organisational and financial requirements?

Police forces need to consider many factors when deciding how to allocate their resources, including all elements of demand, local risks and priorities, and their national responsibilities. We look at how well Cleveland Police assesses these factors in making decisions about the level of service to provide and how to use its resources to best effect.

Figure 3: Police officers, staff and police community support officers (PCSOs) as a proportion of total workforce in Cleveland Police compared with England and Wales as at 31 March 2016

Cleveland: Police officers 78%, Staff 14%, PCSOs 8%
England and Wales: Police officers 59%, Staff 35%, PCSOs 6%

■ Police officers ■ Staff ■ PCSOs
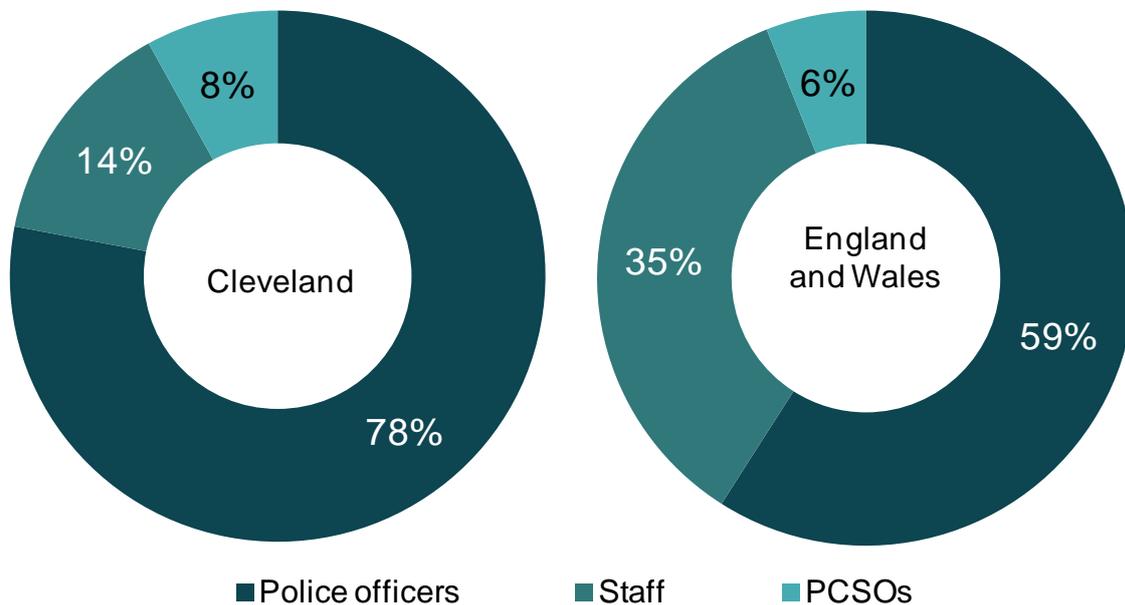
Source: Home Office Police workforce statistics
Note: figures may not add up to 100 percent due to rounding of numbers. For further information about the data in figure 3 please see annex A

As at 31 March 2016, police officers make up 78 percent of Cleveland Police's workforce. This was higher than the England and Wales average of 59 percent. The proportion of staff in Cleveland Police was 14 percent, lower than the England and Wales average of 35 percent. The proportion of police community support officers in Cleveland Police was eight percent, higher than the England and Wales average of six percent.[2]

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[2] The low percentage of police staff compared with the England and Wales average is a result of Cleveland Police outsourcing its back office support functions to a private sector provider, including its call-handling and systems for deploying police officers.

Figure 4: Planned changes in full-time equivalent workforce from 31 March 2010 to 31 March 2020 for Cleveland Police compared with England and Wales

	March 2010	Change from 2010 to 2016		March 2016	Change from 2016 to 2020		March 2020
		Force	England and Wales		Force	England and Wales	
Officers	1,724	-27%	-14%	1,259	3%	-2%	1,292
Staff	711	-69%	-21%	221	-4%	-5%	211
PCSOs	193	-36%	-35%	125	6%	-6%	132
Workforce total	**2,629**	**-39%**	**-18%**	**1,604**	**2%**	**-3%**	**1,635**

Source: HMIC Efficiency data collection
For further information about the data in figure 4 please see annex A

Managing demands for police services

In HMIC's PEEL inspection 2015, we found that Cleveland Police did not respond to all incidents within the required timescale, and it was therefore unable to match its resources to meet all its calls for service. HMIC is impressed with the emphasis the force has placed on improving its understanding of demand and its response to calls for service, and the positive impact this has had on the service it is now able to provide to its communities. We previously had concerns about the force's capacity to achieve large-scale change at the pace and scale required, at the same time as responding to current demands for service. The force has achieved this. It has been well supported by the force's business transformation unit, and the positive engagement from staff and its private sector provider.

During the inspection, we found numerous examples of the force prioritising the deployment of resources to manage demand. For example, the force has reviewed its structures and processes for protecting vulnerable people. The review makes 79 recommendations to ensure that resources match demand, covering duplication of work streams such as multiple referral points, ensuring that there is a structured approach to attendance at partnership meetings and implementing a risk-based approach to home visits for sex offenders, in line with national guidance. The review also identified some roles that did not require a warranted officer. As a result, the force plans to use police staff in those posts, allowing police officers to be deployed elsewhere. This change is due to take place in September 2016.

