



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of Norfolk Constabulary



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Introduction

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

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

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

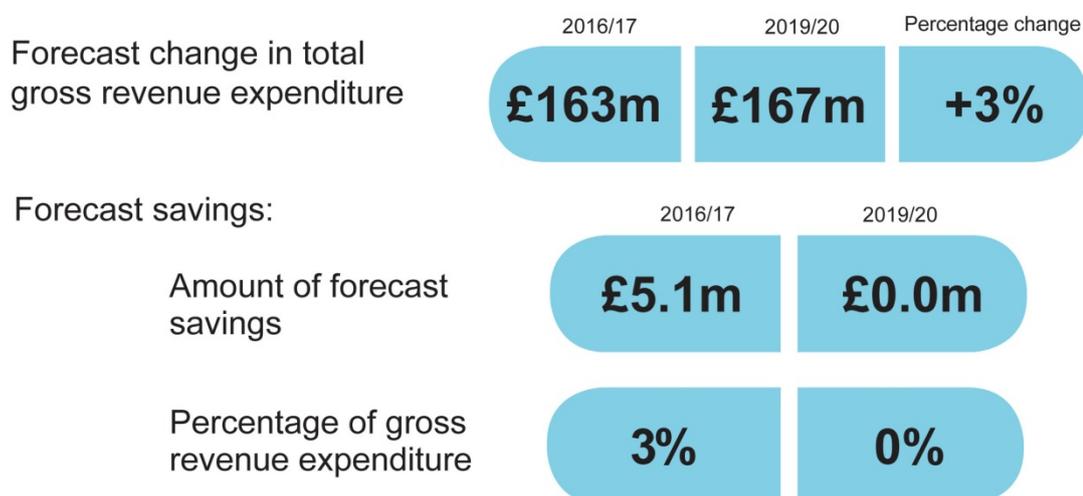
HMIC's efficiency inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings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

Reports on Norfolk 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.

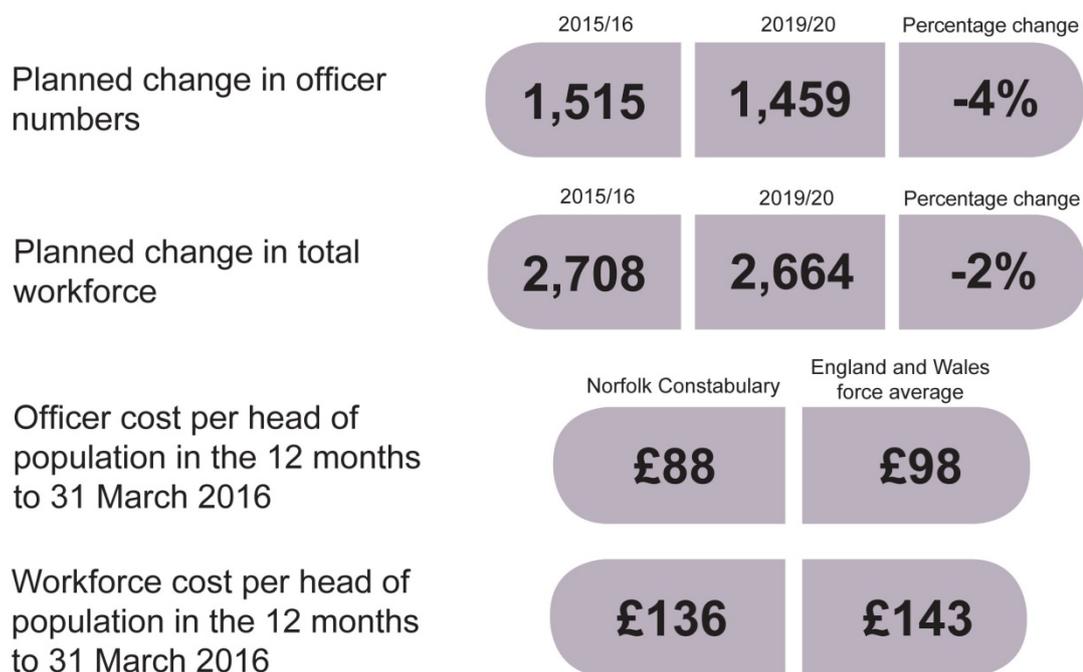
Force in numbers



Financial position



Workforce





Calls for assistance

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

Norfolk Constabulary

100

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

50

2015/16

54

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

Norfolk Constabulary

+8%

England and Wales force average

+9%



Victim satisfaction

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

Norfolk Constabulary

89%

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

Norfolk Constabulary has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime. The force's understanding of the current and likely future demand for its services is outstanding. It prioritises its activities effectively to manage demand and collaborates widely to achieve savings and improve services. It has sound financial and organisational plans and continues to identify savings and to invest in the future. In last year's efficiency inspection, Norfolk Constabulary was judged to be outstanding.

