PEEL: Police efficiency 2016

An inspection of Lincolnshire Police

Contents

Introduction

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

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

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

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

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

Force in numbers

£ Financial position

Forecast change in total gross revenue expenditure

2016/17	2019/20	Percentage change
£115m	£120m	+4%

Forecast savings:

Amount of forecast savings

2016/17	2019/20
£1.9m	£0.1m

Percentage of gross revenue expenditure

2016/17	2019/20
2%	0%

Workforce

Planned change in officer numbers

2015/16	2019/20	Percentage change
1,073	1,082	+1%

Planned change in total workforce

2015/16	2019/20	Percentage change
1,463	1,511	+3%

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

Lincolnshire Police	England and Wales force average
£77	£98

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

Lincolnshire Police	England and Wales force average
£97	£143

Calls for assistance

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

Lincolnshire Police	England and Wales force average
106	124

Recorded crime

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

2014/15	2015/16
48	49

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

Lincolnshire Police	England and Wales force average
+2%	+9%

Victim satisfaction

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

Lincolnshire Police	England and Wales force average
82%	84%

For further information about the data in this graphic please see annex A

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

Overall judgment[1]

 Good

Lincolnshire Police has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime. The force provides a good policing service to the communities of Lincolnshire at one of the lowest costs per head of population in England and Wales. It has a small workforce and a high reliance on local funding. It has entered into local partnerships, has outsourced to the private sector, and has undertaken extensive and wide ranging collaborative working. This means it saves money and brings a more efficient approach. HMIC considers that the force has done what can reasonably be expected to be as efficient as possible and yet it still faces an uncertain financial future due to its low funding base. It is likely that there will be service loss or degradation of policing services in Lincolnshire if further reductions are made to the workforce. In last year's efficiency inspection, Lincolnshire Police was judged to require improvement.

Overall summary

Lincolnshire Police's understanding of current, hidden and future demand is very good. The force uses a wide range of methods and approaches to understand demand across all areas. It recognises that it still needs to do more to encourage hard-to-reach individuals and groups to come forward. The force has done notable work to understand and to raise awareness of modern-day slavery.

The force uses its resources well to manage current demand, as HMIC also noted in 2015. It has a good understanding of the cost and quality of current service levels. It prioritises resources to meet demand and ensures its workforce has the right skills and capabilities.

The force has done what can be reasonably expected to become efficient and maximise value for money for the taxpayer while also providing an effective policing service to the communities of Lincolnshire. It provides one of the lowest costs per head of population police services in England and Wales in 2015/16, despite the force's large geographic area and limited funds. It has a small workforce and a high reliance on local funding. It has entered into local partnerships, outsourced to the

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

private sector, and undertaken extensive and wide-ranging collaborative work. This means it saves money and uses a more efficient approach.

However, the force is unlikely to be able to maintain the level of service it provides to the public in future if it has to make further savings by the last option available to it: further reducing frontline police officers and police community support officers (PCSOs). It is likely that there will be service loss or degradation of policing services in Lincolnshire if further reductions are made to the workforce.

Recommendations

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

Area for improvement

- Notwithstanding the difficult circumstances, Lincolnshire Police should continue to develop more detailed plans in relation to how it will continue to provide services, with regard to potential changes in future funding arrangements.

# 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 Lincolnshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016
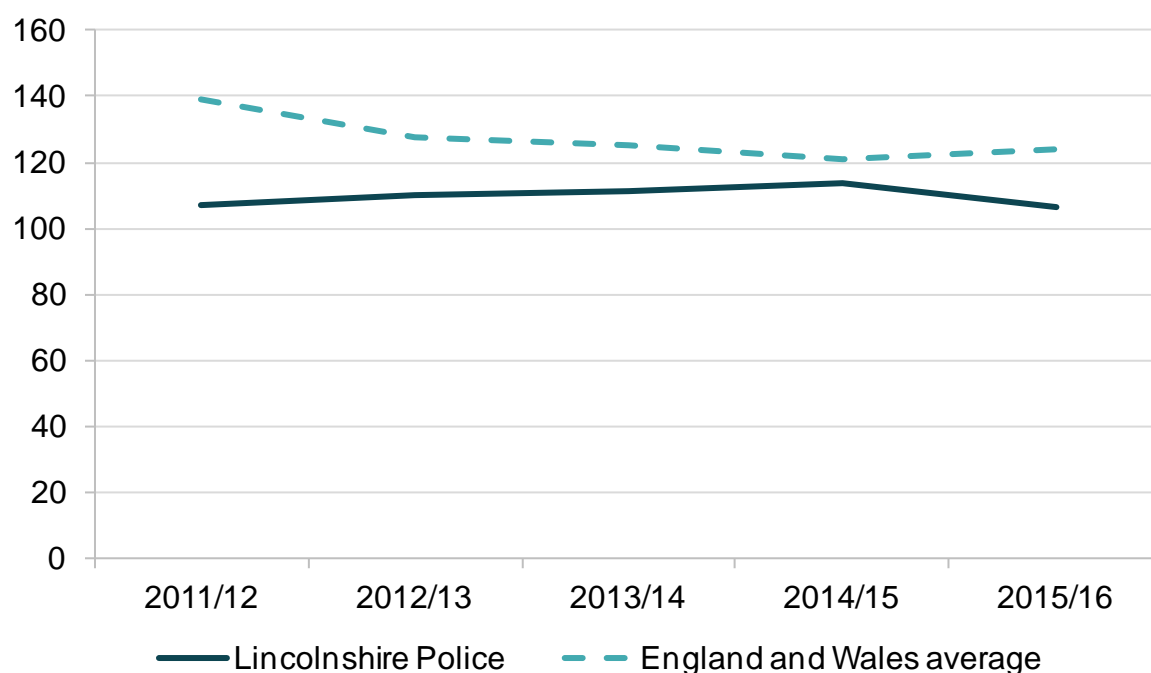
Source: Home Office Annual Data Requirement
For further information about the data in figure 1 please see annex A