The force has introduced a new shift pattern for incident response teams in order to better match demand. During the inspection, we found that all staff spoke highly of the change to the shift pattern and stated that they now had the resources to respond to calls from the public, as well as having more time to investigate offences and be proactive in their work.

The force has also identified some types of incident that they will not attend unless a specific set of circumstances are met. For example, following consultation with retailers, the force established an approach to retail crime that encourages retailers to work in partnership with the force. When the force receives a call in relation to retail crime, an assessment is made about the level of threat, risk and harm to the retailer, their staff and the public. Where it is clear that there could be any threat to staff or members of the public, or where a persistent offender is involved, police officers will attend. On other occasions, the retailer may be advised to use alternative techniques and methods to address the incident. A similar scheme has been set up for responding to reports of drivers making off without paying for fuel at petrol stations.

Over the last 12 months, the force has made significant changes to its call-handling and despatch capability and capacity. The force has moved from separate call-handling and despatch teams in different control rooms to a combined control room with call-handling and despatch capability within one location. This has resulted in improved relationships and working practices with a more joined-up approach. Call-handlers' shifts now match the response officers' shift patterns so the same team of call-handlers, despatch and response officers all work at the same time. During the inspection, we found that the call-handling and despatch staff were effectively assessing calls for risk and making appropriate use of the appointment system. This allowed response officers to attend higher-risk incidents that required a more timely response in order to keep the public safe. The force has also decided to base 20 police officers within the control room to resolve some calls over the phone without the need for a police attendance, thereby freeing up other officers' time to deal with calls for service based on threat and risk. The force's figures show that 46 percent of calls are now resolved without the deployment of an officer.

We found the recent changes to be a positive step forward and, just as importantly, the staff we spoke to were positive about the changes.

Increasing efficiency

The force has reviewed its future plans to 2020 in light of its changed financial position, and has proposed changes to contracts with private sector providers on the basis that the contracts were first agreed in 2010, prior to significant cuts to the government funding for police forces. The force has considered the cost of services in relation to the value they provide for victims and communities. As a result of the renegotiation of the contracts, changes have been made to a number of services in order to reduce costs. These services include the control room, fleet management and headquarters security.

As part of its efforts to improve efficiency, the force is seeking to make better use of new technology. It has set up a digital services user group, which reviews and develops the use of digital technology. The group includes representatives from across the force and assesses opportunities for development in the areas of criminal justice, mobile technology, investigations, intelligence and community engagement. The various strands of the group's activity inform the force's overall information and communications (ICT) strategy in order to improve its overall service.

There are good examples of the force using technology to improve efficiency. The force is now on its second generation of mobile hand-held devices, which enable officers and staff to remain within the community without having to return to a police station to process information. The force is using police and partner organisations' data to develop a mapping system that shows a visual record of geographical locations with high demand or high risk. It is able to plot police activity using the geo-locators within police vehicles and radios. The system can also be used to analyse intervention work in an area.

The force has a business transformation unit with a specific remit to systematically evaluate the effects of change, including the level of benefits achieved. The force also makes use of its modelling tool to assess the effects of changes in demand, policy and organisational structures.

How well does the force improve the productivity of its workforce?

Finding ways to make police officers and staff more efficient when they are out in their communities and reducing time spent doing back office functions is essential to ensuring that police officers remain visible, on the beat and engaged in activities to reduce and fight crime. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible. This means forces need to ensure that all their staff has the skills and capabilities to provide the required level of service. We assessed how well Cleveland Police understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at whether the steps it is taking are appropriate to

ensure that its staff work as efficiently and effectively as possible. We looked in particular at whether the workforce has the right level of digital skills, both to make the most of current ICT systems and to investigate crime digitally.

Understanding current workforce capabilities and gaps

The force now has a comprehensive workforce plan, which addresses the recommendation we made as part of our 2015 PEEL efficiency inspection, and the workforce plan is aligned with overall demand and financial plans.

The force has some understanding of its workforce capabilities and gaps. Having reviewed areas of service provision, the force has restructured its resources but it recognises that further work needs to be completed to understand better the remaining gaps. The force also recognises the need to plan for future demand and the skills that will be required to meet it, in particular within specialist roles. The force still has a significant number of people in acting positions or who have been temporarily promoted, despite the force having run promotion processes. This indicates that the force lacks some workforce skills and the capability to promote candidates to permanent positions.

The force has a training needs analysis that is completed annually. The analysis, and resulting training plan, is overseen by the force's 'Towards 2020' board. Despite this, the force has limited knowledge about the training needs of its workforce and gaps in this training, because much of this development was put on hold during the recent operational reviews.

Tackling workforce gaps

This year, the force has improved its people strategy with the introduction of a three-year plan that encompasses a number of areas of workforce planning and development. It is an ambitious programme centred on people-related activities linked to the policing priorities. The force is working to improve its existing training provision and has produced a training plan, including packages for cyber-crime and call-handling.

The force has created a recruiting plan for the period November 2015 to January 2020 that provides details of proposed numbers of staff to be recruited and timescales for the process. This will address the force's gap from retirements and those who have left the organisation, and will assist in filling gaps as a result of promotion processes. The force has advertised externally and recruited police officers and staff from varying backgrounds. Police officers have transferred into the force, including on promotion, and police staff have been recruited from other sectors with the right skills to transfer into roles in the force.