Overall summary

Norfolk Constabulary is continuing to provide a cost-effective and efficient service to the public that keeps people safe and reduces crime. The force's understanding of current and future demand for its services is outstanding and has highly effective processes to continue to develop its understanding. It is involved in the Better Policing Collaborative, a joint venture involving a number of universities as well as the organisation Skills for Justice, which gives it a better understanding of what works and allows it to make future decisions based on strong evidence. It has effective processes to help it understand and lessen the likely effect on its services of reducing resources in other agencies it works with. The force has a clear focus on protecting the vulnerable and identifying those crimes that victims may be reluctant to report, such as domestic abuse and modern-day slavery. Through consultation with the public, the force has a good understanding of the public's expectations.

The force is good at using its resources to manage current demand. It makes effective decisions about using its resources in line with police and crime commissioner and force priorities. Its collaboration with other police forces, emergency services and public-sector organisations to provide savings and better services to the public is impressive, and includes sharing premises, costs and staff. In a collaboration with Suffolk Constabulary, three large software platforms have been installed across both forces to improve interoperability, reduce costs and increase efficiencies. The force uses software to model demand and staffing levels, but it needs to continue to develop its understanding of its workforce's capabilities

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

and identify and swiftly address any gaps to ensure it has sufficient capacity and capability to manage demand. It has a good understanding of the costs of its services, and is working with external consultants to help it understand what its spending achieves. The force continues to look for ways to improve its efficiency and save money.

Norfolk Constabulary is good at planning for demand in the future. It has developed financial and organisational plans that are practicable, credible, based on sound planning assumptions and focused on changing the way the force provides and improves services for the public. However, the force needs to ensure that it has identified the future skills required by the workforce to implement these plans. Norfolk Constabulary has an impressive record of collaborating with other police forces and other public-sector organisations such as Norfolk Fire and Rescue Service, local councils and mental health practitioners to improve the services it delivers. Although it is good at realising the benefits of its investment in most areas, it needs to do more to realise fully the benefits from its investment in ICT. However, its ability to fully utilise mobile technology is hampered by poor 3G and 4G coverage in the region.

Recommendations

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

Areas for improvement

- Norfolk Constabulary should develop a better understanding of how the benefits of investing and using ICT affect its ability to meet current and likely future demand efficiently, with a view to updating its ICT strategy.
- Norfolk Constabulary should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to efficiently meet current and likely future demand.

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

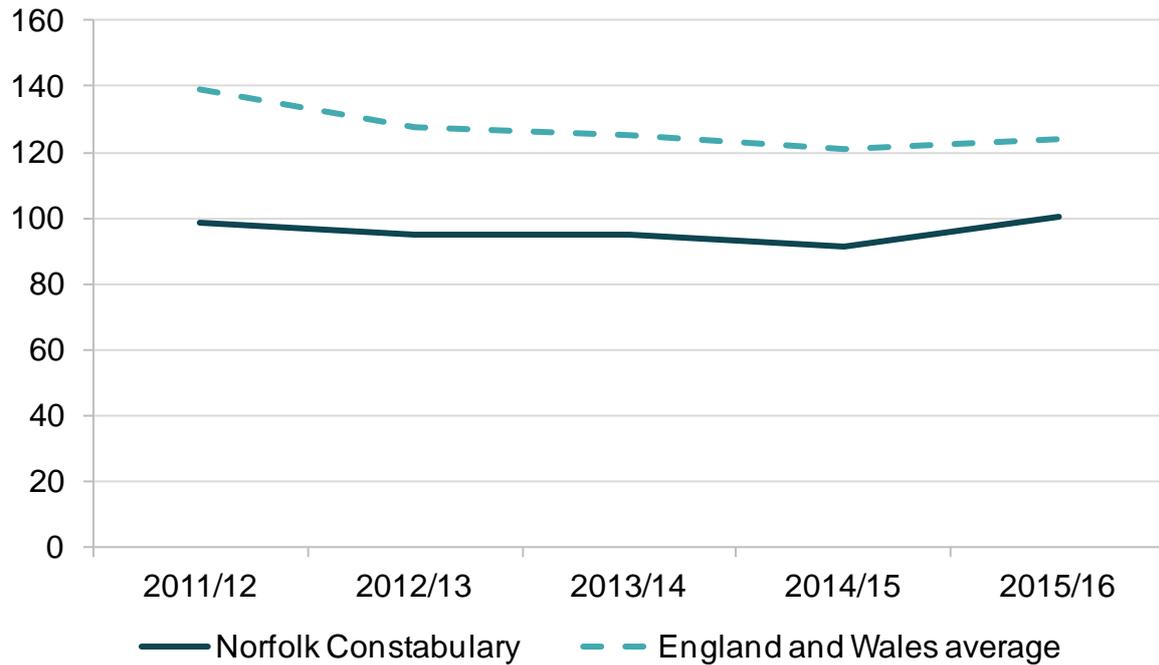
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for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

