



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of Gloucestershire Constabulary



November 2016

© HMIC 2016

ISBN: 978-1-78655-234-1

www.justiceinspectors.gov.uk/hmic

Contents

Introduction	3
Force in numbers	4
Overview – How efficient is the force at keeping people safe and reducing crime?	6
How well does the force understand its current and likely future demand?	8
How well does the force understand the current demand for its services?	8
How well does the force understand potential future demand for its services?	13
Summary of findings	14
How well does the force use its resources to manage current demand?	15
How well does the force’s current allocation of resources match demand, organisational and financial requirements?	15
How well does the force improve the productivity of its workforce?	19
How well does the force work with others to improve how it manages demand for its services?	20
How well does the force understand how any changes made to improve efficiency have affected its ability to manage demand?	23
Summary of findings	24
How well is the force planning for demand in the future?	26
How well does the force identify and prioritise areas to invest in for the future? ...	26
How well does the force plan its investments?	27
To what extent does the force fund its investments sustainably?	30
Summary of findings	31
Next steps	32
Annex A – About the data	33

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 Gloucestershire Constabulary.

Reports on Gloucestershire 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.

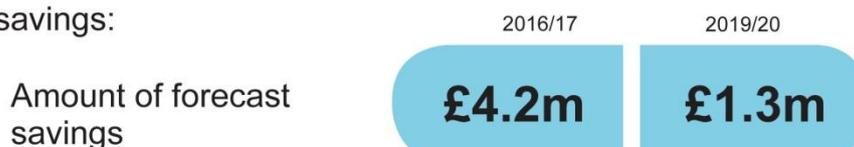
Force in numbers



Financial position



Forecast savings:



Workforce





Calls for assistance

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

Gloucestershire Constabulary

109

England and Wales force average

124



Recorded crime

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

2014/15

47

2015/16

48

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

Gloucestershire Constabulary

+2%

England and Wales force average

+9%



Victim satisfaction

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

Gloucestershire Constabulary

86%

England and Wales force average

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

Gloucestershire Constabulary has been assessed as good in respect of how efficient it is in keeping people safe and reducing crime. HMIC found that the constabulary is very well prepared to face its future financial challenges. It has a good understanding of current and future demand for its services, and the force is keen to develop technical opportunities to improve its efficiency and effectiveness.

Overall summary

Gloucestershire Constabulary has a good understanding of current and future demand for the services it provides. This is based on a wide range of management information. The constabulary understands its current workforce capabilities and gaps. It has strong performance management arrangements in place and it is developing new methods of working to improve services and manage demand more efficiently. This is encouraging and builds on HMIC's inspection of efficiency in 2015 when the constabulary was also judged to be good.

The constabulary adopts a flexible approach to the management of resources, which are aligned with areas of the greatest threat, risk and harm. Financial and workforce planning arrangements complement this approach; additionally, they focus directly on high and emerging areas of demand.

HMIC found that Gloucestershire Constabulary is very well prepared to face its future financial challenges. The constabulary is keen to develop technological opportunities to improve its efficiency and effectiveness. Over the course of the past year, it has made considerable investment in its information and communication technology (ICT); this investment has been made with the dual objective of digitising policing services and facilitating wider collaboration with neighbouring police forces.

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

Recommendations

Gloucestershire Constabulary is judged to be good with regards to how efficiently it keeps people safe and reduces crime. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

However HMIC has defined a specific area for improvement; this is noted here and will be referred to later in the report.

Area for improvement

- Gloucestershire Constabulary should develop a better understanding of how the benefits of investing in and using ICT affect the force's ability to meet current and likely future demand efficiently, with a view to updating its ICT strategy.

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

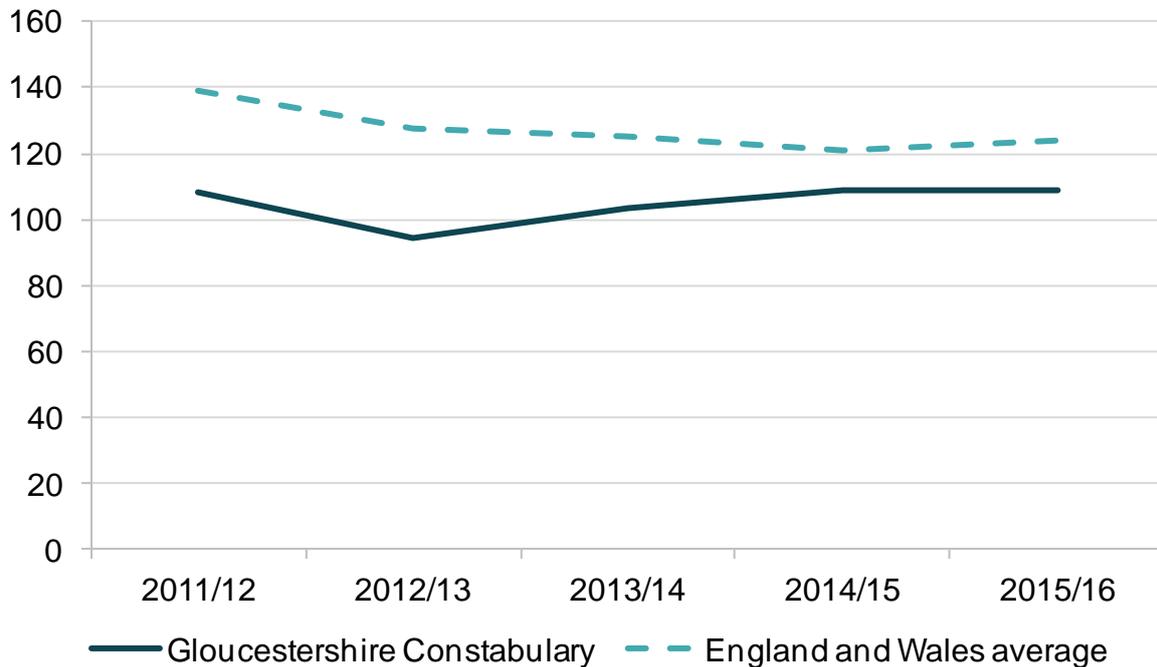
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for 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 Gloucestershire Constabulary compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016

