



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of Cumbria Constabulary



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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 Cumbria Constabulary.

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

Force in numbers



Financial position

	2016/17	2019/20	Percentage change
Forecast change in total gross revenue expenditure	£116m	£120m	+3%

Forecast savings:

	2016/17	2019/20
Amount of forecast savings	£4.0m	£1.3m

	2016/17	2019/20
Percentage of gross revenue expenditure	3%	1%



Workforce

	2015/16	2019/20	Percentage change
Planned change in officer numbers	1,118	997	-11%

	2015/16	2019/20	Percentage change
Planned change in total workforce	1,768	1,593	-10%

	Cumbria Constabulary	England and Wales force average
Officer cost per head of population in the 12 months to 31 March 2016	£113	£98

	Cumbria Constabulary	England and Wales force average
Workforce cost per head of population in the 12 months to 31 March 2016	£159	£143



Calls for assistance

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

Cumbria Constabulary

England and Wales force average

97

124



Recorded crime

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

2014/15

2015/16

50

52

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

Cumbria Constabulary

England and Wales force average

+5%

+9%



Victim satisfaction

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

Cumbria Constabulary

England and Wales force average

90%

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 judgment¹



Good

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

Overall summary

The constabulary has a proven track record of sound financial management and there is a well-managed change programme to oversee the continued development of services. There are plans for further investment in buildings, new technology and vehicles. While there are scalable plans to ensure that the constabulary can continue to provide an effective police service across Cumbria, these plans could be further developed to ensure that the constabulary has greater clarity on how it would continue to provide services with fewer resources, given the uncertainty of its future funding position.

Improving the way technology is used and developed is an important feature of the constabulary's plans and it has made a significant investment in information technology to enable more flexible working. The constabulary has plans to share resources with Lancashire Constabulary and to collaborate with other blue light services, although it recognises that there is more work to do in strengthening partnership working arrangements across Cumbria. An existing collaboration with the National Health Service to introduce a multi-agency assessment and crisis centre is encouraging and has the potential to improve services for people with mental illness.

In responding to the winter 2015/16 flooding crisis across the county, the constabulary showed that it had learned from previous flooding events in 2005 and 2009 and as a result worked more effectively, including with partners.

There is a clear focus on 'managing demand better' as one of the most important business areas within Cumbria Constabulary's new 'Big 6' framework of priorities. The constabulary has made changes to the way it responds to demand for its services by placing a number of police officers in the control room to manage calls and assess risk more effectively. The effects of this change will be considered in

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

September 2016, as part of an ongoing review. Work to understand more complex demand within the constabulary's crime command is still being developed. Until the results of this work are known, the constabulary cannot have a clear understanding of its demand.

Recommendations

While Cumbria Constabulary is a force that has some areas for improvement, HMIC has not identified any causes of concern and therefore has made no specific recommendations.

Areas for improvement

- Cumbria Constabulary should continue to develop its understanding of current and likely future demand for its services, ensuring that it has analysed appropriate information and intelligence from wider sources.
- Cumbria Constabulary should ensure that it has adequate plans in place to show it can provide services, while also making the necessary cost savings.

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

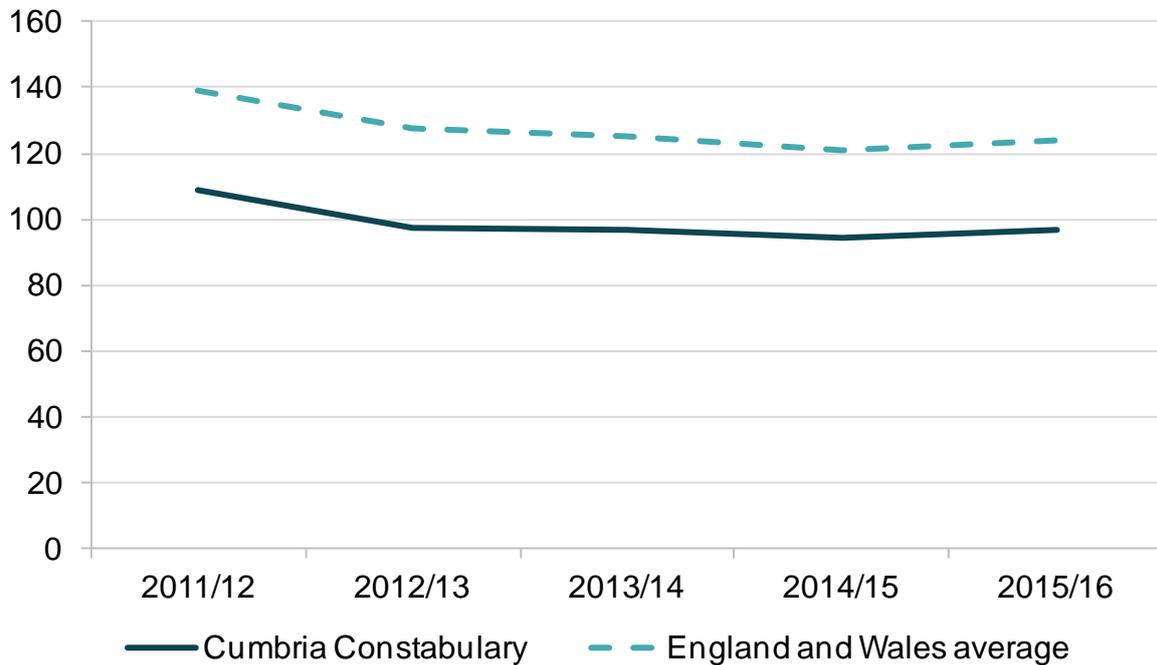
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for 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.