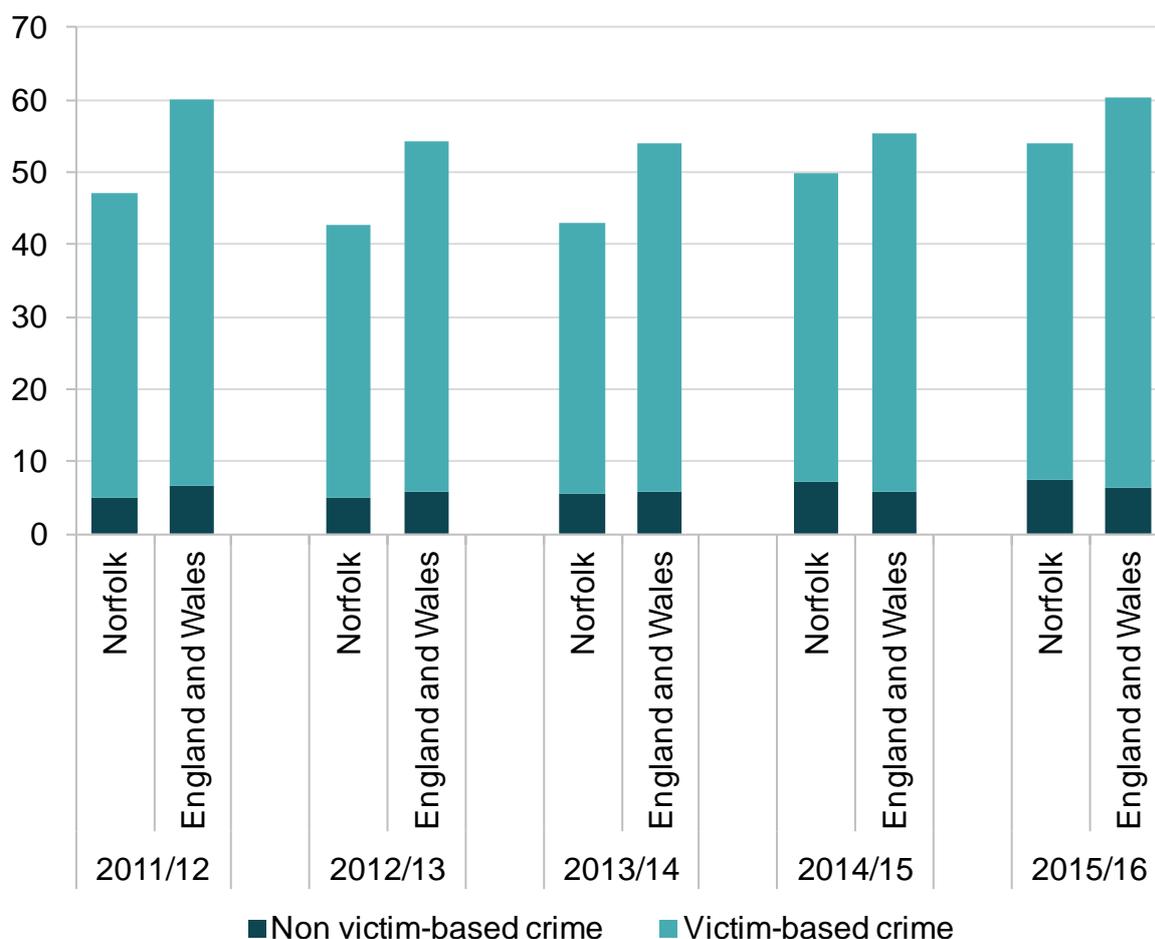


Source: Home Office Annual Data Requirement

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

Norfolk Constabulary received 100 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was lower than the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the constabulary received 99 '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 Norfolk 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

In respect to police recorded crime for the 12 months to 31 March 2016, Norfolk Constabulary recorded 46.3 victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Norfolk Constabulary recorded 7.6 non victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been an increase in the victim-based crime rate of 10 percent and an increase in the non victim-based crime rate of 53 percent since the 12 months to 31 March 2012.