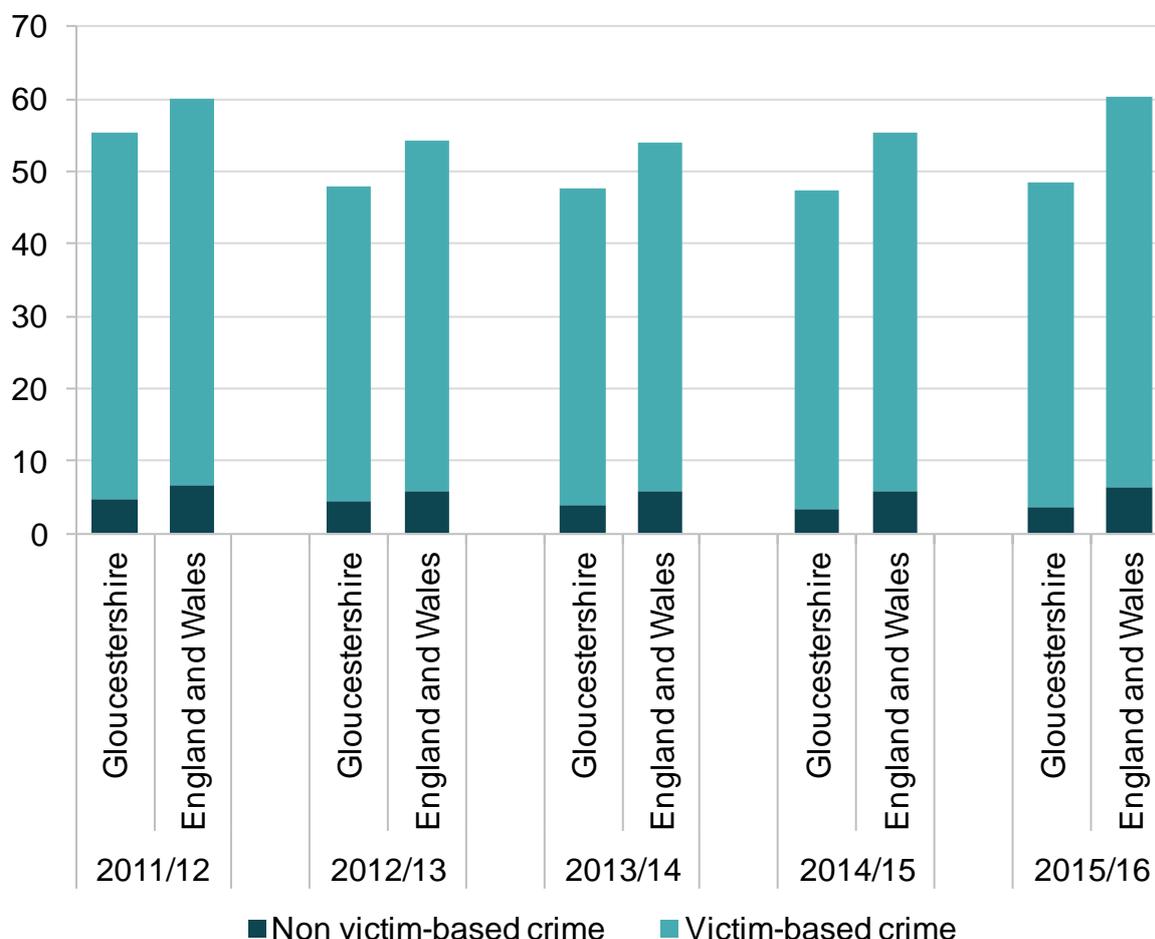


Source: Home Office Annual Data Requirement

For further information about the data in figure 1 please see annex A

Gloucestershire Constabulary received 109 '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 constabulary received 108 '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 Gloucestershire 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, Gloucestershire Constabulary recorded 44.9 victim-based crimes per 1,000 population, lower than the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Gloucestershire Constabulary recorded 3.6 non victim-based crimes per 1,000 population, lower than the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been a decrease in the victim-based crime rate of 11 percent and a decrease in the non victim-based crime rate of 26 percent since the 12 months to 31 March 2012.

Gloucestershire Constabulary has an established track record of understanding current and future demand. Based on this understanding, the constabulary adjusts service levels continually; it does this to manage public expectation, to meet the needs of communities and to keep pace with change.

The constabulary achieves its understanding by tracking demand and performance across all business areas; this is known as the performance assurance framework (PAF). Key areas of interest include: the level of service being provided to the public; seasonal trends in offending; changing patterns of crime and anti-social behaviour; fluctuations in calls for service (999/101 contact); and statistical projections of demand. The constabulary undertakes statistical reviews of these features, which ensures that emerging demands and threats can be identified.

PAF data is readily available in a series of dashboards on the constabulary's intranet. This data is used by frontline staff and their supervisors to monitor performance. Constabulary analysts also aggregate the data into weekly and monthly performance reports. These reports are used by senior officers to realign resources to changing operational requirements; typically, these reflect fluctuations in crime patterns and demands upon the constabulary's service.

With the assistance of external consultants, the constabulary undertook a comprehensive baseline analysis of demand to inform the development of the new local policing operating model. This was launched in July 2015 and was based on an in-depth review of both historic and anticipated changes in the levels of crime, anti-social behaviour and calls for service.

The new model includes a more flexible use of the constabulary's resources and the prioritisation of the service based on individual needs; individuals who are vulnerable or whose personal circumstances indicate that they may be at risk of harm are given particular priority. This has led to a break with tradition; it is no longer the type of crime committed that determines the type of response that individual callers will receive or the level of investigation that will follow. Risk-based decisions are now made on the level of service provided; this has led to a differentiation in the service that individuals can expect.