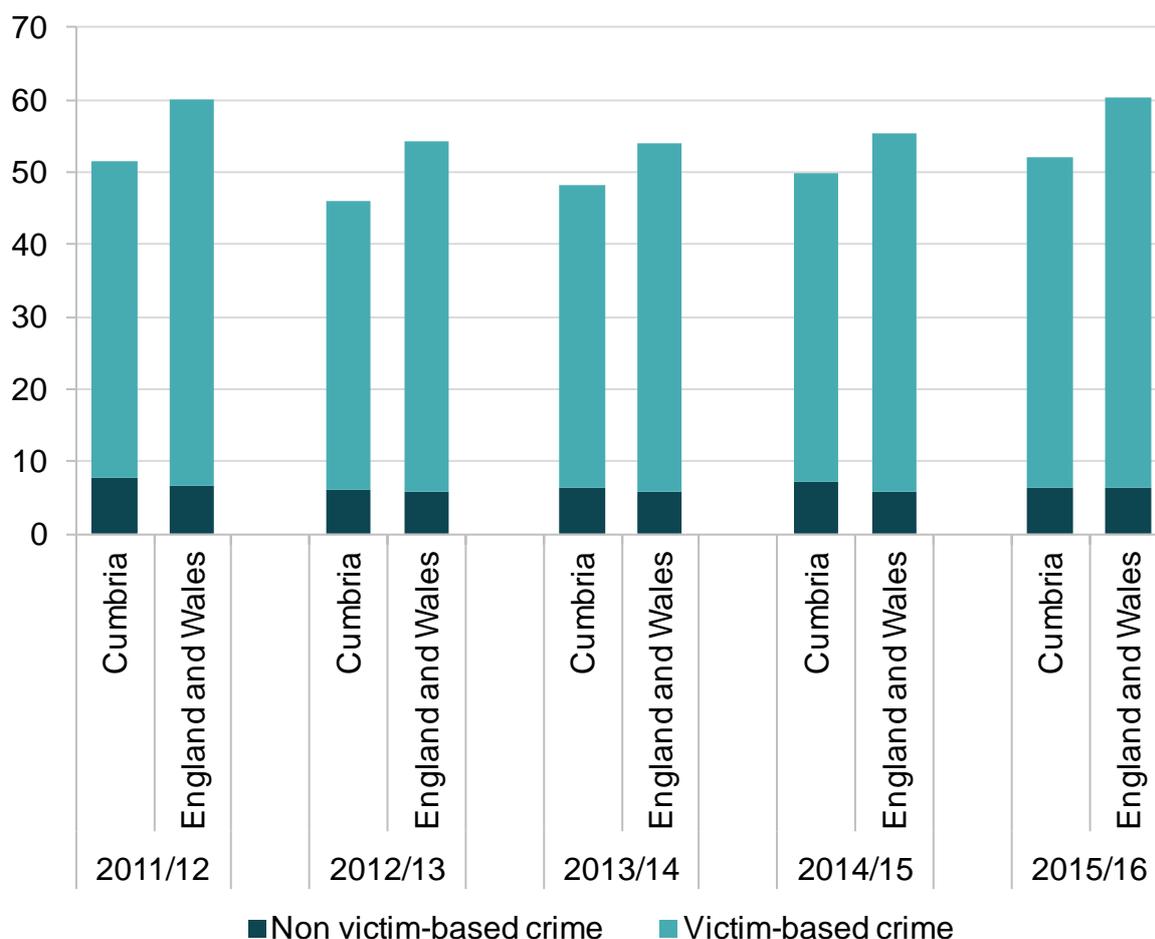
Figure 1: Volume of 999 calls per 1,000 population received by Cumbria Constabulary compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016



Source: Home Office Annual Data Requirement
For further information about the data in figure 1, please see annex A

Cumbria Constabulary received 97 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was lower than the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the constabulary received 109 '999' calls per 1,000 population, lower than the England and Wales average of 139 calls per 1,000 population.

Figure 2: Police recorded crimes per 1,000 population in Cumbria Constabulary 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, Cumbria Constabulary recorded 45.7 victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Cumbria Constabulary recorded 6.6 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 4 percent and a decrease in the non victim-based crime rate of 16 percent since the 12 months to 31 March 2012.

While Cumbria Constabulary has a good understanding of some areas of demand for its services and is working to build on this understanding, it is not yet in a position to understand fully its current level of demand. It has recently begun to improve its knowledge of reactive demand, through a review of calls for service. As a result of the findings from this review, the constabulary changed the way it deals with 999 and 101 calls, with the aim of providing a better service to the public while making more efficient use of police resources. The new arrangements focus on the need to make a proper assessment of the risks to both the victim and the wider community

associated with each call and seek to reduce the number of incidents that need the immediate attendance of a police officer. Where feasible, less serious calls are resolved over the telephone or are directed to another agency better suited to deal with the issue. The new arrangements have been in place for almost a year; the constabulary has been monitoring the changes and intends to repeat the in-depth review in autumn 2016 to reflect the present level of reactive demand and to increase its understanding of caller demand on the constabulary.

The constabulary comprehensively assesses the threats and risks facing the communities of Cumbria on an annual basis. The assessment includes analysis of recorded crime and calls for service from the public and is refreshed and updated every three months to ensure that the constabulary has up-to-date information against which it can, where necessary, adjust its plans to reflect any emerging risks or threats.

The constabulary recognises that it needs a better understanding of other areas of hidden demand, if it is to use its resources efficiently to tackle crime and protect communities. This includes demand for protective and preventative services as the constabulary develops its partnership working arrangements with other public services to protect vulnerable people. There is also a need to assess how neighbourhood policing teams engage with their communities and local partner agencies to prevent crime and anti-social behaviour and determine how much time is spent in relation to protecting the public, through time taken to investigate crimes and safeguard victims. To help in understanding those areas of hidden demand, the constabulary is considering a number of applications which may provide the management information needed to identify the time spent dealing with specific incidents and tasks. This will ultimately increase the constabulary's understanding of how officers spend their time.

The constabulary recently reviewed demand for its neighbourhood policing activities, which led to a restructure of the local policing teams. It is now reviewing demand in the crime command, which includes protecting victims. The constabulary anticipates that the findings from these reviews will ultimately lead to better organisation and allocation of resources to provide a more efficient and effective service.

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.

Cumbria Constabulary does not currently understand potential future demand for its services. The constabulary recognises that it needs to do more work to ensure that it has a comprehensive understanding of both current and future demand.