The force has been able to identify and tackle some workforce gaps as part of the new force structure. For instance, the force started a new team to support vulnerable people called the 'vulnerable exploited missing or trafficked' (VEMT) team. The force

carefully selected the staff for the team and was able to provide the specialist training required for the role before the work commenced.

The combined call-handling and despatch facility has seen improved relationships and working practice with a more joined-up approach. The force has negotiated changes to its call-handling contract that include a focus on quality, rather than simply measuring the speed with which calls are answered. It has also introduced training and continuous professional development activities for call-handling staff, along with the implementation of a systematic approach to risk assessing all calls for service, known as 'THRIVE' (threat, harm, risk, investigative opportunity, vulnerability and engagement).

How well does the force work with others to improve how it manages demand for its services?

We assessed how well Cleveland Police has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include work with other police forces, local public sector organisations, the private sector and the voluntary sector. We looked at whether the force has a clear rationale for the decisions it has taken about how it works with others, and whether it has a good understanding of how successful its joint working has been in helping it to better meet demand for its services.

The force has demonstrated its commitment to joint working with a range of partners, including co-locating services. The force is collaborating with other blue light services, local authorities and private sector partners. The force has a nominated strategic lead at chief officer level who has responsibility for collaboration. The force has processes in place to review the impact of joint work, which include tracking the benefits the force is expecting from any changes or investments it has made and ensuring that those benefits are being realised.

The force has reviewed the demand and resources required for specialist operational roles such as major investigations, and is collaborating with North Yorkshire Police to provide a joint service. Development of the joint major investigations team is ongoing with a planned operational start date in November 2016. Other specialist services such as armed response, roads policing, traffic management and police dogs are provided in collaboration with Durham Constabulary through the Cleveland and Durham specialist operations unit. In addition, the force collaborates with other regional forces to provide forensic services and the capability to tackle serious and organised crime.

The force has also reviewed its collaboration with other blue light services and is currently working with Cleveland Fire Brigade to collaborate in relation to its estate, fleet and training facilities. Some integrated neighbourhood teams will be co-located

with fire brigade officers and the force has plans for a new headquarters known as a 'community safety hub' to be built, which will include shared use with partners.

The force has recently established co-located collaboration and partnership with local authorities, NHS primary care and mental health trusts to work on the safeguarding of children. This work does not currently include protecting vulnerable adults, which remains a separate function.

Collaboration benefits

Cleveland Police spends proportionately more of its budget in collaborating with non-police organisations than other forces in England and Wales. The force has long-established contracts with private sector providers for several services, such as call-handling, human resources, training and custody. The force has reviewed the contracts and has renegotiated aspects of them, based on changes to the force's financial position and service requirements, in order to provide greater benefits. For example, the force is taking back fleet management from its private sector partner and is now in negotiation with Cleveland Fire Brigade to use its fleet maintenance and management facilities, which would realise savings estimated at £100,000.

Other collaborations are less mature and the levels of identified savings and efficiencies are less clear. For example, the ongoing collaboration for a joint major investigation team with North Yorkshire Police is expected to realise benefits from economies of scale, increased resilience for major investigations, combined procurement for specialist equipment and ICT, and shared specialist skills within the workforce in addition to the efficiencies that a joint team would bring.

The force has a mature collaboration with mental health partners to support people suffering from mental illness. The force's mental health street triage team, subject to availability, attends incidents involving people thought to be suffering from mental health problems, and also provides advice to attending officers via the phone. This project has seen a reduction in the numbers of people detained in police custody under section 136 of the Mental Health Act 1983.[3] In addition, the force has access to a dedicated place of safety, which has reduced the amount of time that officers spend with people who have been detained and require mental health assessment. The benefits of the collaboration and partnership provide a more timely and appropriate service to people suffering from mental illness while reducing the demand for police resources to deal with such incidents and calls.

The force is aware of, and monitors, the demand placed on it from other partners. For example, force data show that difficulties with the availability of the ambulance service to attend calls result in police officers being delayed at scenes. Force data

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[3] Section 136 of the Mental Health Act 1983 provides for the police to take someone to a place of safety when they are in a public place, if police think that the person has a mental illness and is in need of care.

show that this occurs in 15–22 percent of ambulance-related calls per month. A chief officer attends strategic partnership meetings, such as local health and wellbeing boards, to work with partners to improve shared understanding and joint working.