The constabulary's incident assessment unit (IAU) serves as an effective filter to determine the level of service provided. In certain cases, this means allegations of crime and other occurrences are resolved at the first point of contact. This is particularly the case if enquiries reveal that the likelihood of tracing an offender is remote or that further investigation is not likely to be productive. By contrast, if victims of crime or other callers are vulnerable, then a personal attendance by frontline staff and a fuller investigation is guaranteed. Overall, this ensures that the demand on the constabulary's services is better managed and the service provided is in line with individual needs.

In a more recent development, the constabulary has introduced vulnerability-mapping software; this facility particularly helps to identify crime and other matters which are less likely to be reported, including anti-social behaviour and domestic

abuse. This provides the constabulary with a fuller picture of the vulnerability of individuals and the harm being caused in communities. It also helps to ensure that the response to incidents and investigations is properly resourced.

A detailed post-implementation review of the operating model has taken place. This included an analysis of current demand, the level of service being provided and the degree to which the model was supporting the constabulary's strategic objectives. It also included an evaluation of how well resources were distributed across the constabulary area; this has led to some adjustments to and the redistribution of the workforce.

The constabulary also encourages external oversight of how policing services are provided. An independent advisory group made up of community volunteers reviews the effectiveness of the policing model. Its particular remit is to provide stronger links between harder-to-reach communities and the constabulary; this is to ensure that its voices are heard and its priorities are reflected in the service that Gloucestershire Constabulary provides.

The constabulary is also seeking new ways to understand current and future demands on its service. Consultants have recently been commissioned to refresh and update the data within the software tool the constabulary uses to identify changes in demand. This will provide enhanced analytical methods to review the service levels provided, how well resources are distributed in the constabulary and how effectively the IAU is functioning.

The constabulary is also committed to improving its business processes. A trained network of continuous improvement 'champions' works with subject matter experts to explore opportunities for improved efficiency. The constabulary has analysed the business functions in each of its departments and continually looks for alternative ways of delivering services. For example, there has been an increase in demand from individuals seeking access to information held by the constabulary under freedom of information legislation. Consequently, the constabulary is exploring automated methods of making this information available through a web portal. Additionally, a mapping exercise of the constabulary's meeting structures and governance groups has also been completed to ensure that all internal meeting processes are as effective as they can be.

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.

Gloucestershire Constabulary has a good understanding of potential future demand for its services. It understands how these changes will necessitate changes in service provision and it takes a considered view on how to respond. For example, the constabulary has recognised that it has fewer officers involved in investigations than most forces of a similar size: detectives represent 18 percent of the officer base. Consequently, the constabulary plans to increase the representation of detectives in the workforce to improve the way it investigates serious and complex crime.

The constabulary has effective governance procedures in place to evaluate changes to its demand profile, the risk they present and the adjustments required to the way it provides its services.

As part of the constabulary's annual strategic planning cycle, an extensive exercise was undertaken in November 2015 to understand potential changes in future demand. As well as those that occur within the constabulary's boundary, the exercise also took full account of the increasing globalised nature of crime and the constabulary's obligation to contribute to national policing requirements. As a consequence, the constabulary is planning to increase its capacity to address online radicalisation, bullying, grooming and fraud. It is also developing its counter-terrorist capability.

The constabulary's understanding of the public's expectations of its services is good. As part of the police and crime commissioner's (PCC's) budget setting for 2016/17, a series of road-show consultation events were conducted across the county. These included surveys asking members of the public about their top policing priorities. In addition, the constabulary produced a booklet *Planning for the Future*, which is shared with local authorities and other local agencies. This clearly sets out and explains the constabulary's financial position, its priorities and the way it will work in the future.

The constabulary has recognised that an increasing number of local people prefer to make contact through social media. The constabulary has boosted its training provision to enable frontline staff to make full use of its Twitter and Facebook

accounts. It is also evident that an increasing proportion of the public are using these channels to report incidents and occurrences.

The force understands the potential impact that budgetary restraints faced by its operational partners may have on its own service. The force has assessed how it will adjust its operational practice should its partners decide to revise services because of budget cuts. Potential developments are monitored through a risk register as part of the corporate planning process; furthermore, budgetary contingencies have been included in the mid-term financial strategy (MTFS).

Summary of findings



Good

Gloucestershire Constabulary has a good understanding of the current, and likely future, demand for the services it provides. A new operating model has been introduced that will enable the force to handle future changes in demand and make sure that the service it provides is in line with operational requirements. The constabulary has a continuing programme to find new ways of working and eliminate wastage and inefficiencies in business processes.

The constabulary uses a number of methods to identify and assess new and emerging demands on its services. These take account of the constabulary's obligations to national policing and the more globalised nature of offending, particularly crime which is committed through use of the internet.

The force understands the potential impact that the budgetary restraints faced by its operational partners may have on its own services. These are managed through a risk register; contingency plans are in place should the constabulary have to adjust how it operates as a consequence of a reduction in the services provided by partner organisations.