It has recently developed a revised framework for structuring its plans and ensuring that its objectives are designed to achieve the priorities that the police and crime commissioner (PCC) has set out in the police and crime plan for Cumbria. The new framework identifies six significant areas of policing business: engaging with communities and working with partners; preventing crime, road casualties and anti-social behaviour; managing offenders; managing calls for service; protecting vulnerable people and communities; and investigating crime, caring for victims and bringing offenders to justice. These are known within the constabulary as 'the Big 6'. Managing demand better is one of the significant enablers identified within the framework. The members of the leadership team told us that they are focused on improving their understanding of future demand as an essential element in their efforts to plan for what is, for Cumbria, a very uncertain financial future.

One area of future demand on which the constabulary has made progress is in relation to preparation for flooding. The force's achievement in continuing to provide a good service to the people of Cumbria during the flooding of winter 2015/16 has been recognised nationally and the force has given presentations to other forces about how it plans and prepares for handling natural disasters.

Another good area is in relation to the Appleby Horse Fair held annually in the county, which attracts large numbers of visitors each summer. Close and constructive working with representatives from all agencies, the gypsy, Roma and traveller communities and the local community enables the constabulary to plan its response appropriately and sensitively.

Cumbria Constabulary is keen to explore innovative approaches and makes good use of joint working with academic institutions to develop its policing techniques, including its assessment of emerging demand for its services. It is part of a regional alliance made up of 14 police forces and 8 universities, known as 'N8', which is looking at data analytics development to improve the use of mobile data in policing. The constabulary also has a strategic alliance with the University of Cumbria which has led to a PhD student undertaking a twelve-week discovery programme to identify the benefits of hand-held devices. The intention is to extend this research to consider mobile data as a whole and how it can be improved further to reduce demand on the constabulary, and to bring these two pieces of work together to identify benefits that bring further efficiencies.

The constabulary recognises the risk that reducing resources for partner organisations in Cumbria could lead to increased demands on the police as the 'service of last resort'. But there has, as yet, been no detailed evaluation of the likelihood of this risk, nor of what might be done to mitigate the impact.

Summary of findings



Requires improvement

Cumbria Constabulary does not yet have a full understanding of the current and likely future demand for its services, but is taking some steps to address this.

The constabulary has a reasonably up-to-date understanding of reactive demand. It conducts an annual assessment, which is updated quarterly, and has additionally conducted a review of calls for service, which has led to changes in the staffing and practice within the control room. In the light of this learning, work is underway to look again at other reviews, including the study of demand in the crime command, to inform understanding of the time taken to investigate more complex crimes and to keep vulnerable people safe. This will enable the constabulary to understand some aspects of hidden demand better, but this is an area in which the constabulary's understanding is otherwise very limited. In terms of future demand, the constabulary recognises that it needs to make improvements, and managing demand better is one of the significant enablers identified within its framework of priorities. The constabulary has developed good links with academia at national and local levels to help it to enhance the capability of its technology, to develop its policing techniques and to enable staff to work more efficiently and thereby reduce future demand. It has also shown that it can use learning to plan effectively for future demand and to develop responses in relation to issues such as flooding.

Area for improvement

- Cumbria Constabulary should continue to develop its understanding of current and likely future demand for its services, ensuring that it has analysed appropriate information and intelligence from wider sources.

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

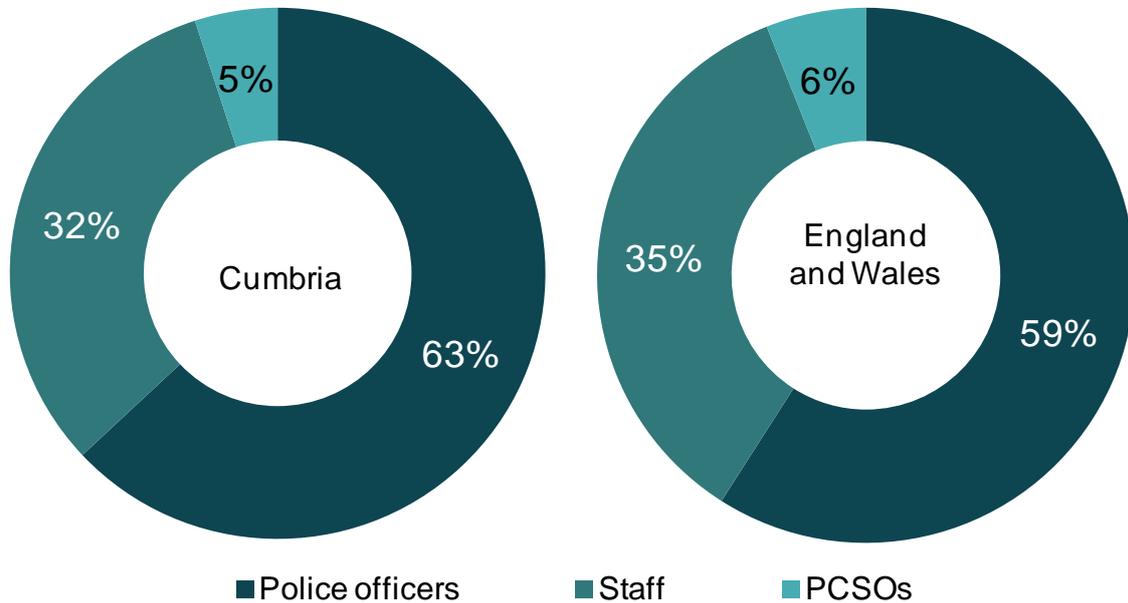
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Cumbria Constabulary has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned to 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 looked at how well Cumbria Constabulary 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 Cumbria Constabulary compared with England and Wales as at 31 March 2016



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 63 percent of Cumbria Constabulary's workforce. This was higher than the England and Wales average of 59 percent. The proportion of staff in Cumbria Constabulary was 32 percent, broadly in line with the England and Wales average of 35 percent. The proportion of PCSOs in Cumbria Constabulary was 5 percent, lower than the England and Wales average of 6 percent.