Figure 5: Projected percentage of net revenue expenditure in Cleveland Police, compared with England and Wales, on collaboration with other forces in the 12 months to 31 March 2016 to the 12 months to 31 March 2020
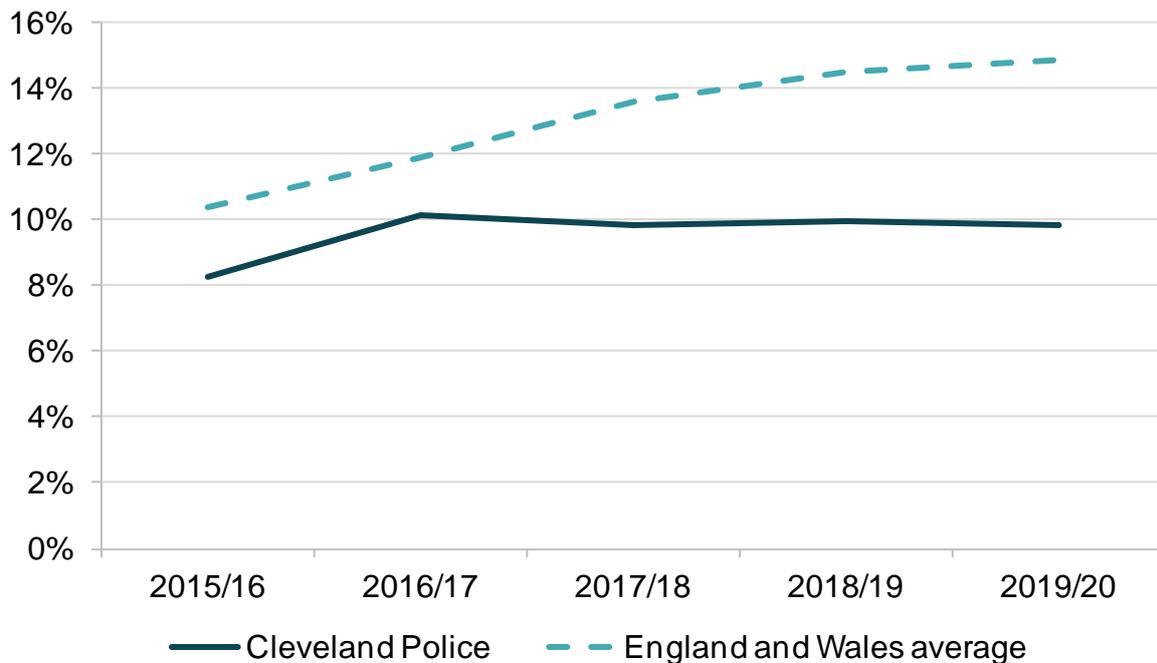

Source: HMIC Efficiency data collection
Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. West Mercia Police and Warwickshire Police stated that all of their net revenue expenditure is spent in collaboration. To avoid distorting the distribution of forces, these have been removed from the England and Wales average for this figure. For further information about the data in figure 5 please see annex A

Cleveland Police has forecast that it will spend £11.2m in 2016/17 on collaboration with other police forces. This is 10.2 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £10.9m (9.8 percent of NRE) on collaboration with other police forces. This is broadly in line with the England and Wales average of 14.8 percent.

Figure 6: Projected percentage of net revenue expenditure in Cleveland Police, compared with England and Wales, on collaboration with non-police organisations in the 12 months to 31 March 2016 to the 12 months to 31 March 2020
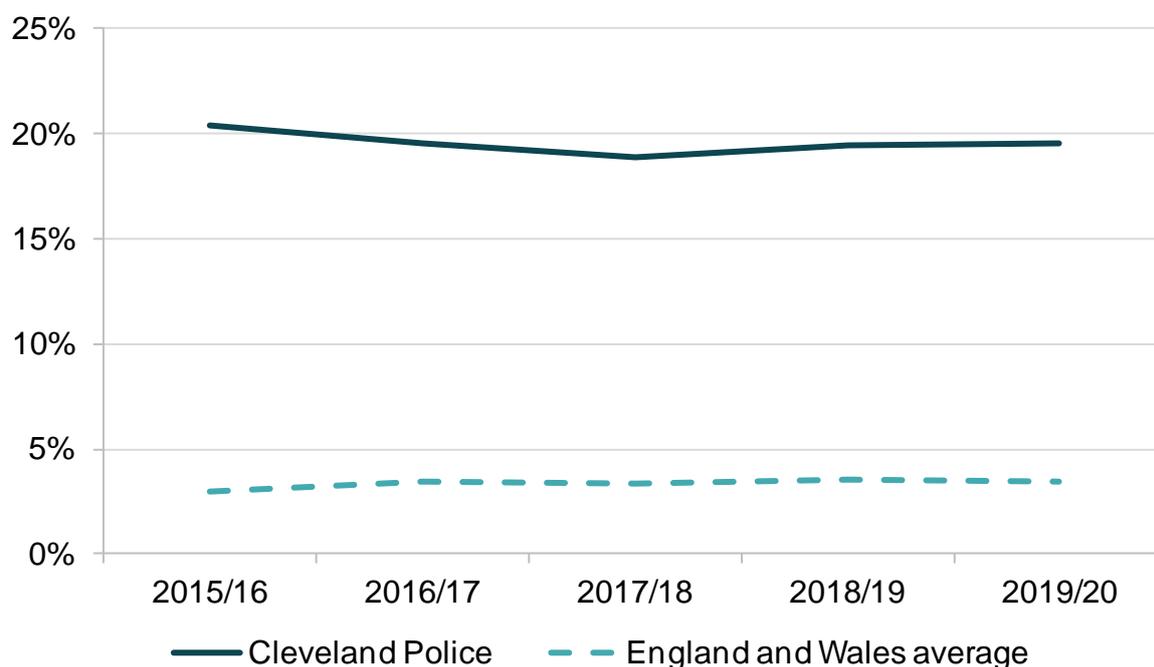
Source: HMIC Efficiency data collection
Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. For further information about the data in figure 6 please see annex A

Cleveland Police has forecast that it will spend £21.6m in 2016/17 on collaboration with non-police organisations. This is 19.6 percent of its net revenue expenditure (NRE), which is higher than the England and Wales average of 3.4 percent. For 2019/20, the force has forecast that it will spend £21.7m (19.6 percent of NRE) on collaboration with non-police organisations. This is higher than the England and Wales average of 3.5 percent.