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

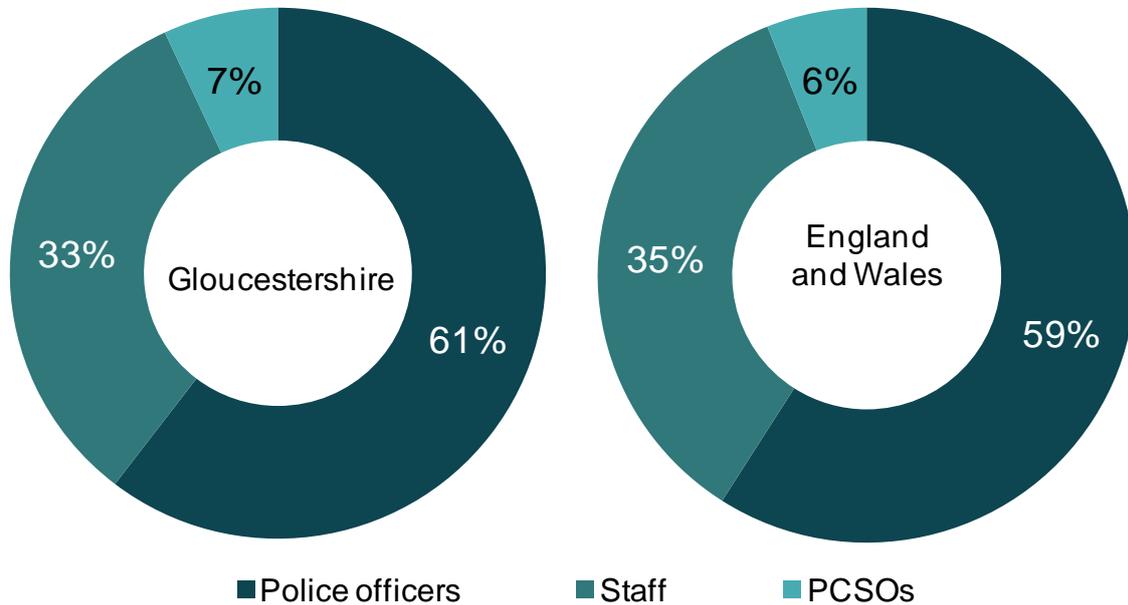
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Gloucestershire Constabulary has the right people with the right skills in the right place to protect the public and 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 constabulary 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 Gloucestershire 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 Gloucestershire 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 61 percent of Gloucestershire Constabulary’s workforce. This was broadly in line with the England and Wales average of 59 percent. The proportion of staff in Gloucestershire Constabulary was 33 percent, broadly in line with the England and Wales average of 35 percent. The proportion of police community support officers in Gloucestershire Constabulary was 7 percent, broadly in line with the England and Wales average of 6 percent.

Figure 4: Planned changes in full-time equivalent workforce from 31 March 2010 to 31 March 2020 for Gloucestershire 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	1,309	-17%	-14%	1,090	1%	-2%	1,100
Staff	729	-19%	-21%	592	0%	-5%	591
PCSOs	148	-20%	-35%	118	-2%	-6%	116
Workforce total	2,185	-18%	-18%	1,800	0%	-3%	1,807

Source: HMIC Efficiency data collection

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

Managing demands for police services

The constabulary uses its understanding of demand and strong performance management arrangements to prioritise and set levels of service. Tactical resource and deployment meetings ensure a flexible approach to the alignment of resources to threat, risk and harm; they also adjust resource levels in response to changing demand.

This allows the constabulary to redistribute resources to address peaks in offending, emerging criminality and seasonal variation in crime patterns. There is a systematic and well-managed approach through a series of ‘tasking’ meetings; these consider how resources should be allocated to current issues. These include crime trends and hotspots, the activity of organised crime groups and local policing issues.

The new local policing operating model was introduced in July 2015. This followed an in-depth analysis of demands on the constabulary’s services and a review of the roles of each officer and member of staff. This established a baseline for the distribution of staff when the operating model was first introduced. The constabulary’s resource deployment meeting (RDM) keeps the allocation of staff and officers under constant review in line with operational requirements.

An example of the success of the RDM relates to local policing teams. In this area of business, 100 fewer officers are now deployed, making savings of almost £5m. Concerns were raised as to whether these cuts were sustainable; however, PAF data establishes that, despite these reductions, service levels to vulnerable victims have improved and the proportion of incidents resolved at the point of first response has increased dramatically.

HMIC also found the operating model, workforce planning and budgeting to be closely aligned. The continuous improvement programme has identified, and continues to identify, more efficient ways of working. In certain areas, this has allowed resources to be released and reinvested in areas where there is increasing demand or other operational pressures. For example, this has led to increases in the numbers of staff investigating sexual offences, domestic abuse and other crimes associated with vulnerable victims.

Increasing efficiency

HMIC found that the constabulary understands the link between costs and outcomes. The constabulary makes good use of value-for-money profiles; this ensures that services are provided within acceptable benchmark costs. For example, HMIC established spend on ICT to be relatively high; however, the constabulary could show that the additional expenditure related to the procurement of systems to support specific projects. Baseline expenditure on ICT is within acceptable norms.

An assessment of all services provided by the constabulary was undertaken as part of the planning and budget challenge process in 2015/16. This included a priority-based exercise. Services were ranked and scored to identify those services that were essential to protect the public from risk or harm.

The constabulary's MTFs represents a good balance between services that will be reduced in line with budgetary constraints and investment to support innovation or address areas of operational pressures. For example, budgets have been set aside to support projects led by the continuous improvement team and to increase the capacity to investigate priority offences. These include child abuse, sexual offences and domestic abuse.

The constabulary made savings of £25m over the past five years and needs to make a further £9.1m of savings over the next four years, 2016–2020 (£4.2m of this in 2016/17). Following a better-than-anticipated government funding allocation in 2016/17, a plan to reduce officer numbers has been rescinded and the constabulary is in the process of recruitment. Nonetheless, savings remain in place, partly to fund growth in the numbers of officers and special constables. The majority of these savings will be made from non-pay and police staff budgets.

HMIC recognises the constabulary's investment in the continuous improvement team and its commitment to fund projects in the interests of improved efficiency.

A good example follows a recent review of the criminal justice process and a decision to reintroduce specialist officers to assure the quality of prosecution files. The constabulary identified that incomplete and poorly prepared files were having a detrimental effect: there was a risk of more offenders being acquitted and unnecessary police time was being spent to bring the files up to the required standard.

More generally, HMIC also found a strong focus on continuous improvement. This is driven through the improvement and efficiency programme. Governance of the programme is provided by the head of corporate services, and there is close control of project approval, investment appraisal and benefits. There are also strong links between this programme and the constabulary's strategic change board.