Figure 4: Planned changes in full-time equivalent (FTE) workforce from 31 March 2010 to 31 March 2020 for Cumbria Constabulary 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	1,238	-10%	-14%	1,118	-11%	-2%	997
Staff	826	-32%	-21%	566	-11%	-5%	501
PCSOs	111	-24%	-35%	85	12%	-6%	95
Workforce total	2,175	-19%	-18%	1,768	-10%	-3%	1,593

Source: HMIC Efficiency data collection

For further information about the data in figure 4, please see annex A

Managing demands for police services

Cumbria Constabulary is currently facing significant financial uncertainties. The government is reviewing the formula through which it calculates the allocation of funding to police forces in England and Wales. The revised formula, due to be introduced from April 2017, is expected to place greater weighting on issues associated with those urban areas with high population density. Cumbria is predominantly rural in nature with sparsely populated areas, although policing a large geographical area with a small workforce brings its own challenges. The final outcome on how the revised funding formula will affect Cumbria will not be known until the allocation of funds from the revised formula is decided. The PCC and the constabulary have analysed the likely outcomes, using each of the varying formulae currently being considered by the government; they estimate that the central government funding given to Cumbria for policing could potentially reduce by anything from £9m per year to up to £16m per year, depending on how the grant is calculated. This is in addition to the constabulary having already reduced its spending by over £20m since 2010, in response to the government's previous austerity measures. The constabulary currently spends around £116m per year in total and, given that more than 80 percent of its spending is on staffing, this reduced funding will potentially have a substantial impact on the size of the workforce. While the constabulary is starting to give some consideration to different scenarios for policing with fewer resources, we recognise that its ability to make firm plans is hampered by the current uncertainty as to future government funding.

The constabulary has a comprehensive approach to reviewing and re-directing resources throughout the year in response to changing needs, through a well-established process of monthly resourcing and tasking meetings. On a day-to-day basis, there are daily tasking meetings in each area, followed by a daily operations review meeting at police headquarters to consider the changing priorities in terms of service demand.

The constabulary has some understanding of the costs of its current operating model. However, the constabulary recognises that it needs to do more to link its understanding of changing current demand and future demand to its workforce and financial planning processes, to ensure that there is a more considered strategic approach to the annual allocation of resources to priorities. In late 2016, the constabulary is planning to introduce a resource allocation model which will integrate financial, change and workforce planning.

The constabulary places emphasis on identifying and prioritising those issues that will have the greatest positive impact on the service and on business benefits. A business improvement unit (BIU) has been formed recently to co-ordinate and track progress on action to meet the priorities within the 'Big 6' framework within one corporate improvement plan. Action owners have to provide regular documentary evidence of progress in order that the BIU can be sure that actions are on track.

Performance is monitored robustly across the constabulary. The 'Big 6' framework sets clear expectations and is designed to enable the senior leadership team to maintain a good oversight of progress against the issues that matter most to policing in Cumbria. The constabulary has also introduced a number of quality assurance processes recently, including 'Quality Counts' initiatives for a range of priority areas. These demonstrate a strong management focus on providing quality services and identifying where improvements can be made for those areas deemed most important.

In addition to the monthly satisfaction survey of people who have used police services, the constabulary also carries out an extensive annual public survey which feeds in the views and changing expectations of the public. These views are collated and are used to inform local and county-wide priorities in policing.

Increasing efficiency

As part of its efforts to manage demand better, during 2015 the constabulary implemented a new approach to handling 999 and 101 calls from the public. Initial calls had previously been taken by police staff; the decision was taken to replace these staff with more than 50 fully qualified police officers, trained to filter calls through a robust risk assessment. The aim of this new approach was first to provide a better service to the public and second, through more low-risk issues being resolved at this first point of contact, to reduce the number of calls that needed police officer attendance. This is a more expensive model for call handling, due to the

increased costs of police officers, but the system was implemented on the grounds that it would be more effective and efficient overall. The constabulary reports that, as a consequence of this approach, there has been a reduction of about 17 percent in the number of police deployments. However, it has not yet demonstrated whether this has increased the efficient use of resources. We found that the local police teams who respond to calls were widely dissatisfied with the efficiency with which calls to the 101 system are responded to in the communications centre under the new arrangements. These officers also reported that their local communities are complaining of much longer delays in answering calls to the 101 line. The constabulary is to conduct a review of contact arrangements imminently, in which HMIC will take a close interest.

The constabulary has invested significantly in information and communications technology (ICT) to enable frontline officers to work more efficiently. All frontline officers have been provided with hand-held devices, equipped with a suite of applications. These enable them to access police databases remotely and to carry out a range of functions electronically, such as filing reports, completing forms and taking witness statements. This means that officers are now more productive and able to stay out in their communities, providing visible policing, without the need to return to a police station to carry out administrative functions. There is an expectation that the efficiency of these devices will be improved further when the constabulary introduces a new intelligence and crime platform. This will allow the workforce to interact with even more systems, enabling them to conduct more of their business out in the community.

The constabulary has adopted a thorough approach to managing change programmes, with effective governance, clear business cases for change and rigorous programme management as plans are implemented. A chief superintendent is responsible for ensuring that benefits from ICT and mobile working are realised. All initiatives are carefully monitored at a force strategic delivery board meeting to ensure that the anticipated benefits are achieved, and that any unintended consequences of change are identified and mitigated. The changes to the command and control function have now been running for almost 12 months and a full review is planned in September 2016. The findings from this review will inform the planning for how resources will be deployed from November 2016.

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 have the skills and capabilities to provide the required level of service. We assessed how well Cumbria Constabulary 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 to ensure that 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

Cumbria Constabulary has a reasonable understanding of its workforce skills and capabilities. There is a comprehensive workforce plan which identifies the numbers of staff and the rank mix required to meet its priorities. Last year, the constabulary introduced a high-level force resourcing panel, which systematically considers the staffing resources required across the organisation. There is also a strategic workforce-planning group which identifies any gaps or need to adjust the allocation of resources, according to changing operational requirements. At these meetings, staff vacancies, promotions and re-deployments are carefully considered to ensure the right level of resources are allocated so that the constabulary can continue to meet its priorities.