Norfolk Constabulary has a comprehensive understanding of the current demand for its services. In HMIC’s 2015 efficiency inspection, we found that the force had a very good understanding of its current demand and has undertaken additional activities to enhance this. These include mapping demand at different times of the day, and reflective diaries written by over 250 frontline staff, capturing their work in detail in order to understand fully the services they provide to the public. There is also

extensive consultation with staff as part of the Norfolk 2020 Challenge Programme.² In addition, the force works closely with Norfolk Fire and Rescue Service to understand demand better across both services. The results of these activities are analysed against accepted academic principles as part of the Better Policing Collaborative.³ This has enabled the force to gain a comprehensive understanding of its current demand, both in terms of responding to calls for assistance and preventing incidents occurring.

The force continues to develop its understanding of demand that is less likely to be reported. It is developing a detailed understanding of the breadth and depth of this type of demand that is less likely to be reported and works with a wide range of partners to uncover hidden harm within Norfolk communities. The force works with a national charity that represents survivors of honour-based violence and forced marriage to gain a greater understanding of the scale of these issues across the county. It has also established a survivors' panel for victims of domestic abuse to help improve training in how officers respond to and support victims of domestic abuse.

The force is undertaking work in areas such as the effect of dementia on police demand, the scale of malicious communications such as 'sexting', online fraud and child neglect, to uncover likely hidden demand. It has also taken steps to understand better the link between demand and vulnerability to identify gaps in its policing service and is developing plans to address gaps and increase reporting. The force has rigorous processes in place to challenge itself continually to understand demand and inefficient activities through the Norfolk 2020 Challenge Programme.

Norfolk Constabulary uses evidenced-based policing through the Better Policing Collaborative to scrutinise areas of demand across the force and other services to identify improvements in service and reduce demand. The force has a rigorous process of assessing existing academic research in specific areas, engaging with the workforce to seek their views, piloting new initiatives and robust evaluation through external academic institutions, before ideas are adopted. For example, the University of East Anglia evaluated the benefits of mental health triage within the force control room before it was introduced.

² The Norfolk 2020 Challenge Programme undertakes detailed analysis of the policing services delivered by the force to drive improvements in public service and identify efficiencies in both time and money.

³ The Better Policing Collaborative is a joint venture involving a number of universities as well as the organisation Skills for Justice. It provides an opportunity for the force to apply an academic evaluation of specific areas of policing, providing the force with a better understanding of what does and doesn't work and allow it to make future decisions based on strong evidence.

Another example is a review of how the force investigates reports of burglary, which analysed the factors that offers the most effective opportunities to identify the offender, such as named suspects, forensic retrieval and CCTV. This has resulted in greater clarity on which resource undertakes which activity to reduce duplication and the time spent at scenes, while increasing the likelihood of identifying the offender.

In addition, the force, together with Suffolk Constabulary, is looking at how reduce internal demand and inefficient processes by drawing on evidence of good practice that has been evaluated independently, and on ideas from outside policing used to reduce inefficiencies.

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.

Norfolk Constabulary's understanding of potential future demand for services is good and the force uses its current understanding of demand to make predictions for the future. It has also considered where changes in society will affect policing and alter public expectations, such as increased use of technology and the desire to do more online. The joint performance and analysis department with Suffolk Constabulary has been commissioned to undertake specific research into areas such as how dementia will affect police services, malicious communications including the under reporting of 'sexting', honour-based abuse, online fraud, property crime and child neglect. In total, research into 20 areas has already been completed, with a further five areas in progress. This analysis is based on firm academic principles incorporating academic literary reviews as part of the joint evidence-based policing collaborative with Suffolk Constabulary.

The force has effective processes in place to identify and lessen the impact of reducing resources in the agencies it works with that may affect the demand for police services. Members of the force from various ranks sit on a wide range of multi-agency boards to ensure they work together effectively. While there is no specific threat and risk assessment to assess the risk of withdrawal of resources, these issues have been identified and the force is commissioning further work to measure the impact where necessary. For example, the potential reduction in children's services funding within the multi-agency safeguarding hub has led the hub's management board to create a 'futures' document.

Norfolk Constabulary has a good understanding of the public's expectations, developed through undertaking wide ranging consultation with the public at force and local level. The force undertook a community safety survey in 2015 through the Better Policing Collaborative, with over 3,000 responses across both forces, to identify the public's concerns and expectations about the police.⁴ The joint performance and analysis department has conducted further research that makes extensive use of academic sources to understand public expectations.