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 Gloucestershire 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 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

From a wide and detailed range of information, Gloucestershire Constabulary has acquired a good understanding of its current workforce capabilities, addressing identified gaps in skills quickly and effectively. A systematic and comprehensive assessment of demand ensures that workforce planning can keep pace with a change in workforce requirements.

Through careful consultation with stakeholders and practitioner groups, with additional support being provided by change consultants, the constabulary has been able to embed a sustainable operating model.

Tackling workforce gaps

The constabulary's people and resource deployment group oversees the strategic direction of activities related to the workforce. The group co-ordinates the ongoing development of the constabulary's people strategy. This includes workforce planning and staff development. A gap analysis has formed the basis of the constabulary's training programme to ensure that adequate levels of skill and accreditation are maintained.

The constabulary has a good knowledge of where the skills are within its workforce and aligns them well to existing and new areas of demand. For example, substantial changes have been made to the training curriculum to boost the capability to

investigate cyber-crime. The constabulary aims to mainstream digital skills in the workforce and develop its own analytical capability; this will establish the constabulary as a centre of best practice nationally.

Additionally, a network of digital media experts has been established to assist the front line to investigate the increasing number of crimes which are committed by use of the internet. Typically, these crimes involve the threatening or verbal abuse of others using Facebook or Twitter. These investigations are reliant on securing digital evidence from smartphones, tablets or other devices. Historically, forensic examination of these items has been time consuming and led to investigations being unnecessarily protracted. The constabulary's new capabilities help the rapid downloading of digital evidence; this has speeded up investigations and provides a better service to victims.

The constabulary also has measures in place to identify future vacancies. These are tracked carefully to inform the timing and nature of recruitment drives. More recently, the constabulary has also made use of innovative recruitment practices to strengthen the workforce. A carefully designed national marketing campaign has led to over 40 officers with specialist skills from other forces joining the constabulary. These have included a substantial number of firearms officers and experienced detectives. This saves a significant amount in training costs; it also means that experienced officers will immediately fill positions in the constabulary which might otherwise have remained vacant.

The constabulary recognises that some of the measures it has put in place to increase the efficiency of the work force have been unpopular. These include the changing of shift patterns and proposed changes in terms and conditions of employment. A potential impact of these measures is a higher-than-average turnover of staff; as a consequence of this, the force has adopted a more flexible approach to recruitment to address future vacancies.

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

We assessed how well Gloucestershire 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 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 meet demand for its services better.

The constabulary considers collaborating with others to be an essential business model to manage demand, make savings and boost the resilience of its services.

The constabulary is actively considering more efficient means to strengthen its services through increased collaboration with other forces and emergency services. For example, working with Avon and Somerset Constabulary and Wiltshire Police, the constabulary has successfully secured a police innovation fund grant from the Home Office to introduce a single ICT infrastructure. There is a further project to establish interoperability across the three force control rooms supported through a single command-and-control software system. The constabulary is also engaged with its four regional policing partners to replace the outdated emergency services digital radio system in the region.

The constabulary collaborates with other forces in areas where economies of scale mean that joint operational services are the best means of meeting the demands of the national policing requirement. These include the counter-terrorism intelligence unit and the regional organised crime unit.

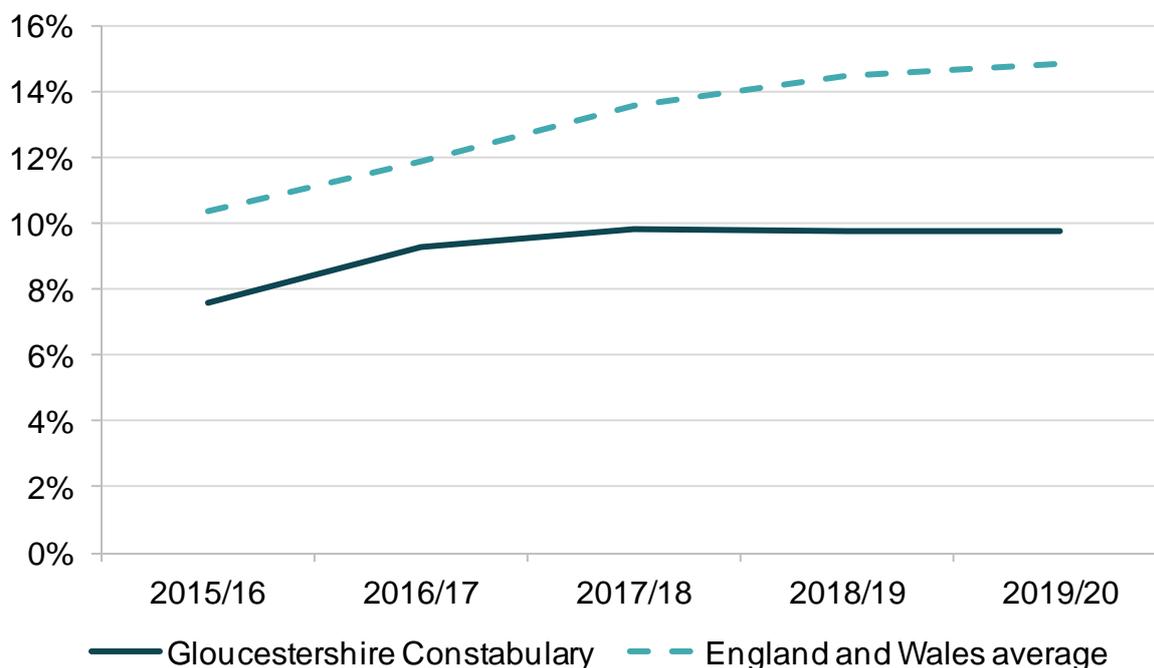
In a separate project, the constabulary has secured project funding from the Home Office to work with councils to develop an automated system to share data regarding children who are at risk of neglect or abuse.