The widespread roll-out of mobile technology has transformed how the constabulary functions, with a new and fully flexible working environment for the workforce. Frontline officers have hand-held tablets that allow them to speak to supervisors via telephone and keep radio channels clear for operational use. These devices have internet access and are also equipped with digital maps for locating incident scenes quickly. Officers use these devices as electronic pocket notebooks and are able to update constabulary command and control systems directly with the details of the actions they have taken at incidents. Additionally, officers can take photographs, access their emails and circulate photographs of missing persons to colleagues. Future developments will see the roll out of a further 650 hybrid tablet/laptop devices, and the constabulary is at the forefront of the national work around remotely accessing systems from anywhere. The constabulary anticipates that this should enable the workforce to become more agile, flexible and collaborative in partnership working. There should also be increased visibility and efficiency, together with improved business continuity, reduced data growth and improved information management.

The constabulary has estimated that the continued evolution in the use of hand-held devices should save £6m in efficiencies in the future, subject to verification by academia. The constabulary intends to develop fully integrated mobile working to become more efficient and effective. Flexible working arrangements for staff are to be extended through further development of IT arrangements over the coming

months. This will see all suitably trained and skilled members of staff being provided with their own portable device to enhance workforce flexibility, if their role is not entirely office based.

Tackling workforce gaps

The constabulary considers skills requirements routinely within all change programmes and includes relevant actions in business plans so that, during the implementation of change, sufficient focus is given to ensuring that the right staff with the right skills are available. For example, during the implementation of the new Cumbria case-and-custody system, the constabulary assessed the current level of skills within the workforce and provided training and additional support where it was required.

A review of the sergeant rank across the organisation is planned for 2016/17 to identify the right number of posts required at this level and ensure that staff supervision is cost effective.

Cumbria Constabulary is part of a collaborative arrangement with Lancashire Constabulary to provide training to staff. Oversight of how this training is provided is through a quarterly learning and development collaboration governance board, chaired by a deputy chief constable. There is a comprehensive annual training plan for both constabularies, which is designed to align their priorities and changing organisational needs closely to the personal skills and knowledge required of all staff. Succession planning is considered as part of the people and skills plan, within the 'Big 6' strategy.

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

We assessed how well Cumbria Constabulary 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 constabulary 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 meet demand for its services better.

The constabulary approach to collaboration is predicated on ensuring that the constabulary can enhance and improve present levels of capacity or provide more complex policing services more effectively with other police forces or agencies.

The extent of collaborative working in Cumbria Constabulary is limited when compared to many other forces, but there has been some progress since last year in developing new joint working arrangements. As mentioned above, the constabulary works closely with Lancashire Constabulary. Since 2012, the two constabularies

have combined their learning and development functions into one joint team; this has led to cost savings as well as providing a more comprehensive service than either constabulary could have provided alone. Both constabularies intend to review the function this year in order to identify any further efficiencies or opportunities for improved service.

In September 2015, the constabulary strengthened its relationship with Lancashire Constabulary by launching a strategic alliance to consider and develop plans for shared specialist resources. Areas of service under consideration currently include counter-terrorism and armed policing.

In addition to the partnership working with academic institutions to develop digital technology, the constabulary is working with Durham Constabulary on a new bespoke IT platform to manage crime and intelligence.

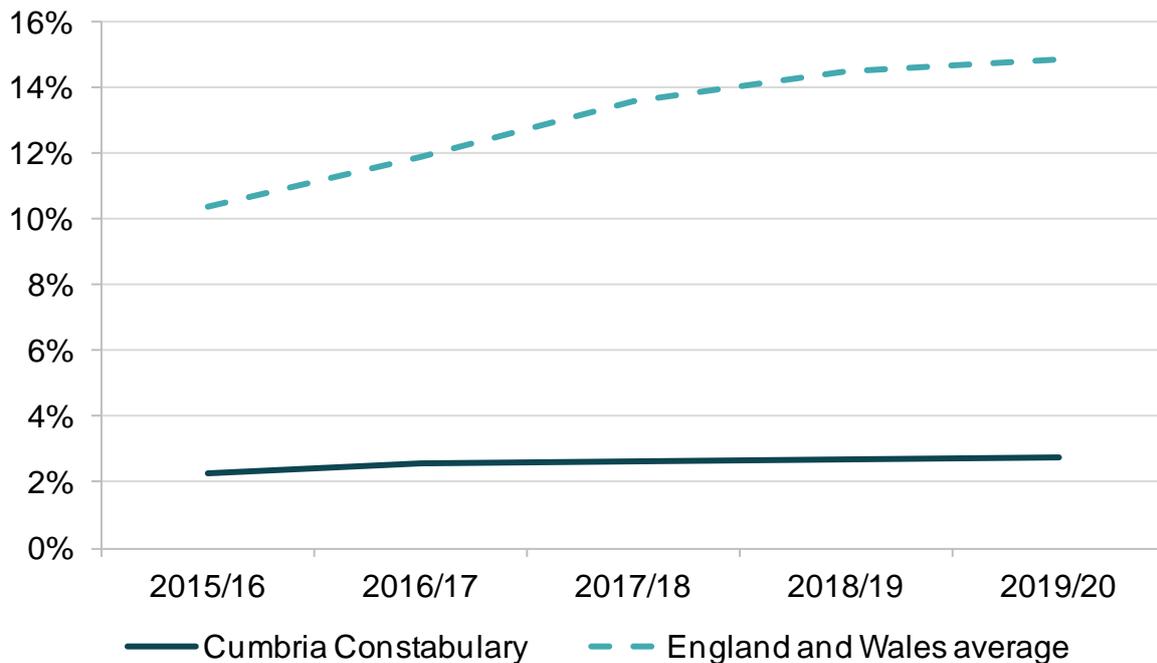
Collaboration benefits

The constabulary is able to access specialist support for more complex investigations from other law enforcement agencies, including the Regional Organised Crime Unit and the National Crime Agency, as part of a collaboration agreement as operational needs require.