The difference between the England and Wales average and the figure provided by Cleveland Police can be explained by the force outsourcing a large proportion of its business and operational support services to private sector providers.

How well does the force understand how any changes made to improve efficiency have affected its ability to manage demand?

As resources reduce and demands on police services become ever more complex, it is increasingly important that forces understand fully the benefits that are realised from any investment and the impact of any new ways of working. This understanding enables them to learn from what works and to take swift action to mitigate any negative results.

The force has good processes in place to review the effects of change, which include tracking the benefits the force is expecting. The force has a good track record in achieving technological change. For example, the force is now on its second generation of hand-held mobile devices. It estimates that 65–70 percent of police work can be completed on the hand-held devices, albeit some staff told us they had reservations about the usability of the devices. The hand-held sets reduce the number of times that officers have to return to a police station to input data, and allow officers to remain visible within the community. In addition, this investment in mobile working has supported the force's aim to reduce estate costs, because fewer police buildings are now needed. Co-location of police officers with partner organisations will also require the force to work in a more flexible way.

The force recognises that its processes for review need to be formalised. The force has a business transformation unit that has a more formal approach to review, and the force has demonstrated its ability to review previous change programmes and investments. The renegotiated contracts with private sector service providers are set to improve service provision and realise savings of around £2m.

The force understands the effect of inefficient processes and their impact on demand. For example, the force has identified that creating multiple duplicate intelligence records for people on the force IT system leads to inefficiency and does not comply with the principles for the management of police information produced by the College of Policing. To address this, the force has made a successful bid to the Police Innovation Fund to facilitate the purchase of a new IT system that allows for far speedier data matching, leading to the identification and deletion of duplicate records. Using the system, the force estimates that it has been able to match or delete 200,000 records, which would otherwise have taken years to complete, even with a large number of staff carrying out the necessary manual checks.

Summary of findings

Good

Cleveland Police makes good use of its resources to manage current demand. The force has set clear priorities for the delivery of its services against the police and crime plan. The force engaged with partners and local councillors, as representatives of the public, on the changes to its operating model, although it recognises that it did not consult directly with the public before making the changes.

The force has increased the efficiency with which it deploys its resources. It has invested extra resources in protecting vulnerable people. The force has also introduced an incident and crime management unit, which has significantly reduced the number of calls for service that are attended by officers. This, coupled with the

new force shift pattern, has resulted in an improvement in the availability of frontline officers and staff to attend incidents where there is a risk to the public. The force has reviewed its structure and changes to its operating model in order to meet demand and to become more efficient. The force is continuing to develop collaboration with other forces and partners that have generated savings and efficiencies. The force is developing its understanding of the benefits of change and has a team of staff to ensure that those benefits are tracked and realised.

How well is the force planning for demand in the future?

HMIC examined how well forces are using their understanding of current and future demand on their services to develop more efficient ways of operating that balance ambition, realism, innovation and risk. Our assessment examined the extent to which Cleveland Police's plans are credible and achievable while at the same time are creative and ambitious. This included how far it is aiming to improve efficiency through its workforce plans, collaboration plans, financial plans, ICT plans and approaches to risk.

How well does the force identify and prioritise areas to invest in for the future?

It is important that forces have good plans in place which take account of future demands for their services as well as the likely future funding available to them. They need to invest wisely for the future in order to ensure that they have the right capabilities to meet future demand. HMIC examined the force's financial plans and workforce plans to assess how far it is set to meet future changes in demand and local priorities. We looked in particular at how well Cleveland Police has considered its future ICT capabilities as well as any wider changes to the communities it serves.

Matching resources to demand, organisational priorities and financial requirements

In our previous inspection, we recommended that the force should fully communicate the future vision of its policing model to the workforce. The force has done this through its Towards 2020 – Our Plan for the Future[4] document, which sets out the force's plans in the three areas of collaborating, local policing and enabling services (such as ICT and HR). The plan identifies the local policing priorities as prevention, intervention and protection.

The force's workforce plan for 2016–20 is comprehensive and aligned with the force's vision, values and Towards 2020 plan. The force has considered external influences that could have an impact on the plan, such as collaboration, devolution, changes to pensions, the digital agenda, changing employment legislation, changes to ways of working and estate changes. The *Towards 2020* plan details the number of officers and staff required over a four-year period and is aligned with the force's long-term financial plan. The workforce is profiled in terms of numbers, rank, age, disability, ethnicity and gender. The *Towards 2020* plan also outlines the positive

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[4] *Towards 2020 – Our plan for the future*, Cleveland Police, 2015. Available from: www.cleveland.police.uk/about-us/Towards2020.aspx

action the force is taking to improve black and minority ethnic representation in the workforce, and to reduce levels of sickness absence and the number of staff on limited duties, taking into account projected staff turnover.