At a local level, policing districts have worked with local communities to find out how to improve their relationships with them and understand local community expectations better. An example of this work and its outcomes is in the King's Lynn district, where members of the public in the North Wootton area prefer electronic communication with their safer neighbourhood team, while those in the North Lynn safer neighbourhood team area prefer face-to-face contact.

The police and crime commissioner (PCC) is currently working with the public to develop the police and crime plan and the force is conscious of potential overlap in this work. The force has held back from conducting its own work with the public during this period and plans to use the results of the PCC's consultation work in the creation of his own plans.

Norfolk Constabulary recognises that it could improve the services it provides electronically to the people it serves and in response has developed a digital strategy. The force plans to change the way in which it uses its public facing website and has engaged with volunteers to assist in designing future services and is considering implementing a digital hub to manage real-time communication with the public. At present, members of the public cannot report crimes online or monitor the progress of an investigation.

Summary of findings



Outstanding

Norfolk Constabulary has been assessed as outstanding in how it assesses its current and likely future demand. The force has rigorous and highly effective processes in place to challenge itself continually to understand demand and inefficient activities through the Norfolk 2020 Challenge Programme. The force works with others and academic institutions to identify and evaluate what works through the Better Policing Collaborative. It has effective processes in place to identify and lessen the effect of reducing resources in other agencies it works with and has a good understanding of the public's expectations.

⁴ Community Safety Report 2015/16 Norfolk and Suffolk, Better Policing Collaborative.

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

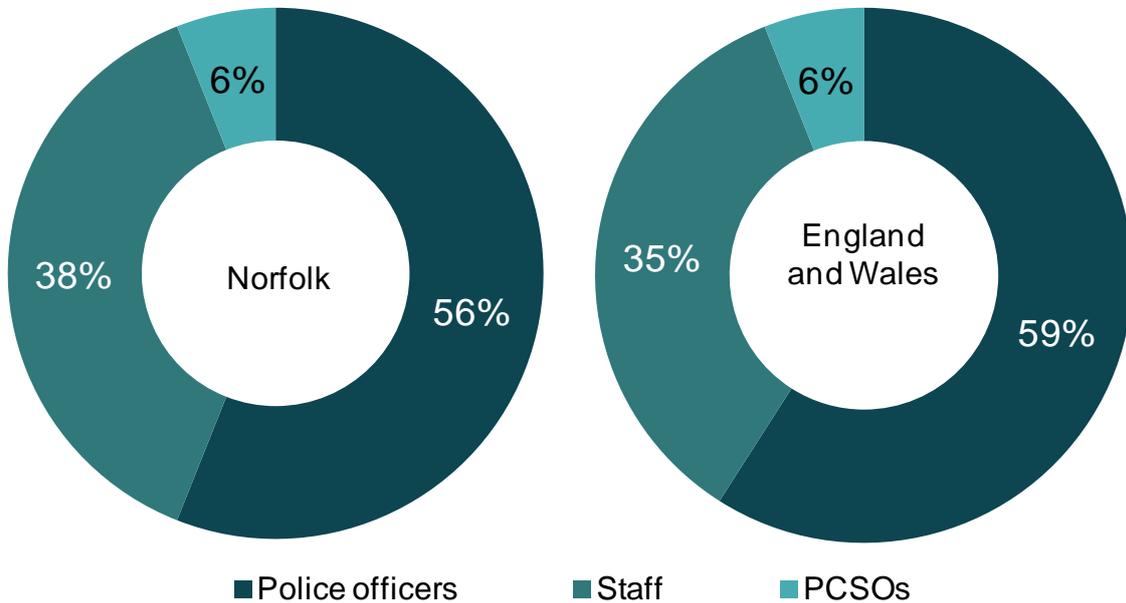
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Norfolk Constabulary has the right people with the right skills in the right place to protect the public and to fight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

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

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

Police forces need to consider many factors when deciding how to allocate their resources, including all elements of demand, local risks and priorities, and their national responsibilities. We look at how well Norfolk 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 Norfolk 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 56 percent of Norfolk Constabulary's workforce. This was broadly in line with the England and Wales average of 59 percent. The proportion of staff in Norfolk Constabulary was 38 percent, broadly in line with the England and Wales average of 35 percent. The proportion of police community support officers in Norfolk Constabulary was 6 percent, 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 Norfolk 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	1,662	-9%	-14%	1,515	-4%	-2%	1,459
Staff	1,119	-9%	-21%	1,023	-1%	-5%	1,015
PCSOs	275	-38%	-35%	171	11%	-6%	190
Workforce total	3,056	-11%	-18%	2,708	-2%	-3%	2,664

Source: HMIC Efficiency data collection

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

Managing demands for police services

Norfolk Constabulary is good at prioritising its activities to manage demand for its services, and makes clear decisions on priorities and resourcing that are in line with the PCC's and force's strategic priorities. The force prioritises its resources based on a sound analysis of current demand and a growing understanding of future demand together with a good understanding of public expectations gained from extensive public consultation. The force sets its priorities within the strategic threat and risk assessment and outlines how it proposes to minimise threat and risk in a control strategy. It aligns its resources with the PCC's police and crime plan and sets its finances to support this activity. The force sets its operational deployment of resources through a mature governance process involving quarterly, monthly, weekly and daily meetings.