Cumbria Constabulary has taken some steps to develop joint working arrangements across the public sector in Cumbria; however, progress is slow. The constabulary considers joint-working arrangements in Cumbria work most effectively at a local neighbourhood level. Collaboration with local authorities and other partner organisations at a strategic level, including through the Safer Cumbria Partnership Group, is less well developed in Cumbria than in other force areas. The constabulary recognises this and intends to address it with the support of the new PCC. The constabulary permits the fire and rescue service to use a training area at police headquarters in return for a financial contribution for its upkeep. There are plans to develop a blue light collaboration further in the near future. We did, however, find a promising example of developing collaboration in the planned mental health multi-agency assessment and crisis centre. This is an ambitious and potentially innovative partnership project, which will be funded jointly by police, partner organisations in the NHS in Cumbria and the Home Office's police innovation fund. It is intended that the centre will provide a better, more appropriate service to people with mental health problems, while reducing demand on the police. The new centre will be sited on hospital grounds in the north of the county and should improve the quality of timely, appropriate assessments and the signposting of individuals of all ages towards the support they need. It is intended that this will reduce the inappropriate use of police cells, police time and transport resources. We look forward to seeing how effective this centre will be in providing vulnerable people with the support and care they need and how much demand is removed from the constabulary following the opening of the centre.

The constabulary is aiming to improve its business support services. It is developing and evaluating a range of options to streamline its administrative business processes and systems. This includes consideration of joint procurement and working with other forces. The aim is to achieve the best value for money in those business services that are essential for operational policing.

Figure 5: Projected percentage of net revenue expenditure (NRE) in Cumbria Constabulary, 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

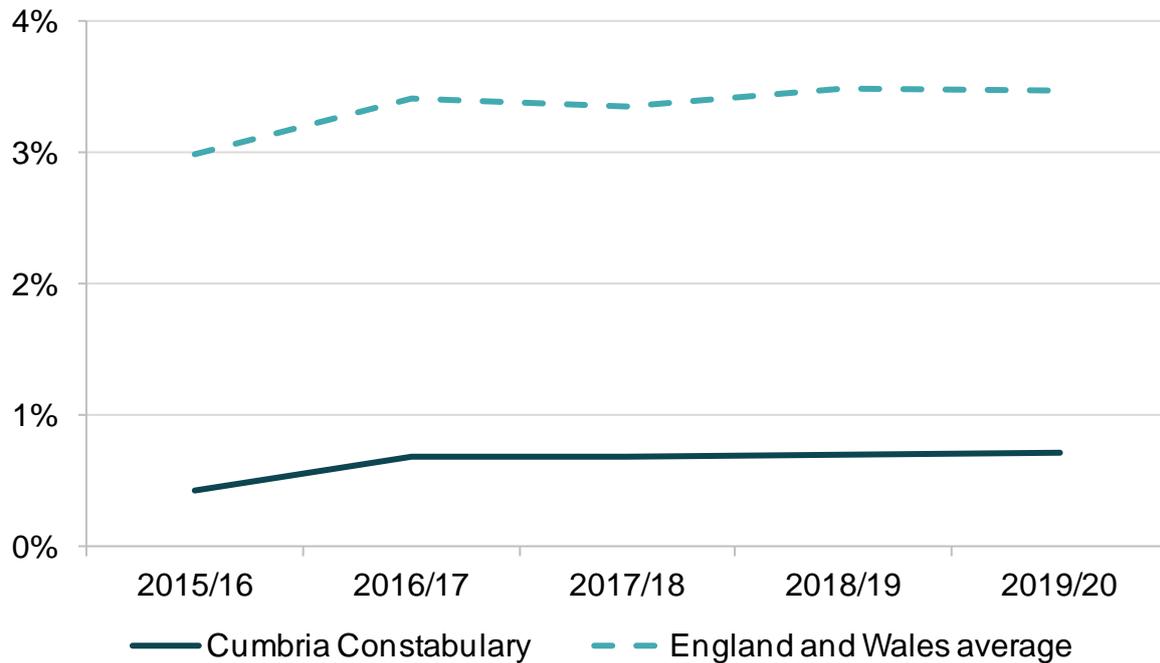


Source: HMIC Efficiency data collection

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 NRE 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

Cumbria Constabulary has forecast that it will spend £2.4m in 2016/17 on collaboration with other police forces. This is 2.6 percent of its NRE, which is lower than the England and Wales average of 11.9 percent. For 2019/20, the constabulary has forecast that it will spend £2.5m (2.7 percent of NRE) on collaboration with other police forces. This is lower than the England and Wales average of 14.8 percent.

Figure 6: Projected percentage of NRE in Cumbria Constabulary, 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

Cumbria Constabulary has forecast that it will spend £0.6m in 2016/17 on collaboration with non-police organisations. This is 0.7 percent of its NRE, which is broadly in line with the England and Wales average of 3.4 percent. For 2019/20, the constabulary has forecast that it will spend £0.7m (0.7 percent of NRE) on collaboration with non-police organisations. This is broadly in line with the England and Wales average of 3.5 percent.

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 constabulary has issued over 1500 hand-held devices to all frontline officers as well as body-worn video cameras. It estimates that the introduction of new ICT, mobile data and more remote working for frontline staff has already saved more than £3m per year in time and efficiency savings. The constabulary's IT budget has been

reduced from over £7m in 2010/11 to just below £5m for 2016/17. This reduction in budget is a consequence of smarter investment in technology, which has increased the operational capacity of officers and staff members and their efficiency and effectiveness in responding to demand. The constabulary also recently introduced a county-wide CCTV facility. This is centrally monitored in the constabulary's communications centre and is providing additional intelligence to inform crime and disorder investigations and assist in decisions on deployment.

The constabulary has agreed that a significant number of its buildings are no longer needed because officers can work in a more agile way out in communities. Buildings have been closed and sold. The constabulary is reviewing estate requirements in West Cumbria and developing a number of options. These are to be considered in early 2017, with the production of a full business case. The review is focusing on the need to provide new facilities in West Cumbria to meet operational policing priorities and address a number of estate risks. The constabulary's estates strategy aims to ensure that changes made to the estate fully reflect the way the constabulary plans to respond to and tackle demand for its service in future.

In line with national policy on the digitisation of the criminal justice system, the constabulary has introduced a new digitised system for electronic prosecution case files. This is intended to improve the quality and timeliness of the files and allow for a seamless electronic transfer to the Crown Prosecution Service and then on to the courts. This should ensure that the police are more likely to be able to bring offenders to justice. However, there is a good deal of frustration among staff using the new system, because of its speed and retention of file-data. The constabulary is aware of the lack of confidence in the new system and is planning software upgrades in the near future to increase the system's reliability.