Lincolnshire Police received 106 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was broadly in line with the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force received 107 '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 Lincolnshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016
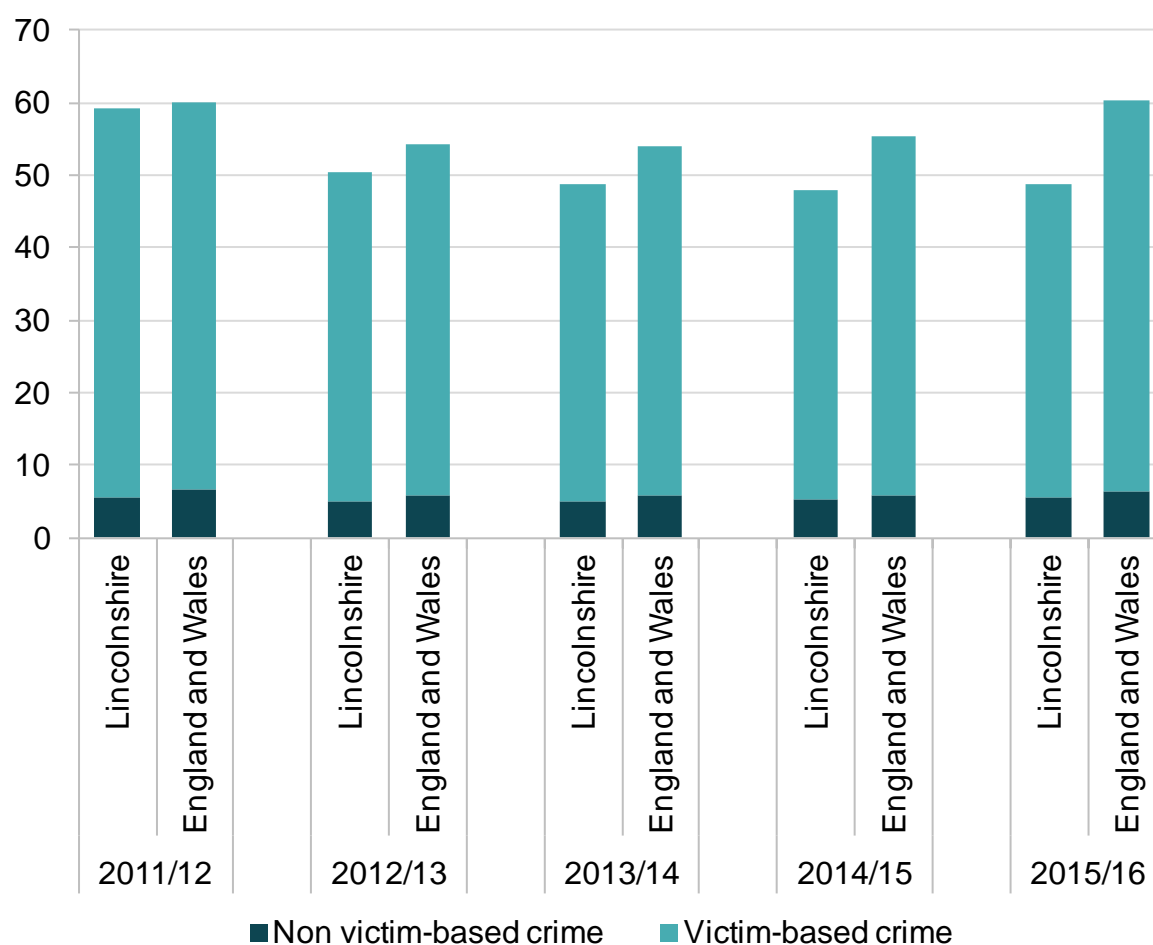

■ Non victim-based crime   ■ Victim-based crime

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

For the 12 months to 31 March 2016, Lincolnshire Police recorded 43.4 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, Lincolnshire Police recorded 5.5 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 a decrease in the victim-based crime rate of 19 percent and a decrease in the non victim-based crime rate of 2 percent since the 12 months to 31 March 2012.

Lincolnshire Police's understanding of current demand is very good. The force uses a variety of methods to understand demand across all its areas of work, such as analysis of force and partner data, which includes an assessment of risk, and a 'harm index' to target the crimes which cause the most harm. Other methods include using consultants (where appropriate) to look at specific elements of policing, the

College of Policing daily demand profile; and learning from other forces. These new approaches have been used to develop a new operating model which has placed the force in a good position to respond to current and hidden demands.

The force is working to identify more opportunities to manage ongoing demand and demand created within the organisation. Robust oversight and direction of this work is provided by the demand management board, which is chaired by the deputy chief constable. The board reviews three areas of demand on services: from the public; from protective or preventative work which the police are required to undertake; and internal demand. In addition to understanding these demands, the board aims to develop measures which will predict future demand to balance capacity and capability against risk and harm. For example, it is assessing the possible impact of a new housing planned within the county and is reviewing the potential effect on the devolution of north Lincolnshire from Humberside Police.

The force's understanding of crime that is less likely to be reported, or 'hidden demand', is good and growing. It recognises that it still needs to do more to encourage hard-to-reach individuals and groups to come forward to work with the police. The office of the police and crime commissioner is leading work on the use of social media setting expectations about engaging with the public using these communication channels, about the safe use of social media, and reporting potential crimes.

The force has worked hard to understand and to raise awareness of modern-day slavery. It has commissioned research on this subject with Lincoln University and has increased resources in the 'understanding and safeguarding emerging communities' team. It uses police staff volunteers who are multi and bi-lingual to improve communication and help improve confidence in reporting. The force has organised a conference to help businesses understand their role and legal obligations relating to monitoring their supply chains. Also, the force has provided advice and guidance to other forces on this subject.

The force has a good understanding of inefficiencies within its internal processes and how these inefficiencies lead to increased demand. For example, its efforts to reduce delays in its firearms licensing process results in increased public satisfaction.

Another example is the extensive research conducted by the force before introducing its call-triaging process in 2015. It examined demands placed on the force through the force control room and identified that that nearly a third of calls were 'avoidable calls for service'.[2] Work has progressed since last year, and there is a police and

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[2] These calls were either not a police matter or were police-led demand inefficiencies, for example, where officers had failed to meet appointments and had not provided an update and instances where the force said it would call someone back and failed to do so.

crime commissioner-led 'victims and citizens channel board' now in place, which is improving relations between the way that the public contact the police and partner organisations. For example, the public were consulted about the re-design of the force's external website.

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 can 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 floods.