In addition, the force continues to develop its understanding of how to measure the true impact of crime according to the damage inflicted on victims rather than counting the types of crimes reported. The 'Cambridge Harm Index'⁵ is currently being considered as a means of developing performance measures that are more relevant and meaningful to the public in terms of keeping them safe. The force hopes to use an index of harm alongside outcome-based budgeting to improve how it prioritises its resources and allocates its money to better protect the public.

⁵ The Cambridge Crime Harm Index (CHI) gives a numerical harm score that allows forces to see the relative harm each crime has on a victim. When added to the time taken, complexity for each crime the CHI grading allows forces to consider how it deploys resources.

Norfolk Constabulary consistently sets clearly defined priorities and matches resources against them. Service standards and performance are monitored with scrutiny provided by the PCC. Performance and service standards are set within the PCC's police and crime plan and the force's performance is scrutinised at the public accountability forum. Examples of service standards include reducing incidents of anti-social behaviour, victim satisfaction and the number of domestic abuse incidents that are solved.

The force uses software that can model demand and staffing levels to ensure an appropriate level of service to the public. The force's approach has been to provide a better service for the same cost and through efficient call handing and resolution, making savings by reducing the number of incidents attended.

Norfolk Constabulary is proactively working with other local businesses and councils, the Norfolk Fire and Rescue Service, mental health professionals and voluntary organisations to reduce demand and provide a better service to the public. The force has piloted the use of an early help hub in South Norfolk to provide a single location for a number of public services to act as a one-stop shop to help the public. Following a robust evaluation, a similar hub is now working in Broadland District and is being developed in an additional four locations.

Increasing efficiency

Norfolk Constabulary has a good understanding of the costs of its services and has a proven track record of continuous improvement to increase efficiency.

While the force has a good understanding of the costs of the services it provides, it has less understanding about what outcomes or results it has achieved beyond the standard management of information that is available. The force recognises this and has engaged external consultants to help develop a new approach to allocating money internally, called outcome-based budgeting. This will help the force to understand better what is achieved as a result of spending, rather than how much something costs.

The Norfolk 2020 Challenge Programme team provides a robust and academically evaluated process for continuous improvement within the force as part of the Better Policing Collaborative. All proposed change is evaluated using academically accepted principles with a structured pilot and evaluation process to ensure its effectiveness before roll out to the rest of the force.

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 Norfolk 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

Norfolk Constabulary recognises it needs to do more to identify its current workforce capabilities and gaps across the organisation and is working to address this. At present, it does not have a comprehensive picture of the skills of its workforce at the force level as this was previously the responsibility of local command teams. However, in May 2016, the force reviewed the current and future skills needed by its workforce and identified the necessary training to address this.

Tackling workforce gaps

Norfolk Constabulary has made some progress in response to our findings in last year's efficiency inspection but recognises it needs to do more to identify and swiftly address gaps in capability across the force to ensure its workforce is adequately prepared to meet future demand and changing crime trends.

In 2015's effectiveness inspection, we found a significant number of staff and supervisors who had been waiting for up to 19 months for their Initial Crime Investigators Development Programme course (which focuses on the knowledge, understanding and skills needed to conduct professional and objective investigations, while taking into consideration the concerns and needs of all parties involved). The force has made progress in resolving this issue, having recruited a course trainer. One course has already been given, with further courses scheduled through to December 2016.

The force has identified a staff skills gap for the effective investigation of cyber-crime. It is planning to recruit suitably qualified staff from other forces and is currently trying to recruit staff straight from university.

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

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

Norfolk Constabulary has an impressive record of working collaboratively with other police forces and public-sector organisations to reduce costs, manage demand and provide a more co-ordinated service. The force has an established approach to working with others and recognises that this is not just about savings but should also focus on better public services.

The force collaborates extensively with Suffolk Constabulary in a mature and effective manner that covers operational policing services such as major crime investigation, armed policing and roads policing, as well as business support functions including human resources, finance and ICT. The force is making additional collaborative arrangements with the other police forces across the region (Bedfordshire, Cambridgeshire, Hertfordshire, Essex and Kent) to improve savings, efficiency, value for money and public service even further.