Collaboration benefits

The constabulary collaborates with Wiltshire Police and Avon and Somerset Constabulary including over the joint patrolling of motorways, armed policing and the provision of dog support. The constabulary has saved £3.6m per year through these arrangements and anticipates further savings, based on plans to train officers in multiple skill sets.

The constabulary also has an effective mental health triage scheme based in the force control room. Psychiatric nurses, who are a part of the mental health acute response service, provide more direct access to care pathways for those who suffer from mental health problems. Historically, a considerable amount of police time has been spent co-ordinating the activity of other organisations to find the right medical care. The triage scheme means that police involvement is now restricted to those occasions when it is absolutely essential; it also ensures that immediate care is available to the most vulnerable.

Figure 5: Projected percentage of net revenue expenditure in Gloucestershire 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

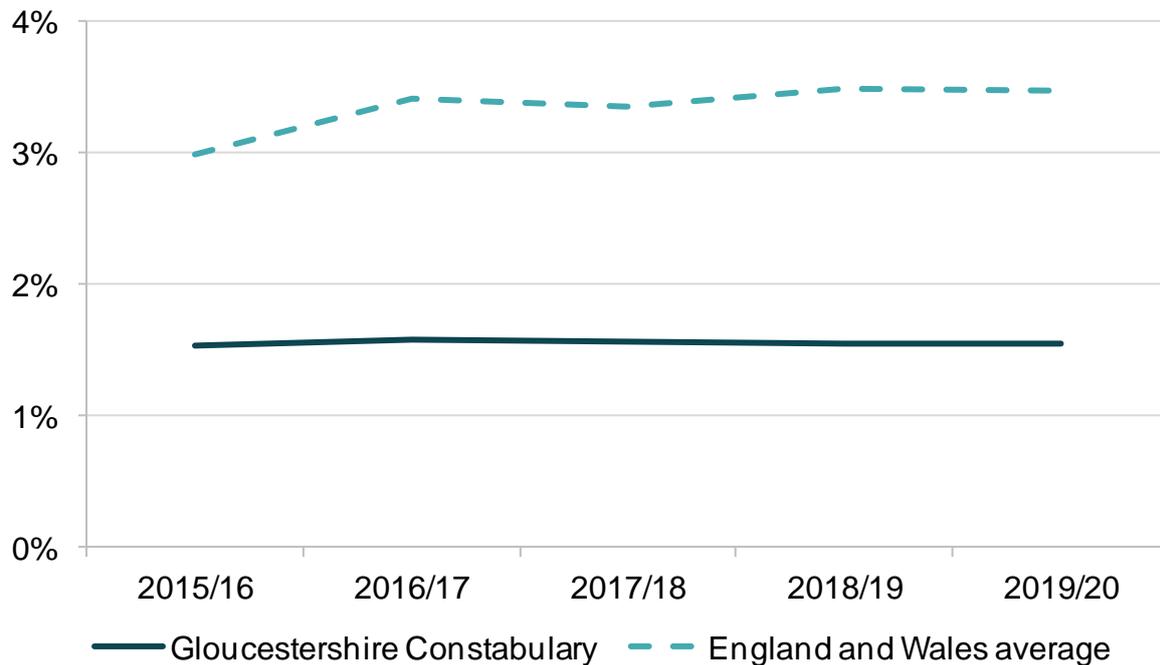


Source: HMIC Efficiency data collection

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 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

Gloucestershire Constabulary has forecast that it will spend £9.7m in 2016/17 on collaboration with other police forces. This is 9.3 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 constabulary has forecast that it will spend £10.6m (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 Gloucestershire 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

Gloucestershire Constabulary has forecast that it will spend £1.6m in 2016/17 on collaboration with non-police organisations. This is 1.6 percent of its net revenue expenditure (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 £1.7m (1.5 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 current constabulary workforce model is aligned to financial plans and workforce planning. Savings from workforce reductions to date have been sustainable and the constabulary can clearly show the benefits and efficiencies realised from its investment in change programmes.

HMIC's Value For Money² profile data is used by the constabulary to ensure that any growth is proportionate to, and reflective of, the operational needs of the organisation. For example, ICT investment is recognised as being necessary to help the constabulary manage demand. The constabulary recently invested £2m to equip frontline officers with mobile devices; this allows them to work remotely and spend more time in communities rather than returning to police buildings to file reports and enter data. Mobile devices are an essential feature of the new operating model; however, HMIC established that the constabulary cannot yet identify the savings that have been secured as a result of this new way of working.

Over the course of the past year, the constabulary has made considerable investment in its ICT to bring about digitally enabled business transformation. Proposals have been developed for a full digital transformation programme, which will include establishing interoperable call handling and command-and-control facilities with Avon and Somerset Constabulary and Wiltshire Police.

The constabulary also has plans to increase the number of special constables to 300, each working at an average of 25 hours per month. A considerable investment (£1.5m over three years) has been agreed to increase this capability and the contribution of special constables will become a feature on which frontline policing will depend.

Summary of findings



Good

Gloucestershire Constabulary is good at using its resources to manage current demand. It has a good knowledge of the capability within its workforce and much has been done to ensure that the right skills are available to meet demand. The constabulary adopts a flexible approach to the management of resources to address areas of threat, risk and harm; it adjusts and prioritises resourcing levels in response to the changing operational environment.

The constabulary understands its current workforce capabilities and gaps using a range of information. It has completed a skills audit of its officers to identify shortfalls in the capability of the workforce. This information has been used to develop the constabulary's future training curriculum.

² HMIC Value for Money Profile 2015 – Gloucestershire Constabulary, HMIC, 2015. Available from: www.justiceinspectrates.gov.uk/hmic/publications/gloucestershire-2015-value-for-money-profile/

The constabulary tracks the impact of change and the demand on resources. It uses this information to define how it will operate in the future. The constabulary is well advanced in establishing its cyber-crime capabilities; it aims to be a centre of excellence nationally.