The force's understanding of emerging or likely future demand for its services is good. There is continual and thorough assessment of likely future demand from current national threats, for example child abuse and cyber-crime as well as emerging demand from sexual violence. The force is incorporating this in its workforce planning. For example it has allocated more officers to work on cyber-enabled and cyber-generated areas of crime because it anticipates more victims will be identified as the result using more data involving fraud. It is also training more officers in how to find and remove relevant data from mobile phones, and has installed new technology to assist with this. As part of the new operating model, the force is recruiting more digital media investigators and analysts, and is training its 200 special constables to go into communities and explain to the public, particularly more vulnerable people, how to reduce the likelihood of becoming a victim of cyber-crime.

The force's understanding of the way it is affected by its partners' reduced resources is progressing. Dealing with people with mental health problems is having a significant impact on police resources, and the force has worked with partners in the NHS to introduce a 'crisis care concordat' plan which aims to deal with demand more fairly across all agencies. The force aims to ensure that people who suffer from mental health receive help from the most appropriate agency. The deputy chief constable chairs a multi-agency regional contact management board which is implementing a service level agreement for how agencies should respond to incidents. The board looks carefully at the demands placed by organisations on other agencies to increase awareness and understanding of this work.

The force's understanding of the public's expectations is good, although less so in relation to how these expectations might shape future demand. This is seen as an area for further development. The demand management board is considering how services can change to meet changing public expectations, for example through online forums and surgeries. The force is committed to maintaining a neighbourhood

presence together with online reporting of non-urgent crimes, and a 'track my crime' facility where victims can go online and see how their case is progressing. These services are expected to be introduced by the end of 2016.

Summary of findings

Good

Lincolnshire Police's understanding of current demand is very good. To understand demand across all areas, the force uses a wide range of methods and approaches, which have been used to build a new operating model. This has placed the force in a good position to help it respond to current and hidden demands.

The force's understanding of demand that is less likely to be reported, or 'hidden demand', is good and growing. It recognises that it still needs to do more to encourage hard-to-reach individuals and groups to come forward. The force is doing notable work to understand and to raise awareness of modern-day slavery.

The force has a good understanding of the inefficiencies in its own internal processes and how these inefficiencies create demand on the force. It is making progress to improve these processes.

The force's understanding of emerging or likely future demand for its services is good. There is a good understanding of future demand from current national threats, for example child abuse and cyber-crime as well as emerging demand from sexual violence.

The force's understanding of the public's expectations is good, although less so in relation to how these expectations might shape future demand. This is seen as an area for further development. The demand management board is considering how services can change to meet changing public expectations.

# 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 Lincolnshire Police has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned 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 look at how well Lincolnshire Police assesses these factors in making decisions about the level of service to provide and how to use its resources to best effect.

Figure 3: Police officers, staff and police community support officers (PCSOs) as a proportion of total workforce in Lincolnshire Police compared with England and Wales as at 31 March 2016
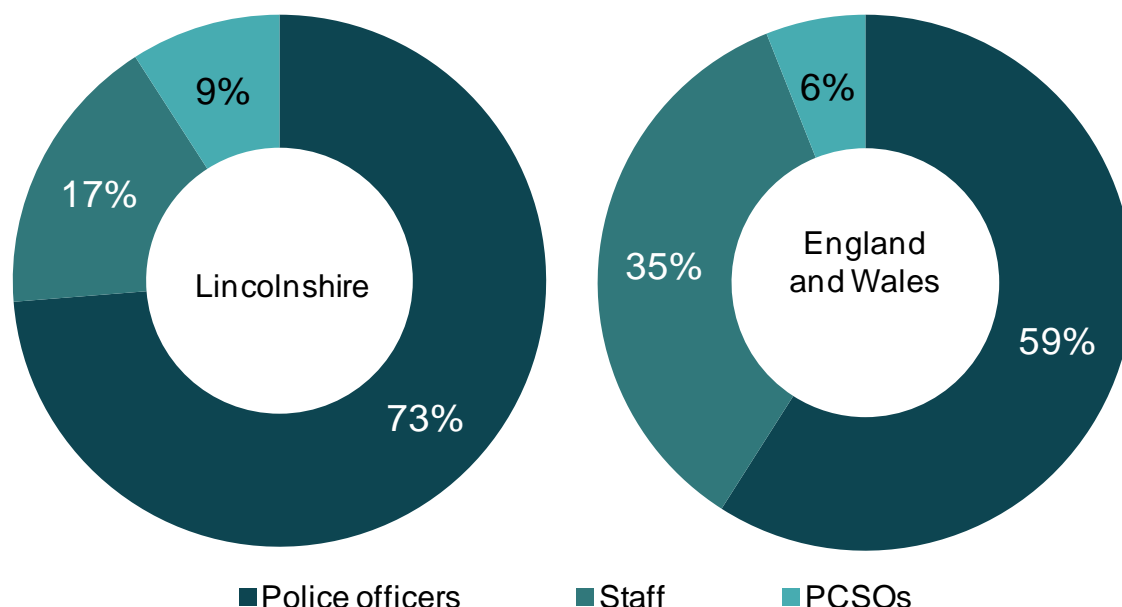
Source: Home Office Police workforce statistics
Note: figures may not add up to 100 percent due to rounding of numbers. For further information about the data in figure 3 please see annex A

As at 31 March 2016, police officers make up 73 percent of Lincolnshire Police's workforce. This was higher than the England and Wales average of 59 percent. The proportion of staff in Lincolnshire Police was 17 percent, lower than the England and Wales average of 35 percent. The proportion of police community support officers in Lincolnshire Police was 9 percent, higher than 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 Lincolnshire Police compared with England and Wales

	March 2010	Change from 2010 to 2016		March 2016	Change from 2016 to 2020		**March 2020**
		Force	England and Wales		Force	England and Wales	
Officers	1,206	-11%	-14%	1,073	1%	-2%	1,082
Staff	917	-72%	-21%	254	7%	-5%	272
PCSOs	149	-9%	-35%	136	15%	-6%	157
Workforce total	**2,272**	**-36%**	**-18%**	**1,463**	**3%**	**-3%**	**1,511**

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

Managing demands for police services

The force makes clear decisions on prioritisation and resourcing which are in line with the police and crime plan and force strategic priorities. These decisions inform resourcing at an operational level through further prioritisation and risk assessment on specific areas of threat, risk and harm to the public through a series of daily, weekly, monthly and quarterly meetings. The force is developing its assessment of future threat, harm and risk and is building a new performance monitoring framework, which includes emerging and hidden crime. Examples include child sexual exploitation; missing persons; and cyber-crime. Continuous improvement in all areas is emphasised.