Summary of findings



Cumbria Constabulary is good in the way that it uses its resources to manage current demand. The constabulary faces an uncertain financial future, due to the lack of clarity around the police funding formula, which is unlikely to be resolved until April 2017. Although it has considered a range of different scenarios for policing with fewer resources, its ability to make firm plans is hampered by this uncertainty.

Despite the uncertainty, the constabulary is continuing with a well-managed and ambitious change programme. It has introduced a business improvement unit to co-ordinate and track action on priorities within its 'Big 6' framework.

The constabulary has already improved its efficiency, making substantial savings. It aims to continue to improve the productivity of the workforce, principally through organisational change and ICT. All frontline staff have been provided with hand-held devices, and this means that officers are now more productive and able to stay out in their communities, providing visible policing. The constabulary considers skills requirements routinely within all change programmes and includes relevant actions in business plans so that, during the implementation of change, sufficient focus is given to ensuring that the right staff with the right skills are available. There is also a high-level force-resourcing panel and a strategic workforce-planning group to ensure that staff are deployed to those departments requiring additional resources at the right time.

The extent of collaborative working in Cumbria is limited compared with other forces. However, the constabulary does share a learning and development function with Lancashire Constabulary and has plans to extend collaboration to other services. It also has plans to improve the way it works with other local agencies, including an innovative mental health multi-agency assessment and crisis centre, which has the potential to reduce demand on the constabulary significantly and, importantly, to improve services to some of the most vulnerable victims.

The constabulary has made savings by rationalising its buildings, including closing down some police stations and building new ones where they will be needed in the future.

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 Cumbria Constabulary'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 constabulary'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 Cumbria Constabulary 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

Cumbria Constabulary has a good track record of prudent financial management. It has a thorough understanding of its current financial position, and this has been closely aligned to workforce plans. However, it is not yet in a position to align its workforce model fully to demand, as it does not yet have a complete understanding of all the demands it faces. There are some important areas of current demand that are yet to be fully analysed: for example, the true scale of demand following changes in the control room environment and also from crime investigations and from the work officers do in safeguarding victims.

Cumbria Constabulary currently has sufficient budget for 1,123 police officers, 95 PCSOs and 582 police staff. This establishment of budgeted posts has been carefully managed to ensure that, to date, the constabulary has made all the budget savings required. There has been an overall reduction of 19 percent in workforce numbers since 2010. The anticipated future reduction in government funding to police forces, following the introduction of a revised funding formula, is likely to mean that these numbers will need to reduce significantly further. The constabulary had been anticipating further reductions to police funding in 2016/17, with a reduction in

police officer numbers during this year. However, the expected cuts were not implemented by the government, so the constabulary decided to defer the workforce reductions for another year.

The constabulary has made a number of changes to its structures. Following a review, the workforce model for local policing has recently been adapted to enable the constabulary to reduce police officer numbers. The constabulary also reviewed its territorial policing command and brought the three policing areas – North, South and West, each headed by a superintendent – under one central command. Each of these areas has been sub-divided into five local area teams, headed by an inspector. The functions of response and neighbourhood policing have been more closely integrated within these areas to provide a more flexible resource. Officers in these areas operate a hybrid response/neighbourhood policing 24/7 response to 999 and 101 calls and for initial crime investigations. In addition, each area includes a dedicated public protection unit, responsible for safeguarding vulnerable victims, and a dedicated community engagement team, responsible for crime prevention and local problem solving.

The constabulary recognises that community engagement and problem-solving work are crucial to reducing demand in the long term. As a consequence, the workforce model has been designed to provide a small, dedicated team of problem-solving sergeants, constables and PCSOs in each area, who will not be redeployed to responsive work. However, the model is also intended to be scalable, so that, as the funding available reduces, so too can the size of the teams. At the current time, it is not yet clear what the impact on policing capability would be of the various scenarios for staffing reductions under consideration. The constabulary is, however, taking steps to understand the totality of demand better, and this is expected to enable planning to take place.