The workforce plan incorporates a recruitment plan, an intention to provide further career development opportunities, and promotion plans based on predicted gaps and modernisation of the workforce, including the use of police staff instead of officers where appropriate. The workforce plan also covers talent management, although this is still seen as a route to promotion for police officers rather than identifying, developing and nurturing existing talent across the workforce. Nonetheless, the workforce plan includes recruitment to fill gaps left by people leaving the force, including police officers, police community support officers and special constables. The force has also committed to the national fast-track process and has planned intakes for fast-track candidates and promotion selection processes. The assumptions used by the force in their planning are in line with those used by other forces.

The force has produced a report to the police and crime commissioner for approval of the long-term financial plan for 2016–20, which provides some evidence that the force has made realistic and prudent assumptions about future income and costs, and has considered risks and contingencies. The goal of the plan is to ensure that the force has sufficient capacity to provide a sustainable service model and it provides a breakdown of predicted income and expenditure over a four-year period.

Investing in ICT

The force has an IT strategy to 2020 that it has recently reviewed and revised. The main elements of the strategy include improving information quality and more flexible, mobile and standardised technology, as well as increased use of cloud computing and collaboration.

The force has invested in its ICT infrastructure and has developed technology to assist with mapping its demand and resources. The force recognises that it needs to enable its workforce to work more flexibly, given the changes expected within the force estate. For example, the force anticipates moving to a new headquarters building in 2018, with the old headquarters site being sold off in phases. The new force headquarters, which will be called a 'community safety hub', will be smaller. The force has assessed that more flexible working arrangements will enable it to make better use of the space available in the new building. The force has planned developments for ICT such as a new telephony system, while its duty management system has been online for some time.

The force uses a mapping system to provide officers and staff with a visual record of the crimes and incidents that occurred in a specific location over a specified period, down to the level of specific addresses, overlaid on a basic Ordnance Survey map. The force has audited the use of the system and found that frontline staff were

comfortable with it, focus groups were happy with it and a large number of police community support officers were using it. The force is now testing the system on its hand-held devices.

How well does the force plan its investments?

A force's plans for investment and savings need to be credible, realistic and informed by a full understanding of the future challenges (both financial and operational) that it is likely to face. HMIC assessed the extent to which Cleveland Police's future plans are prudent, robust and based on sound assumptions about future demands and costs, while at the same time being ambitious enough to meet public expectations, including identifying new ways of working and providing services in the future.

Figure 7: Estimated percentage of gross revenue expenditure allocated across different policing functions in Cleveland Police compared with England and Wales in the 12 months to 31 March 2016
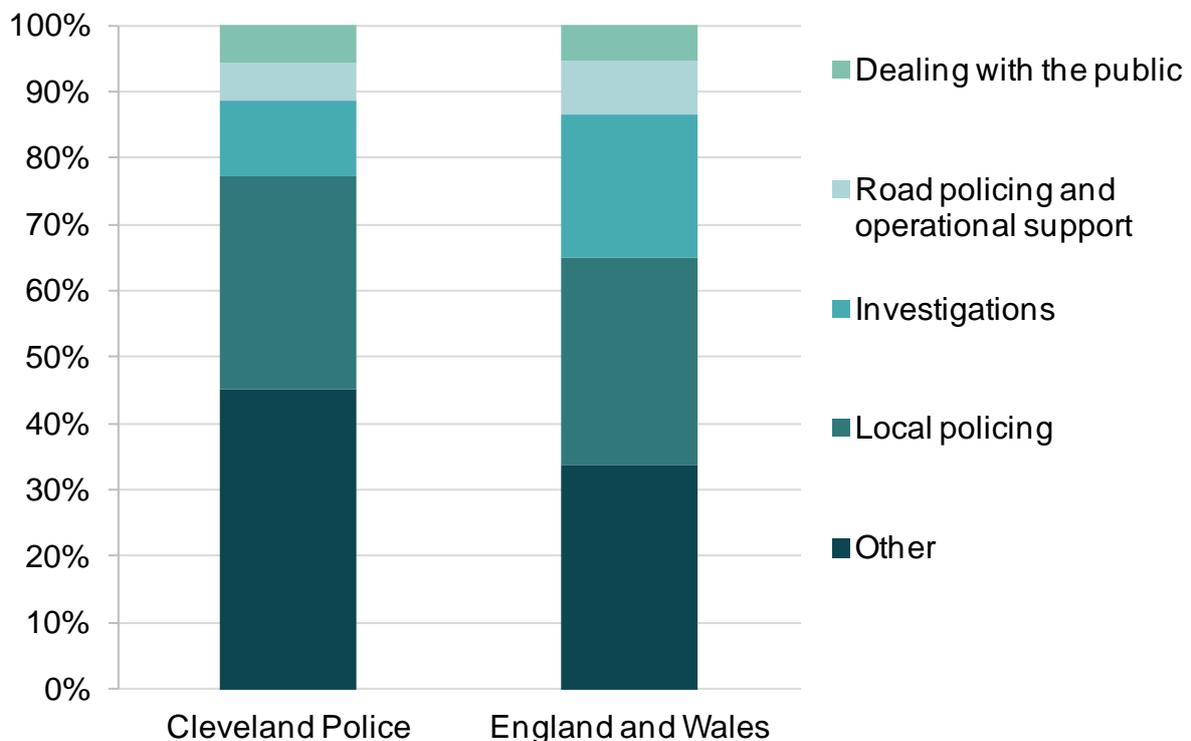
Source: HMIC Efficiency data collection
For further information about the data in figure 7 please see annex A

The force can demonstrate that it has credible plans, built on sound planning assumptions. The force's long-term plans, set out in its Towards 2020 plan, include reviews of service provision and collaboration with partners. The force has a well-defined people strategy that identifies investments in its workforce for the future, including how it plans to recruit officers and staff. The force reviews its ICT strategy

on a quarterly basis through its quarterly ICT strategy board. It works with other forces in the region on its identification and assessment of new technology, and opportunities for collaborative procurement.