The force already works alongside staff from other agencies to enhance information sharing to protect the vulnerable, and the PCC and the chief constable are keen to expand the concept of working together with a wide range of public-sector organisations to provide a more co-ordinated service to the people of Norfolk. One example is the joint working with Norfolk Fire and Rescue Service, which has co-located its senior management team and the integrated risk management team within the police HQ to reduce costs and enable more effective joint working.

Collaboration benefits

Norfolk Constabulary can clearly demonstrate how it works with others to transform how it delivers services to the public to build resilience, reduce costs and improve services.

The force already collaborates in a mature and effective way with Suffolk Constabulary, which has helped the force to reduce its costs by operating more efficiently, sharing its resources to provide a better and more effective service across both forces. The force has a strong record of achieving savings through collaboration and the force stated that jointly with Suffolk it saved £15m over the last spending review period through collaborative working. Both constabularies are now actively working with other police forces within the region to identify greater economies of

scale in the areas of staff vetting, procurement of goods and services and specialist units to identify and deal with corruption.

The force is actively working with Norfolk Fire and Rescue Service to share premises which will help to reduce estate costs. It currently has a joint facility at Sherringham with an additional three sites identified.

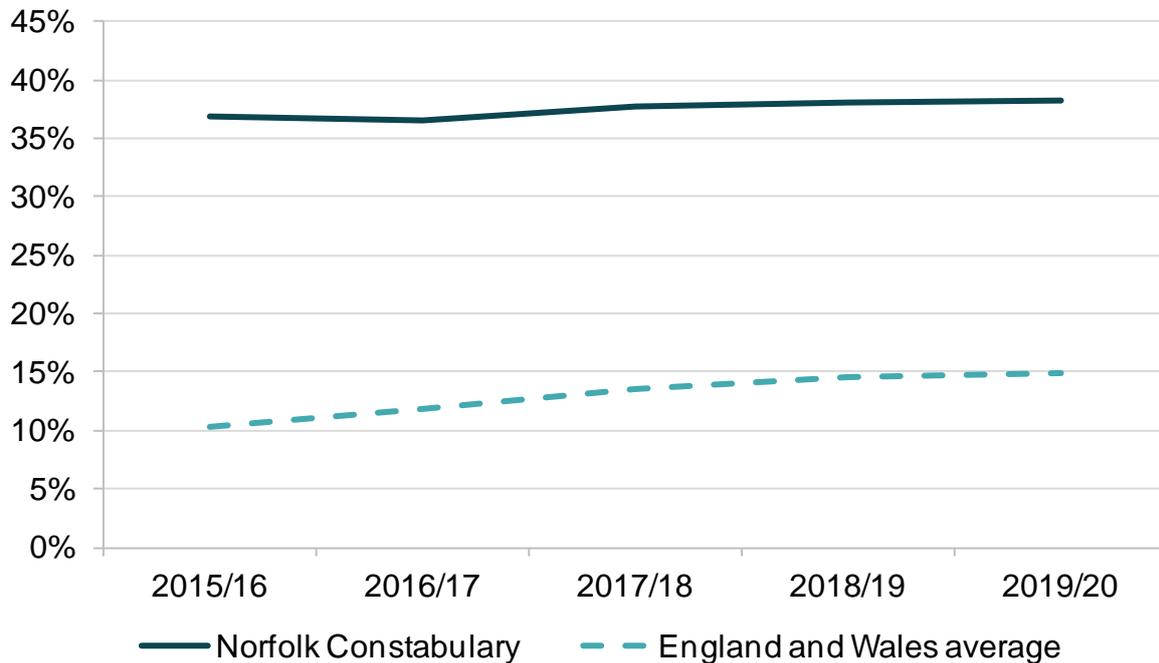
Norfolk Constabulary has highly effective working arrangements with other agencies to manage demand effectively. It achieves this through a wide variety of force level and local initiatives and by sharing costs, premises and staff to provide a more joined-up and efficient service to the public.

A good example is the introduction of an early help hub in South Norfolk. This single location, occupied jointly with other public services, acts as a one-stop shop to help the public. After a robust evaluation, a similar hub is now operating in Broadland District and is being developed in another four locations. Other areas where the force works with others to manage demand jointly include working with health professionals and the voluntary sector to reduce street drinking and managing the night-time economy.

Analysis undertaken by the force identified that a large proportion of its calls from the public involve people with mental health problems. In response, the force now has introduced mental health professionals working within its contact and control room. These specialists provide advice and guidance to ensure that people in need receive the most appropriate care from the most appropriate agency. The force has assessed the impact of this team and found a decrease in the number of people taken to police premises as a place of safety and a decrease of approximately 50 calls a day that would have required police resources for long periods.