The force has a good understanding of the cost and quality of current service levels and it prioritises its resources to meet demand. This understanding comes from an in-depth knowledge of its support services costs as part of the outsourcing pre-contract work in 2011/12, as well as the work which underpins the collaboration agreements with the other forces in the East Midlands region.

Last year, the force identified that its operating model did not match the demand it was experiencing or likely to experience in the future, and began developing new ways of working. The force has undergone significant structural change since 2010. The implementation of the latest policing model redirects resources to deal with potential problems before they become critical, rather than being reactive and led by demand. It used an external consultancy firm to develop an evidence-based approach. The force decided to increase supervisory ratios, change shift patterns and re-invest police posts freed up by the improved use of technology, and by

savings from regional collaboration. The result is a focus on the areas of the county where more crimes are being reported, and on emerging threats from, for example, internet child abuse, cyber-crime and online fraud.

The neighbourhood policing plan also makes it clear that community beat managers will be 'ring fenced' and should not be drawn into response policing shifts. The allocation of police community support officers (PCSOs) supports this strategy. Resourcing decisions are based on the communities which are the most vulnerable and which have the greatest needs. This enables the force to put its resources where they are most needed and also ensures that the most vulnerable victims receive the most appropriate response and investigation.

Increasing efficiency

There has been a programme of cost reduction and increasing efficiency since 2010. Over this period the force has achieved £23m in savings. The force has changed or reduced some services, but these changes have been manageable.

The force controls its budgets centrally, and also manages vacancies and recruitment centrally using its detailed workforce plan. There are still some limited opportunities to increase the efficiency of how the force provides services. These include a more proactive force-wide approach to managing abstraction levels and co-ordinating leave requests against demand profiles. It is clear that the only way to generate significant savings in the future will be to reduce the workforce, which is likely to affect the level of service provided to the communities of Lincolnshire.

The force has effective information assurance systems and processes, and uses one operating system for its crime, custody, intelligence and case file preparation. This has enabled the force to stop using many of its old systems, removing duplicate records and improving overall efficiency as a result. The force reacted very quickly when it identified an early problem when duplicate profiles were being created as a result of the introduction of mobile data terminals. It also alerted other regional forces with the same operating system to ensure that the problem did not worsen. Communication, compliance and training packages, and technical changes ensure that more accurate information can help the force's to understand demand better.

The force's internal systems highlight anomalies and unusual increases in expenditure patterns. For example, at the start of the financial year, overtime paid to police officers was higher than expected. Previously, officers could work two hours' overtime without authority from a supervisor. New controls were introduced in response to this and supervisors now authorise all overtime. This is reducing overtime expenditure.

In October 2015 the 'Victim Lincs' team was launched. This small team focuses on victims and witnesses to provide the correct support, and ensures that referrals to other agencies are bespoke. There is a tiered approach to provide services and

support based on vulnerability and the needs of the victim or witness. Three case workers speak a second language. The work of this team is improving the quality of service and providing added value.

The force has a contract with a private sector partner which provides support services such as HR, ICT and finance, as well as operational support services such as control room, custody, criminal justice and firearms licensing. This contract enables the force to be very clear about the service it receives and it monitors performance against an agreed contract price. A commercial partnership team has day-to-day oversight of the contractor's performance, and the team reports to a governance board.

The force has improved its internal efficiency through a series of process reviews since 2010/11, focusing on staff, the largest area of expenditure. Further reviews of non-staff budgets have looked at procurement contracts, environmental efficiencies, (for example the use of LED lighting), zero-based budgeting analysis and a review of centrally-controlled budgets. The force is now conducting a priority-based budgeting exercise across all functions to cover its reported £6m shortfall in its budget over the next three years. The exercise aims to review all the services currently provided and then challenge itself either to stop providing a particular service, or provide the service differently, or invest in areas where it is likely that there will be greater demand in the future. The exercise will provide alternative service provision models with associated workforce numbers. This will inform budget and workforce planning from 2017-2020.

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

If police officers are to remain visible on the beat and are to continue to fight and reduce crime, the force must find ways to make police officers and staff more efficient when they are out in their communities, and it must also reduce the time police officers and staff spend on back-office functions

Police forces spend around 80 percent of their budget on staff, so it is vital that the workforce is as productive as possible. This means forces must ensure that all their staff have the skills and capabilities to provide the required level of service. We assessed how well Lincolnshire Police understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at whether the steps it is taking are appropriate to ensure that its staff work as efficiently and effectively as possible. We looked in particular at whether the workforce has the right level of digital skills, both to make the most of current ICT systems and to investigate crime digitally.

Understanding current workforce capabilities and gaps

The force has a very good understanding of its workforce's skills and capabilities. A system records all training courses attended by staff and officers, and records the qualifications gained. The system alerts its users to the expiry dates of any qualifications, so that the force can plan its training for the year ahead. Every year, each department head must complete a training needs analysis for his or her team and submit a prioritised list of requirements to a strategic workforce planning board. The board uses the priorities identified in the strategic threat and risk assessment to decide what training the force needs to provide, either through the outsourced contract or by external providers. There is also a six-weekly force level meeting that includes a standing agenda item to discuss one of the six areas identified as a national threat requiring a national policing capability to ensure that these threats are tackled effectively.[3] Each area is assessed, including any need to increase or change existing or new skills in the workforce.

The force is now working to assess the skills required for each role at chief inspector level and above, to ensure that it has the right skilled people in the right place. Once this is completed then the same process will be conducted at inspector level which means there will be a greater understanding of where mandatory, essential or desirable skills are required in the force in the force.

The force has a good understanding of its workforce gaps, as a result of work conducted last year as part of the new policing model project. It identifies that it needs more accredited investigators, as well as a workforce with good digital skills so that it can use the force's ICT systems. The force also needs to investigate crime digitally to meet current and future demand.

Tackling workforce gaps

The force is working to solve its shortage of investigators, recently recruiting 18 detective constables and sergeants who have transferred from other forces. It has also increased its provision for investigator training and developed career paths for detectives, to encourage and enable more officers to transfer to the criminal investigations department.