The constabulary is constantly striving to strengthen its services through increased collaboration with other forces and emergency services. It is developing new methods of working to improve its policing services and is keen to develop technological opportunities to improve effectiveness. Over the course of the past year, the constabulary has made considerable investment in ICT to introduce digitally enabled business transformation.

Area for improvement

- Gloucestershire Constabulary should develop a better understanding of how the benefits of investing in and using ICT affect the force's ability to meet current and likely future demand efficiently, with a view to updating its ICT strategy.

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 Gloucestershire 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 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 Gloucestershire 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

The constabulary identifies and prioritises areas to invest in for the future. The constabulary's projected workforce model and planned use of assets match demand, organisational priorities and financial requirements. The implementation of the operating model in 2015 resulted in a significant reduction in officers in local policing. This has led to significant savings being made; at the same time, frontline services remained effective. The constabulary has been conducting a post-implementation review of the operating model since December 2015 and continually makes adjustments in line with operational requirements.

The finance and HR departments work closely together on workforce planning. A fortnightly resource deployment meeting, attended by the chief finance officer and the head of HR, helps to ensure consistency in decision-making and implementation.

In April 2016, the chief constable announced the launch of a police officer recruitment campaign. The constabulary intends to recruit a substantial number of new police officers and officers transferring to the constabulary from other forces. The addition of these new recruits and transferees will allow the constabulary to increase total officer strength to 1,100 by 2020. The constabulary also plans to

increase the special constabulary to an establishment of 300 by 2020; furthermore, their new conditions of service will ensure that each special constable has to contribute a minimum numbers of hours per month.

In addition, there will be a significant rebalancing of the proportion of detectives within the workforce; this is to increase investigative skills, address the challenges presented by cyber-crime and support vulnerable victims.

Investing in ICT

The constabulary is exploiting the opportunities provided by digitalisation to improve the efficiency of its service provision. Its ambitious transformation programme is aimed at modernising services. It has a strong internal ICT service and is recognised as a national leader in its approach to tackling cyber-crime. It intends to make further investments in this area; anticipated benefits include supporting partner organisations, generating income, and improved intelligence, analytical and investigative capabilities.

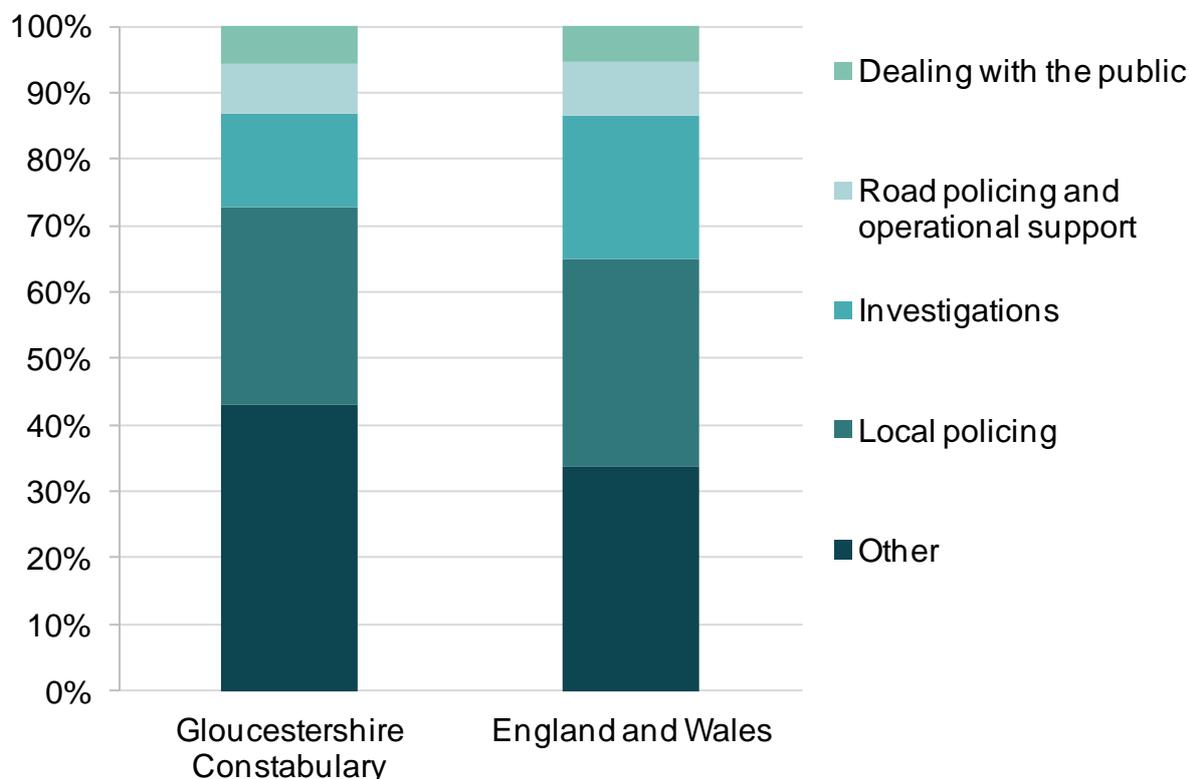
The constabulary has a comprehensive ICT strategy in support of digitalised policing. ICT projects include the transformation of records management and improved systems in the control room. This will include a new customer portal which will offer self-service to the public. This will support digital crime reporting, automated updates on progress in tracking offenders and notifications of how cases are concluded.

The roll-out of mobile devices to local policing teams has been successful in increasing the amount of time officers spend in communities, reducing the use of voice communications and improving the quality of intelligence briefings. A formal evaluation of these benefits is still awaited. Over the next year, the constabulary intends to make the next step change in digital transformation and it has commissioned an external company to provide expert advice and support.

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 Gloucestershire 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 Gloucestershire 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

The constabulary has shown that it can develop credible plans for the future, built on sound planning assumptions. In last year's efficiency inspection, HMIC found that the constabulary had achieved its required savings and balanced the budget for the spending review period to 2014/15, had produced a balanced budget for 2015/16 and had a good understanding of its likely financial position through to 2018/19. The force clearly identified the core financial risks over the spending review period.