The force has financial controls in place and close monitoring of budgets, including a weekly scrutiny meeting with the PCC. The force produces long-term financial plans that are subject to both internal and external scrutiny. Reports are produced for the PCC that provide details of predicted income and expenditure over a four-year period, and set the financial goal of the force as ensuring that the force has the capacity to provide a sustainable service model. An independent joint audit committee is responsible for enhancing public trust and confidence in the governance of the office of the police and crime commissioner (OPCC) and Cleveland Police. It also assists the PCC in discharging statutory responsibilities in holding the force to account.

Planning for the future

In HMIC's PEEL inspection 2015, we raised concerns about the financial challenge the force faced in meeting its reductions in spending for future years. The force has since produced a long-term financial plan for 2016–20. The goal of the plan is to ensure that the force has sufficient capacity to provide a sustainable service model, and it provides a breakdown of predicted income and expenditure over a four-year period. The plan makes rational assumptions and predicts changes in expenditure based on sources such as Treasury statements and police pay settlements. It also predicts areas of expenditure such as medical retirements and ICT, estates and fleet replacement costs. It concludes with the statement that the chief officer can demonstrate that the force has a balanced financial plan for the next four years to support policing priorities.

The force has made realistic and prudent assumptions about future income and expenditure, and has considered risks and contingencies to mitigate the most important financial risks. The chief finance officer for the force has produced a corporate financial monitoring report (CFMR) for the chief constable providing a breakdown of financial plans for 2015/16. The document predicts changes in expenditure based on rational assumptions such as legal challenges around pension legislation and continuing staff retention problems. It also predicts areas of expenditure such ICT, estates and fleet replacement costs and medical retirements based on current levels. The document predicts a break-even position for the end of the year and identifies that salary savings from resignations will be used to offset pressures that have arisen against non-pay budgets to enable the break-even position to be reached.

The force has produced an Estates Blueprint document (dated November 2015), which sets out the framework for its estates strategy in future years. The force is working with other partner organisations to co-locate and share buildings so as to reduce the costs of its estate. The plan sets out three main priorities that are to

secure savings by rapidly reducing the number of buildings the force occupies; modernising the remaining buildings; and optimising their cost-effective use. The plan groups all the different buildings into distinct tiers according to their level of use. The force's planned changes in its estate will require a more flexible approach to working patterns, possibly working within partners' accommodation or working remotely using the mobile data terminals that the force has invested in.

To what extent does the force fund its investments sustainably?

Police forces have made significant financial savings over recent years which have enabled them to reduce their costs and protect frontline policing. They continue to face financial challenges and it is vital to their ability to sustain effective policing that they continue to seek improved efficiencies and drive down costs so that they can not only balance their budgets but also invest in improving their capability in the future. Forces need to consider different ways of transforming the way they work in order to secure effective policing in the longer term. This may include plans to establish different joint working arrangements with other organisations or investing in ICT to improve operational efficiency.

Saving to invest for the future

The force is actively working to reduce costs and increase efficiency. For example, the force has made significant savings from ICT-related functions. The force has renegotiated its wide area network (WAN) contract with a private sector ICT provider and has made savings of £149,000 over four years. The force has also renegotiated its telephony contract and has gone out to tender resulting in a saving of £774,000 over five years. A further saving of £34,000 a year has also been made by renegotiating its call charges. These reductions in support costs have meant that frontline policing has been protected as far as possible and the savings appear to have been achieved with no impact on operational efficiency.

The force plans to make the majority of its required savings from changes to its operating model and changes to its contract with its call-handling and back office services provider, which will realise savings of approximately £2m per annum. The force has already saved approximately £0.5m from its contract with its custody service provider and will be seeking further savings when the contract is due for renewal next year.

The PCC and force have plans to reduce the usable reserves, using them for capital investment. Previously, the PCC borrowed significant amounts of money for capital investments, but the PCC now plans to use reserves instead to fund capital expenditure (and therefore not maintain such a high level of reserves). The PCC aims to keep at least £6.1m in reserves by 2019/20 reducing it year on year from the

current £16m. Some of the money from the reserves has been earmarked for the reconfiguration of call-handling and back office functions, with money also put aside for redundancies and other costs.

Working together to improve future efficiency

Cleveland Police is considering a variety of collaborations to drive greater efficiencies and create further investment opportunities. In addition to existing collaborations with other forces, Cleveland Police is developing further opportunities to collaborate through the Evolve programme, such as the creation of a joint major investigation team with North Yorkshire Police.

The force is currently in negotiation with Cleveland Fire Brigade to collaborate in relation to the management and maintenance of its vehicle fleet, along with some joint use of buildings and estate.

The force has started work on a new and more efficient headquarters, with shared services and multipartner occupancy. Working in partnership with one of its commercial partners, the force has developed a demand management modelling tool that allows the force to match resources to demand and to identify potential areas of waste, or areas that require additional resources.