Learning and development needs are also being matched to the force's ICT strategy to ensure the workforce have the right level of IT skills to use the available technology. During the pilot phase of the new mobile data terminals, the project team and ICT department worked closely with frontline officers to make digital usage more 'user friendly'. This has resulted in excellent through understanding of what officers need at an operational level and is complemented by the previous experience of the mobile data software provider.

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[3] Terrorism, civil emergencies, organised crime, public order, child abuse, cyber

The force's ambitious volunteering programme includes voluntary PCSOs who are more visible in communities to help reassure the public. The force is now working to identify gaps, and to align volunteers who have specialist skills to voluntary roles, while at the same time appreciating their needs and their motivation for volunteering. Many of the force's volunteers are students, one of whom works in the criminal investigation department and is conducting research as part of their dissertation.

The force recognises that over the next year it will lose a number of senior women officers and detectives. It has put in place a succession planning process to identify the skills needed at chief inspector level and above. The force is advertising externally for a chief superintendent and is working to understand the barriers which might prevent or dissuade officers from moving into investigations.

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

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

The force is working well with other agencies to manage demand for services and continues to consider other options for further collaboration. The force can demonstrate that this collaboration reduces cost and increases resilience and capacity. These collaborations also aim to improve services for local communities. The force collaborates and works extensively with other police forces, the private sector, and a range of other local public sector partners. In total, the force reports that it provides 41 percent of its policing services with partners. Only incident response, neighbourhood policing and criminal investigations (not including homicide and kidnap) are provided solely by the force.

Working with forces on a regional level provides increased resilience and capacity. It includes operational functions such as roads policing, firearms, dog handlers, as well as tackling serious and organised crime and major crime. A regional criminal justice service also handles crime file preparation, victims and witnesses, police-led prosecutions and the central ticket office. Forensic science services and legal services are also provided. In addition, Lincolnshire is part of a regional project which provides video links between police and courts, reducing the need for officers to travel to court in order to attend in person.

In April 2012, Lincolnshire Police signed a contract with a private sector company which provides support services and some operational functions, including call handling. The contract is expected to deliver approximately £36m in savings over the ten-year contract period. Although the cost of the contract varies from year to year, it is guaranteed to deliver savings of £3.9m each year. Savings achieved to date have exceeded this amount. .

The force continues to look for ways to use its existing police estate more effectively and efficiently. These include collaborative working arrangements with local partners such as sharing office space with local authority offices and running a patrol and neighbourhood policing base from a local fire station. A successful Home Office Police Innovation Fund bid has enabled the force to develop a joint fire and police headquarters and set up a 'blue light campus' in Lincoln which puts together police, fire and ambulance services. The force has also identified other efficiency opportunities, such as joint call handling provision, as part of this collaboration.

Collaboration benefits

The benefits of collaboration and outsourcing have resulted in financial savings, as well as an improved police service with increased capability, capacity and overall resilience.[4] The savings released from the most recent collaborations have been reinvested into the force, moving and creating new police roles to meet increasing demand in areas of highest threat and harm. For example, 33 new posts have been created in public protection and investigations, which investigates rape, child abuse and online child sexual exploitation.

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[4] HMIC inspected the EMSOU collaboration in 2013 and produced a report on savings and other benefits.

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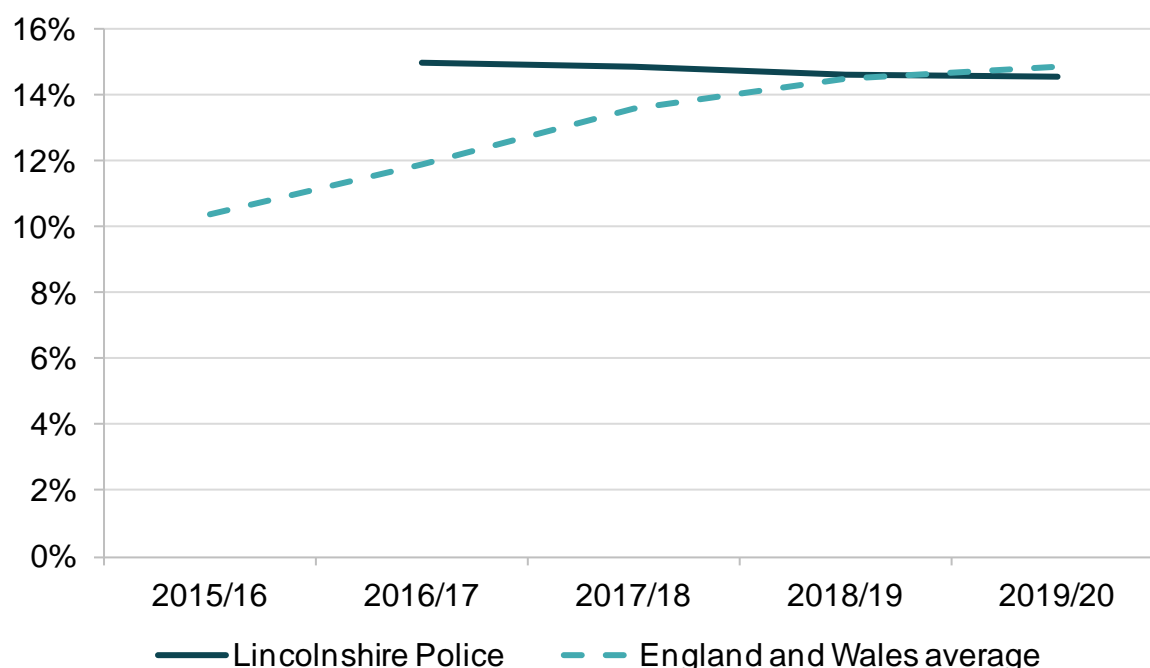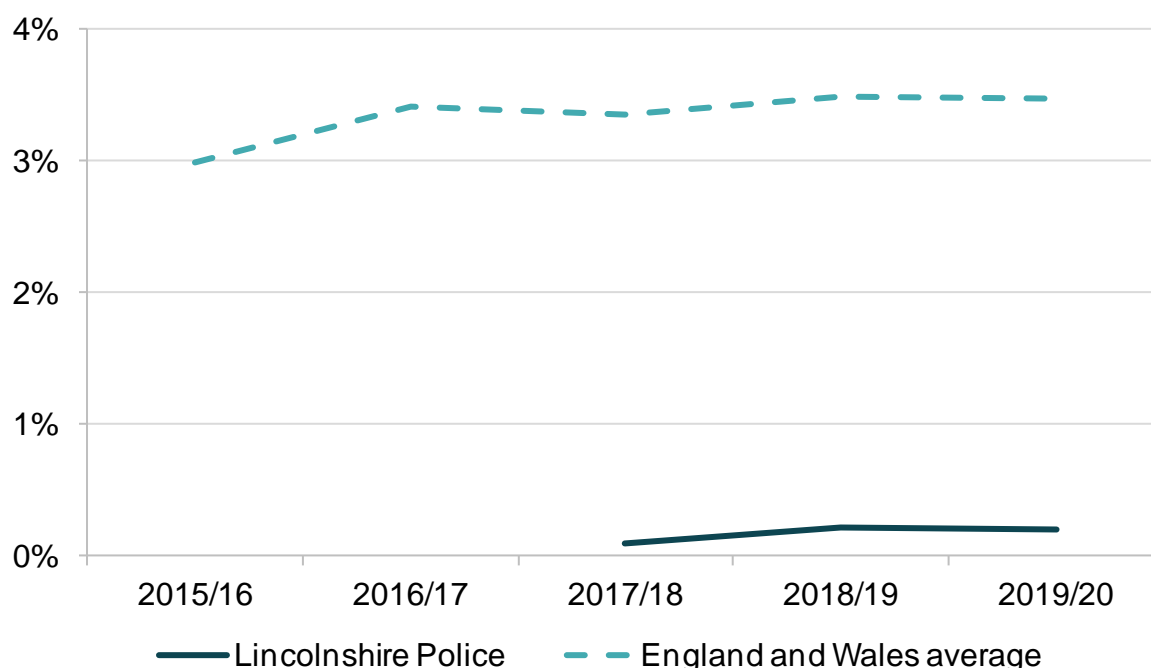