This year, Gloucestershire Constabulary has forecast a small underspend in 2016/17 and a balanced budget to 2019/20. The MTFs shows a savings requirement of £4.9m in the three years to 2019/20; this is due mainly to investment in recruitment, increases in the number of officers and special constables, and ICT projects.

The constabulary's workforce strategy outlines the plan to achieve an officer establishment of 1,100 by 2020. This includes the recruitment of new officers and officers transferring from other forces. The constabulary has robust governance and planning structures in place: for example, a planning matrix is used to analyse the skills gaps from staff planning to leave the constabulary between now and 2017. This includes those officers who are eligible to retire after 30 years' service.

Digital transformation is a fundamental element of the constabulary's strategic business plan. The constabulary seeks challenge and external review on the development of ICT proposals by consulting industry experts. It commissioned the services of an external company to review its current ICT capabilities and to provide expert advice and support in developing a vision, objectives and route map for digital transformation.

Planning for the future

Financial and organisational plans are practical and credible; they are based on sound information and an understanding of capacity to meet both current and future demand. Adjustments to the composition of the workforce are reviewed through the improvement and efficiency programme. A strategic change programme is well established in the constabulary and provides a strong platform to deliver the next phase of change.

The constabulary has clearly identified the financial risks over the spending review period. It has structured governance procedures in place to mitigate these risks. It intends to continue to make savings from 2017/18 onwards to address inflationary increases and extra costs such as increases in National Insurance contributions. These savings also make provision to increase officer numbers and maintain PCSO numbers.

The constabulary intends to review all areas of business under the governance of its improvement and efficiency board. It anticipates that these reviews, alongside collaborative projects and the developing approach to digital transformation, will identify the savings required to balance the budget up to 2020 and allow for increased resources for frontline policing.

The constabulary was successful in introducing the new operating model in 2015. However, it recognises that it will need continually to reshape services to meet external challenges and demands. The revised strategic plan has a greater focus on digitalisation and collaboration. The constabulary has developed an ambitious and innovative vision for the programme. This includes the identification of 33 digital capabilities which it seeks to develop to modernise service provision and achieve efficiency.

A full process review of the criminal justice department in the constabulary has led to a reorganisation of the service and better quality assurance measures. Through this investment, the constabulary forecasts that it will achieve annual savings of over £300,000.

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 joint working arrangements with other organisations or investing in ICT to improve operational efficiency.

Saving to invest for the future

The constabulary has plans to save £4.9m during the three years to 2019/20, which will provide the investment needed to increase officer numbers, increase the number of special constables and invest in ICT. The budget for 2016/17 includes £0.6m to fund workforce modernisation to release officers to the front line.

These savings will primarily come from savings in police staff salaries and non-pay budgets. The reduction in the number of police staff posts will be achieved through more efficient ways of working, enabled by technology and greater collaborative working with regional and local partners.

Further reductions in the non-pay budgets include cost reductions in the wide-area network, reductions in fleet and procurement costs and a reduction in police officer overtime. In addition, the learning and development department is expected to provide savings by being more focused, innovative and competitive.

All spending of reserves is approved by the PCC. The constabulary is using reserves in a sustainable way. Reserves include a general reserve of £5.3m; this equates to five percent of net revenue budget, which is higher than in many forces. Reserves of £17.5m have been earmarked for estates, ICT and fleet improvements. Revenue support reserves of £3m have been set aside to fund invest-to-save projects.

Working together to improve future efficiency

Last year, about ten percent of savings resulted from services that are provided in conjunction with other organisations. The majority of collaboration is through the tri-force arrangement with Avon and Somerset Constabulary and Wiltshire Police. Further joint operational arrangements were established in May 2015 to create a single command for the investigation of major crimes across the five forces in the southwest region. Currently, this is based in two strategic hubs: a northern hub, serving the tri-force arrangement (Gloucestershire, Wiltshire, and Avon and Somerset); and a southern hub involving Dorset Police and Devon and Cornwall Police.

The constabulary also works collaboratively with other local partner organisations to improve efficiency. This includes Gloucestershire County Council, which handles the force payroll, and the sharing of a fleet manager with Avon and Somerset Constabulary. The constabulary also received police innovation fund money in 2015/16 for collaborative work with a commercial partner on the data analytics of identifying vulnerability.

The constabulary works closely with regional colleagues to examine collaborative opportunities. In 2015, work took place at a regional level to establish the savings that could be made through regional ICT collaboration. This identified that there was potentially up to £48.5m annual savings to be achieved across the five forces if a total investment of £23m was made. The constabulary took a lead in developing plans for a collaborative ICT service platform and an integrated ICT infrastructure for the five forces in the southwest.

The constabulary has been part of the southwest police procurement department (SWPPD) for four years. The SWPPD manages procurement for four forces (Devon and Cornwall, Dorset, Gloucestershire and Wiltshire). Category managers manage the procurement for particular areas of business (such as ICT, fleet, estates and facilities management) for all four forces. This has allowed contract dates to be synchronised and specifications to be standardised. Regional tenders have taken place, which have produced considerable savings.

Summary of findings



Good

Gloucestershire Constabulary is good at planning for demand in the future. It has plans to save more than it needs to balance its budget during the three years to 2019/20. The surplus will provide the investment needed to increase officer numbers, expand the special constabulary and invest in new ICT programmes. It intends to recruit a substantial number of new police officers and to increase the officer establishment to 1,100 (FTE) by 2020. This includes the recruitment of new officers and officers transferring from other forces.

The constabulary's plans include a focus on the digitalisation of policing services, and it has an ambitious transformation programme aimed at the modernisation of services. Over the next year, the constabulary intends to make the next step change in digital transformation and it has commissioned an external company to provide expert advice and support. The constabulary has also increased investment in technology to support effective collaborative work in the southwest.

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