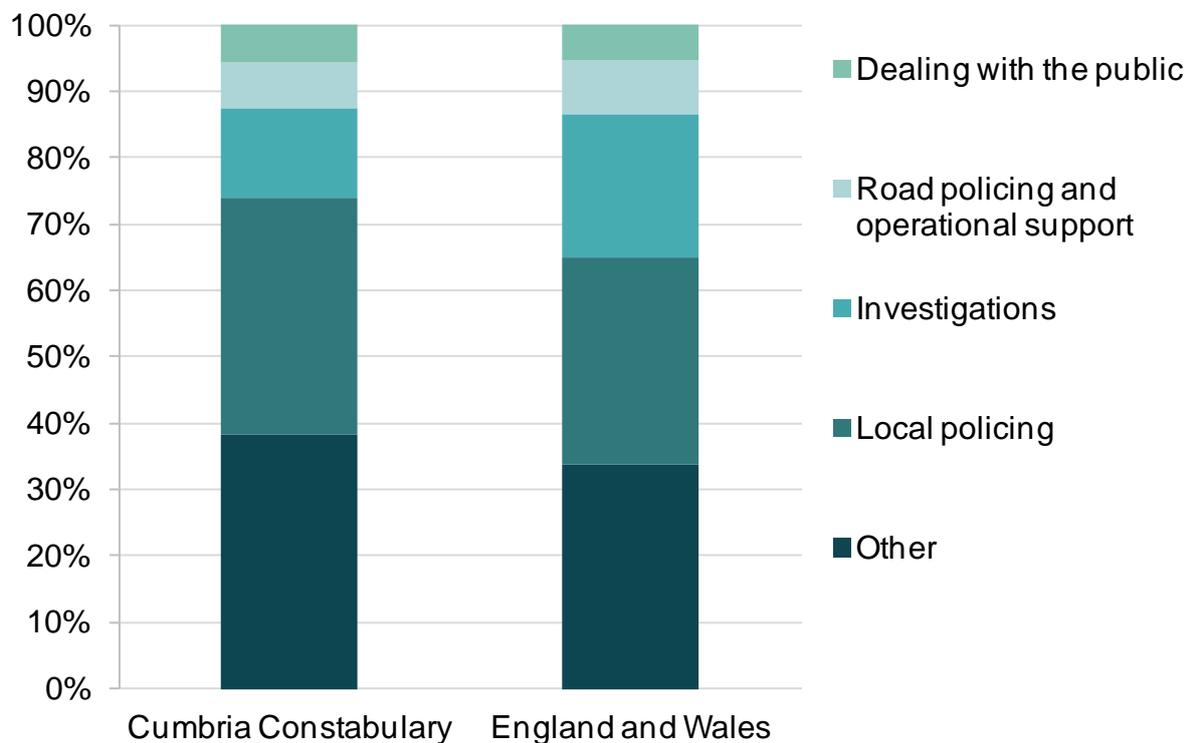
Investing in ICT

As mentioned above, the constabulary has made significant investments in ICT to provide all frontline officers with mobile data and technology. There are some limitations on the extent of mobile working, because the constabulary is in the process of developing a new crime and intelligence system, Red Sigma, in partnership with Durham Constabulary to improve further its mobile working capability. Nonetheless, there is a range of useful applications already in use, which are increasing the efficiency of policing. The use of mobile technology and the digitalisation of processes are integral to the constabulary's plan to increase the visibility of its officers in communities, improve efficiency and enable further reductions in workforce numbers, in line with funding changes.

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 Cumbria Constabulary'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 Cumbria Constabulary 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

Cumbria Constabulary has a good track record of financial management and has successfully achieved all required savings since 2010, while maintaining good levels of performance and achieving high levels of public satisfaction. The constabulary works closely with the PCC's office to develop sound medium-term financial plans and closely manage and monitor spending, procurement and capital investments.

Planning for the future

Cumbria Constabulary finds itself in a particularly difficult position in terms of its ability to plan for future investment. It is one of the two forces nationally which will lose the greatest proportion of their income through the proposed change in the government's funding formula for policing. It estimates that it might need to reduce its spending by between 10 and 15 percent by April 2017, as a consequence of proposed changes to the way the government calculates police funding for each force. However, there is still significant uncertainty as to both the timing and the scale of the funding reductions. The constabulary has based its medium term financial plans on a cautious assumption that the reduction will be implemented over three years from April 2017. Any delay to the government implementing the new formula means that the constabulary will have longer to prepare for cuts in spending. Current scenario planning for the constabulary is predicated around adjusting the numbers of staff engaged in territorial policing to ensure that the constabulary is able to continue to provide an emergency service to the public. However, these plans are not well developed and the constabulary could do more to design more detailed plans around the different funding scenarios arising from future changes to the police funding formula.

To what extent does the force fund its investments sustainably?

Police forces have made significant financial savings over recent years, which has 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 arrangements for working together with other organisations or investing in ICT to improve operational efficiency.

Saving to invest for the future

The constabulary is continuing and expanding its change programme, which is enabling both savings and investment to be made for the future. The PCC's medium-term financial strategy shows that a further £2.5m of savings are planned for 2016/17. A number of new areas have been added to the programme this year, such as reviews of the sergeant rank across the constabulary and the corporate support functions, including HR and financial management.

The PCC held about £21m in reserves at the beginning of 2016/17. There are plans to invest a significant proportion of these reserves in estates, ICT and the vehicle fleet. The total funding held in reserves is set to reduce to £5.1m by 2020/21,

following the delivery of these substantial capital investments. The constabulary's aim is to modernise the service across the county and to enable the constabulary to manage its costs better. Investment decisions are made based on cost, benefit and risk. However, this does mean that the PCC and constabulary will have limited opportunity for further investment after this date, unless they are able to replenish reserves from savings elsewhere. The constabulary places emphasis on ongoing revenue cost reduction and the return on investment as important components in the decision-making process.

Working together to improve future efficiency

In September 2015 the chief constables of Lancashire and Cumbria signed an agreement in principle to forge a strategic alliance. Discussions on the nature of this alliance are at a very early stage, and it is not yet clear what the scope for collaboration might be. However, there is a draft programme of work for 2016 onwards with a focus, in the first instance, on specialist policing capability to improve service resilience in both constabularies.

The individual strands of Cumbria Constabulary's 'Big 6' strategy are led by officers at the rank of superintendent who are responsible for developing improvements within their area of responsibility. They are each expected to look beyond the police service to enable business improvements and undertake research into effective practice from private industry and academia.

We found several examples of good collaboration in relation to developing IT capability at a local and national level. The constabulary is represented on a number of national groups which help identify new ideas in IT and develop new strategies for the benefit of the service as a whole. This enables the constabulary to be at the forefront of developments in IT functionality, which has significant implications for the way the constabulary provides policing services in future.

Summary of findings



Good

Cumbria Constabulary has a good track record of prudent financial management and a thorough understanding of its current financial position. However, it is not yet in a position to align its workforce model fully to demand, because it does not yet have a complete understanding of all the demand it faces.

The constabulary sees better community engagement and problem-solving work as crucial to reducing demand in the long term. It has therefore placed teams of police officers and PCSOs in each area, who will not be redeployed to deal with responsive work. The constabulary considers this model to be scalable, so that, as the funding available reduces, so too can the size of the teams.

The constabulary has made significant investments in ICT to provide all frontline officers with mobile data and technology to enable them to be more efficient and to increase their productivity. These are working well, with further developments planned to enhance their usefulness.

The constabulary is expanding its change programme, which is enabling both savings and investment for the future. A further £2.5m of savings are planned for 2016/17. However, there is uncertainty around the constabulary's future financial position, and it could do more to develop more detailed plans in preparation for different funding scenarios arising from future change in the police funding formula.

It currently holds reserves of about £21m and plans to invest a substantial proportion of these reserves in estates, ICT and its vehicle fleet to further modernise the service.

A strategic alliance is being developed with Lancashire Constabulary, which will build on the success of their learning and development collaboration and look at specialist policing assets in the first instance.

Area for improvement

- Cumbria Constabulary should ensure that it has adequate plans in place to show it can provide services, while also making the necessary cost savings.

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