Source: HMIC Efficiency data collection
Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. West Mercia Police and Warwickshire Police stated that all of their net revenue expenditure is spent in collaboration.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

Lincolnshire Police has forecast that it will spend £16.6m in 2016/17 on collaboration with other police forces. This is 15.0 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £17.1m (14.6 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 Lincolnshire Police, compared with England and Wales, on collaboration with non-police organisations in the 12 months to 31 March 2016 to the 12 months to 31 March 2020

Lincolnshire Police — England and Wales average

Lincolnshire Police could not provide data for 2016/17. For 2019/20, the force has forecast that it will spend £0.2m (0.2 percent of NRE) on collaboration with non-police organisations. This is lower than 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 force has taken steps to strengthen its benefits realisation arrangements. In the past, if a business case existed, the benefits were non-specific with little evaluation or benefits realisation. In February 2015 the force adopted a new way of handling calls. Often referred to as 'THRIVE', this gives control-room call-takers the autonomy to assess the call based upon threat, harm, risk, investigation opportunities, engagement and victim needs. A scoping exercise which took place before the

system was introduced found that if the force could improve how calls were managed, officers working on the front line would have more time to deal with the most important calls and the public would receive a better service. The project is evaluated every six months against quantitative measures, for example, by length of call, answering times and officer attendance times, as well as qualitative measures, including surveys of the public and of officers. As well as measuring the efficiency gains of this investment, the force also identified unintended outcomes against its outsourcing contract, for example, an increase in cost or an impact on service from less stringent performance indicators as the new triaging approach was implemented. The percentage of incidents where officers do not attend has increased, and the incident resolution team, based in the control room, deal with 23 percent of all routine and non-attendance incidents.

The force's understanding of benefits realised from the recent introduction of mobile data devices, body-worn cameras and fleet usage monitoring remains anecdotal until it has been evaluated fully. To reduce costs and operate more efficiently, the force has started a priority-based budgeting exercise which scrutinises the cost of delivering services against the priorities established in the police and crime plan and force strategic threat and risk assessment. This is not the first time such a review has taken place, and it is recognised that it will be extremely difficult to find further savings unless some services are reduced or stopped, as because savings will need to come from cutting officer and police staff numbers.

Summary of findings

Good

The force uses its resources well to manage current demand. It has a good understanding of the cost and quality of current service levels and it prioritises resources to meet demand.

Last year, the force identified that its operating model did not match the demand it was experiencing or was likely to experience in the future and consequently started to develop new ways of working. The force has undergone significant structural change since 2010. Implementation of the new policing model redirects resources to deal with potential problems before they become critical, rather than being reactive and demand-led.

Some opportunities exist to increase the efficiency of the ways the force provides its services, but it is very unlikely that these alone will identify the savings needed to maintain current service provision. To reduce costs and operate more efficiently, the force has started a priority-based budgeting exercise which will scrutinise the cost of

delivering services against the priorities established in the police and crime plan and force strategic threat and risk assessment.

The force has a very good understanding of its workforce's skills and capabilities. The force's digital skills and requirements are understood and resourced appropriately.

The force is working well with others to manage demand for services and continues to consider other options for further collaboration. The force is able to demonstrate that its collaboration with others reduces cost, increases resilience and capacity.

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 Lincolnshire Police's plans are credible and achievable while at the same time are creative and ambitious. This included how far it is aiming to improve efficiency through its workforce plans, collaboration plans, financial plans, ICT plans and approaches to risk.

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

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

Matching resources to demand, organisational priorities and financial requirements

The force's projected workforce model, and planned use of assets to match demand, and organisational priorities meet future financial requirements, but it has made important assumptions regarding its future police grant settlement to help balance the budget.

The force provides policing services to the communities of Lincolnshire at one of the lowest costs per head of population in England and Wales in 2015/16. It has a small workforce and relies heavily on local funding. It has entered into local partnerships, has outsourced to the private sector, and has undertaken extensive and wide ranging collaborative working. This allows it to save money and work more efficiently.

In 2015/16, the force made non-pay related savings of £1.9m. These were achieved by reviewing running costs, workforce re-profiling, regional collaboration and capital financing charges. The force continues to look at other ways to save and invest and is in discussions with other forces in the region to look at other functions which could

be provided collaboratively. These include professional standards and some intelligence functions. It is also re-assessing its current police estate for further co-location opportunities with the local authority and blue light partners.