Summary of findings

Good

Cleveland Police is good at planning for the future. It has demonstrated its ability to both achieve savings and plan its investments for the future. The force has developed a comprehensive policing plan, Towards 2020, which sets out its strategic intent in relation to planning service provision and reshaping services along with partner organisations to make them more efficient and effective. The force has produced a long-term financial plan for 2016–20 to support this strategy and has reviewed its planning assumptions against those of other organisations.

The force has invested in its ICT infrastructure with the continued development of mobile working and the force has also developed its ICT technology to assist with mapping its demand and resource allocation.

The force has made realistic and prudent assumptions about future income and costs, and has considered risks and contingencies. All investment decisions are subject to both internal and external scrutiny. The force has a workforce plan that identifies the numbers of officers and staff required over the next four years, setting out the intended change in the number of police officers. The workforce plan also

identifies the need for workforce modernisation and recruitment based on the numbers of predicted leavers and existing gaps. The force has planned recruitment for police officers, transferees, police community support officers and special constables.

Next steps

HMIC will assess progress on any recommendations and areas for improvement identified within its reports in a number of ways. We may re-visit those forces where we have identified a serious cause of concern, go back to assess as part of our annual PEEL inspection programme or receive updates through regular conversations with forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy, and also leadership. These reports identify those issues that are reflected across the country and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made at a national level.

Annex A – About the data

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

Methodology

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

Comparisons with England and Wales average figures

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

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

Statistical significance

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

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

Population

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

Force in numbers

Forecast change in expenditure

These data show estimated gross revenue expenditure (GRE) for the force in 2016/17 and 2019/20, calculated using total GRE pay and total GRE non-pay budgets provided to HMIC by individual forces at the time of data collection (April 2016), excluding expenditure on the office of police and crime commissioner.

Forecast savings

These data show 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 (April 2016). Some forces only provided figures for savings that they had formally signed off at that point, while others provided estimates for the whole period. Therefore a force with only a small savings requirement is not necessarily faced with only a small savings challenge for the future.

Workforce figures (based on full-time equivalents) for 31 March 2016 and 31 March 2020

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

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Workforce costs per head of population are obtained from calculations in HMIC Value for Money Profiles 2015, which use the ONS mid-2014 population estimates. The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service.

Figures throughout the report

Figure 1: Volume of 999 calls from the 12 months to 31 March 2012 to 12 months to 31 March 2016

These data are obtained from the Home Office annual data return 441.

Figure 2: Police recorded crime in 12 months to 31 March 2015 to 12 months to 31 March 2016

These data are obtained from Home Office Police recorded crime and outcomes data tables (available from www.gov.uk/government/statistics/police-recorded-crime-open-data-tables). Total police recorded crime includes all crime (excluding fraud

offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMIC inspection. Therefore England and Wales averages in this report will differ slightly from those published by the Home Office.

Figure 3: Percentage of officers, staff and PCSOs in force workforce on 31 March 2016 compared to England and Wales

Data as at 31 March 2016 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' full-time equivalents (FTE). The percentages used in figure 3 are derived from the total FTEs within forces, and therefore may differ slightly from the exact figures quoted within the report.

Figure 4: Planned changes in workforce FTE from 31 March 2010 to 31 March 2020 for the force compared to England and Wales

The figures in figure 4 are rounded to the nearest whole person, full-time equivalents (FTEs), and therefore may differ slightly from the exact figures quoted within the report. Police staff includes section 38 designated officers (investigation, detention and escort).

Data as at 31 March 2010 and 31 March 2016 are obtained from Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE. These data include officers on career breaks and other types of long-term absence, and those seconded to forces. Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a 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 reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore sharp increases or decreases 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 did not have confirmed plans for workforce projections. It is important to note that figures provided are in many instances unconfirmed estimates provided to assist HMIC in our inspection programme and should not be seen as a concrete plan for the future workforce landscape of policing.

Figure 5: Projected net revenue expenditure on collaboration with other police forces for the 12 months to 31 March 2016 to the 12 months to 31 March 2020

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection.

These data cover the level of expenditure by forces on collaboration-related activity. Collaboration can include a variety of different types of activity, some of which may not incur specific expenditure, but may still generate benefits such as savings or improved services the public. Therefore these data should be seen as only one aspect of potential collaboration activity.

West Mercia Police and Warwickshire Police have a highly-developed integrated relationship and have stated that all of their net revenue expenditure is through collaboration. To avoid distorting the distribution of forces around the average, West Mercia Police and Warwickshire Police have been removed from the England and Wales average for this figure.

Figure 6: Projected net revenue expenditure on collaboration with non-police organisations for the 12 months to 31 March 2016 to the 12 months to 31 March 2020

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. As suggested above, these data should be seen as only one aspect of potential collaboration activity.

Figure 7: The percentage of gross revenue expenditure allocated to different policing functions in the 12 months to March 2016

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. These data define policing functions using the Policing Objective Analysis categories which we have grouped. The grouping is illustrated in the table below.

Figure 7 policing functions	POA categories
Local policing	Local policing
Investigations	Specialist Investigations
	Investigative Support
	Public Protection
Road policing and operational support	Roads Policing
	Operations Support
Dealing with the public	Dealing with the Public
Other	Intelligence
	Criminal Justice Arrangements
	Support Functions
	National policing
	Office of PCC
	Central Costs