During 2016/17, expenditure has increased significantly because of external cost pressures. The force report these additional costs amount to £6m and include £1.8m for the removal of the national insurance rebate for contracted-out pension schemes; £1.2m for PCSO funding after the county council reduced its contribution; and £0.7m for pay awards for officers and staff together with increased ICT and contract costs including those from the Home Office. The issue worsened after the police grant settlement was reduced by £0.3m compared to the previous year.

Investing in ICT

Lincolnshire Police plans for the development and implementation of its information systems and it takes a proactive approach to new IT developments. It consults its workforce about the use of technology. ICT services are outsourced. As part of this contract, the company has developed the force's ICT strategy, updated and upgraded the majority of the force's desktop hardware, removed several old applications, invested in a purpose built data-centre and moved applications to this centre. The contract provides more effective digital systems, and integrity testing of the systems shows that they are secure and fit for purpose. The force considers its IT department to be functioning well and is resilient.

Investment in an integrated system brings together duties management, finance, human resources, learning and development and procurement. This means the force has a more comprehensive understanding of resource and deployment.

The geography of the force area means that a mobile data solution is more challenging. After conducting trials of different devices and learning from other forces, it has provided hand-held mobile data terminals and body-worn cameras to all its frontline officers. This means they have instant and practical access to police systems and processes, which means that they can work anywhere.

ICT collaboration is extensive across the East Midlands region. The most recent collaboration is in the development and implementation of a common operating system across the five forces in the region. Lincolnshire Police successfully obtained funding on behalf of regional forces, from the Home Office innovation grant scheme towards the costs of implementing this operating system. The force led this collaboration, using the expertise of its ICT department, and it will result in financial savings for those forces who adopt the system. For Lincolnshire Police it will improve the nature, visibility and resilience of policing overall.

The force is also involved in regional work to improve criminal justice services. The next potential area for IT collaboration is command and control. The force looks at ways that technology can support business change and process improvements and

has introduced continuous improvement training. It recognises it needs to use data analytics to inform deployment and public engagement tools to ease demand.

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 Lincolnshire Police's future plans are prudent, robust and based on sound assumptions about future demands and costs, while at the same time being ambitious enough to meet public expectations, including identifying new ways of working and providing services in the future.

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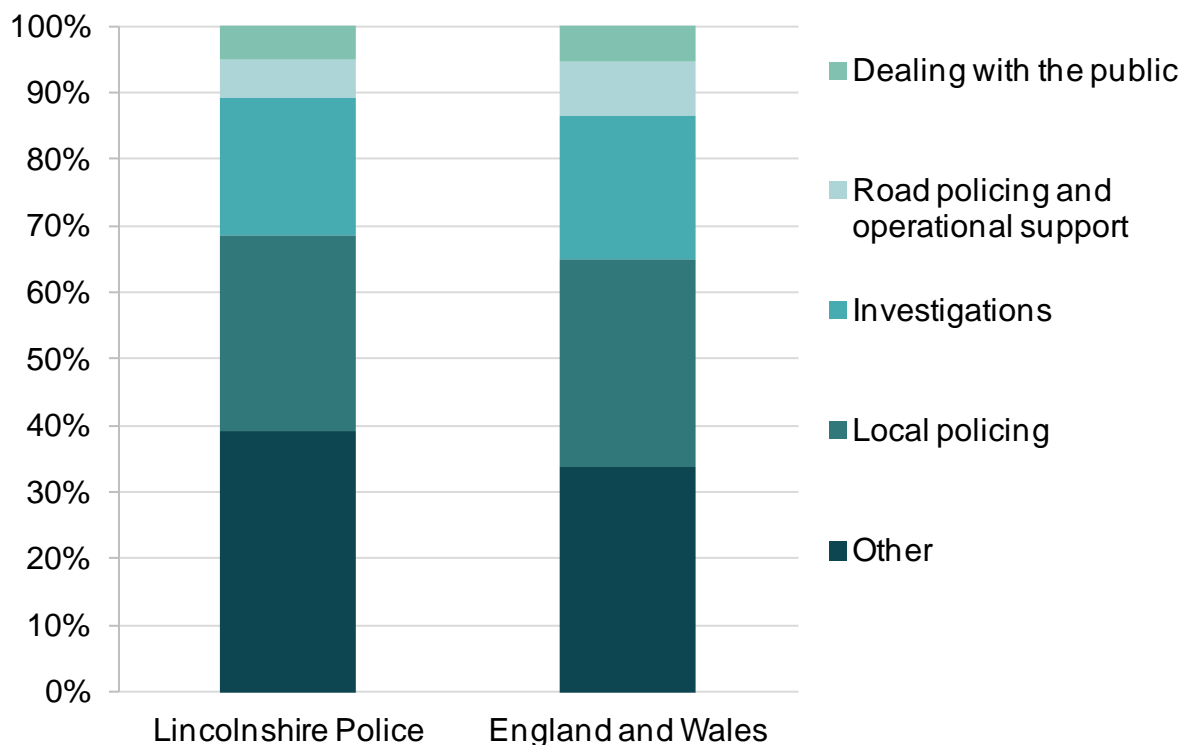
Source: HMIC Efficiency data collection
For further information about the data in figure 7 please see annex A

Work conducted by the Home Office in 2015 on a revised police funding allocation formula estimated that Lincolnshire Police could expect to receive an additional £8m of government grant each year. In March 2016, the government announced that the application of this revised formula would be suspended. The force had initially prepared a medium term financial plan which assumed that by the end of the planning period in 2019/20, a revised police funding formula will be in place and Lincolnshire's share of government grant will increase by £6m per annum. The force

also made the assumption that the increased grant would be phased through a transitional arrangement with an increase of £3m in 2017/18 and £4.5m in 2018/19, rising to the full £6m increase in 2019/20.

The level of funding that the force receives from local taxpayers, known as a council tax precept in 2015/16 represented 37 percent of the force's gross revenue expenditure. Even with an increase in the precept paid to policing of 2.3 percent in 2016/17, the force is still unable to bridge the funding gap without the use of reserves and the assumed transitional arrangements. If transitional funding is provided, the force reports it will need to draw £2.5m from reserves to balance the budget for 2016/17 and, for the remaining period of the medium term plan to 2019/20, a further £2.6m will be used from an earmarked reserve for 'budget flexibility'.

Planning for the future

In light of the continuing uncertainty over government changes to the police funding formula, the force is now developing alternative credible and practical financial and workforce plans built on a realistic assumption that it might receive neither the transitional arrangement funding nor the £6m increase in its annual grant from a revised police allocation formula. These contingency plans are subject to sensitivity analysis and scenario planning and it will mean that the workforce, including police officers, will be significantly reduced in numbers. The plans are based on prudent assumptions, for example, that council tax precept will be increased by 2 percent per annum and the plans take into account additional cost pressures from an: apprenticeship levy; the mobile technology project to replace 'Airwave', the national police radio system; and potential future grant reductions.

In order to make these savings and balance its budgets, the force will need to reduce significantly the number of officers and PCSOs, as well as the staff who support these frontline services. The force is using a priority-based budgeting exercise to model potentially significant service level changes, which will mean that many services will be reduced.

Final decisions will be taken during autumn 2016, once the priority-based budgeting exercise has been completed. As part of this exercise, the force will examine working practices in other forces and similar organisations very closely and will make a decision, with the police and crime commissioner which services to cut, based on risk, harm and threat to the communities of Lincolnshire. The force is also planning to review the current workforce mix to ensure that the people with the right skills are in the right posts and, where warranted powers are not essential, to weigh this against the ability of the force to be able to respond flexibly to new and emerging risks.

There are already clear signs that the force is working at or near maximum capacity. For example: both officers and staff report that it is very hard to be released from their day-to-day duties for training or maintaining continuous professional development accreditation. Since March 2016, the force report higher levels of sickness, with those who are sick suffering from higher rates of mental stress. Officers are carrying over more leave days because they find it harder to take that leave, and police staff report not being able to take accrued time owed, which is then cancelled if not taken in a set period.

Importantly, although the recently implemented policing model did create new posts in areas of the force where there was increased demand – for example, in child abuse and sexual violence investigations and crimes committed online – it did not actually create any additional posts. Instead, as a result of efficiencies brought about by the improved use of technology and collaboration any freed-up posts were moved across to these departments.

In a low-cost force, where many policing functions are either outsourced or carried out in extensive collaboration with regional forces or local partners, there is increasingly very little ability to make further efficiency savings. It is highly likely that there will be service loss or cuts if further savings are required.

To what extent does the force fund its investments sustainably?

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

Saving to invest for the future

The force has taken steps to reduce costs year on year and, historically, through regular under-spending, it has made further investments and contributed to building up good reserves. The police and crime commissioner is accountable for reserves and the reserves strategy. General reserves stand at £5.6m which is five percent of gross revenue expenditure, which is within the recommended level by CIPFA for

prudency.[5] Earmarked reserves are being depleted and may deteriorate further if there are no transitional financial arrangements in place as reserves are used to balance the budget.

The police and crime plan is supported by a number of strategies that cover the main assets of the force. These include ICT, fleet and estates. These plans are reviewed every year to ensure the best use of resources and value for money. There is also planned capital investment in these areas, for example in a replacement programme for vehicles which will see the force using smaller, more efficient vehicles used in crime support roles.

The ICT plan includes the completion of several important projects including mobile data, body-worn cameras and agile working initiatives. The force has identified the need to assess a new command and control system, which will improve the way the force works, maximise its ability to collaborate with regional forces and realise the benefits of mobile broadband technology.

The force takes a forward-looking approach to investing in ICT to improve operational efficiency. In addition to the agile working solutions already described, it is developing and implementing digital case files within the Niche IT operating system to support further improvements in criminal justice efficiencies. It is also developing online payments for firearms licensing. Proposed developments in new technology include bringing the child abuse images database into the mainstream, existing technology and introducing a new tiered process for e-forensics analysis.

Working together to improve future efficiency

The force works well with other agencies to improve its future efficiency. It is also looking at other ways of providing policing services as part of its priority-based budgeting exercise and it has developed an evidence-based policing forum. This group is reviewing research from the East Midlands police academic collaboration to put into practice 'what works'. In addition, the 'blue light' collaboration offers further opportunities to improve efficiency and will bring together frontline and support services to provide more cost effective services.

The force is developing a new approach to offender management and is working with partners from the county council and the offender management service sector to develop proposals for local control and delivery of offender management and the prison estate.

Lincolnshire Police works with partners to improve safeguarding of vulnerable people and as a result of the new policing model has enhanced its 'inter-agency safe team', which is focused on child sexual exploitation. It has now put its new online grooming

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[5] CIPFA, the chartered institute of public finance and accountancy is the professional accountancy body specialising in public services.

team, internet child abuse team and the central referral unit in one location. The co-ordinated teams can deal more efficiently and effectively with local and national referrals and also take a more proactive approach.

Summary of findings

Requires improvement

The force has done what can be reasonably expected to become efficient, to maximise value for money for the tax payer while providing an effective policing service to the communities of Lincolnshire. It was one of the lowest cost forces per head of population in England and Wales in 2015/16. It has a small workforce which relies heavily on local funding. It has entered into local partnerships, has outsourced to the private sector, and has undertaken extensive and wide ranging collaborative working. This means it saves money and brings a more efficient approach.

Despite this, the force is unlikely to be able to maintain the level of service it provides to the public in the future if it has to make further savings by the last option available to it; reducing further frontline police officers and PCSOs. It is likely that there will be service loss or degradation of policing services in Lincolnshire if further reductions are made to the workforce.

The force is in this position through no fault of its own, its leadership or that of the newly elected police and crime commissioner. As a low cost force, with many policing functions either outsourced or run in collaboration with either regional forces or local partners, there are very few opportunities available for making further efficiency savings. HMIC has had to judge the force as requiring improvement in terms of its ability to plan for future demand, but recognises that the force has acted responsibly and reasonably in striving to become one of the most efficient and cost effective forces in England and Wales.

The force's projected workforce model and planned use of assets to match demand and organisational priorities meet future financial requirements but it has made important assumptions about its future police grant settlement in order to balance the budget. The force is developing credible and practical financial and workforce plans built on a realistic assumption that it might receive neither the transitional arrangement funding nor the grant from a new police allocation formula. These contingency plans are subject to sensitivity analysis and scenario planning and result in significant workforce reductions, including police officers. The force is using a priority-based budgeting exercise to model potentially significant service level changes with many services being reduced.

Area for improvement

- Notwithstanding the difficult circumstances, Lincolnshire Police should continue to develop more detailed plans in relation to how it will continue to provide services, with regard to potential changes in future funding arrangements.

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