The force is also working with Norfolk Fire and Rescue Service to support it when attending certain calls, for example, when people have collapsed or there are concerns about a neighbour. The assistant chief constable for local policing stated that to date, Norfolk Fire and Rescue Service has attended approximately 200 such calls, with only 10 percent requiring further police attendance. The force is looking to extend joint working into community safety.

Figure 5: Projected percentage of net revenue expenditure in Norfolk 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

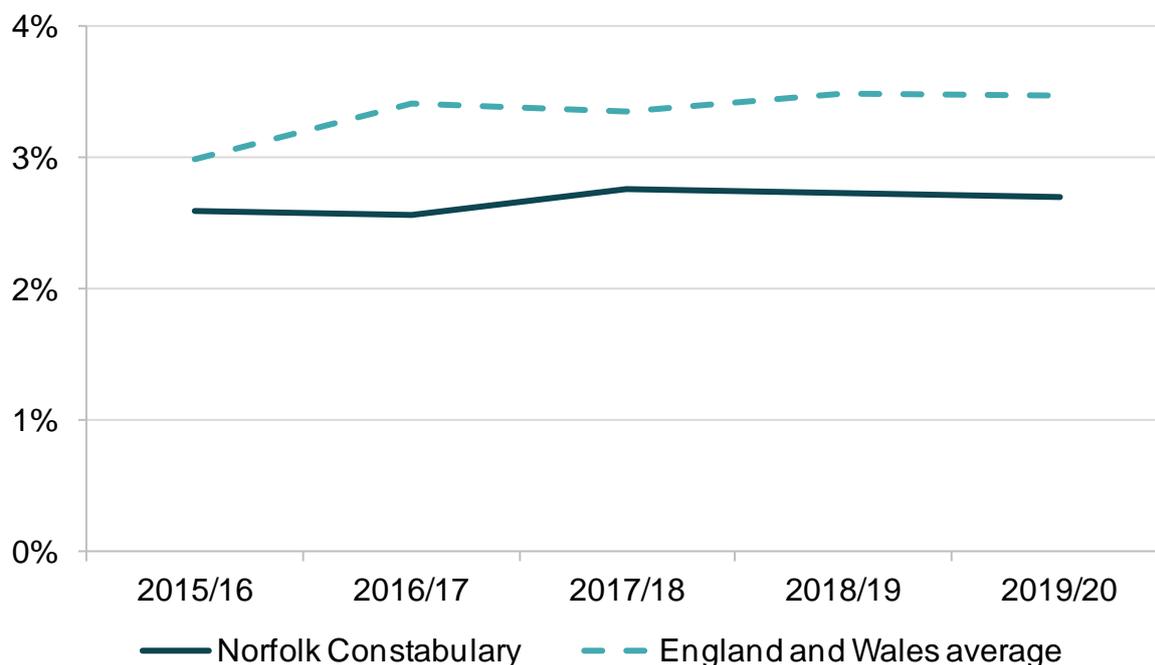


Source: HMIC Efficiency data collection

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

Norfolk Constabulary has forecast that it will spend £54.0m in 2016/17 on collaboration with other police forces. This is 36.5 percent of its net revenue expenditure (NRE), which is higher than the England and Wales average of 11.9 percent. For 2019/20, the constabulary has forecast that it will spend £58.2m (38.3 percent of NRE) on collaboration with other police forces. This is higher than the England and Wales average of 14.8 percent.

Figure 6: Projected percentage of net revenue expenditure in Norfolk 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

Norfolk Constabulary has forecast that it will spend £3.8m in 2016/17 on collaboration with non-police organisations. This is 2.6 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 £4.1m (2.7 percent of NRE) on collaboration with non-police organisations. This is broadly in line with the England and Wales average of 3.5 percent.

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

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

Norfolk Constabulary is good at realising the benefits it has achieved through changing how it delivers its services and by working with others, but needs to do more to realise fully the benefits from its investment in ICT systems.

Together with Suffolk Constabulary, the force installed three large software platforms across both forces to improve interoperability, reduce costs and increase efficiencies. These software applications include a joint command and control system, HR and finance package and crime and intelligence system. The force is also working to provide mobile data to its staff to allow them to work effectively away from the station, increasing their time in their communities as well as helping them work more efficiently.

While HMIC recognises that the implementation of large ICT projects takes time, Norfolk Constabulary needs to ensure that it is getting the most out of its investment in ICT. Staff we spoke with expressed frustration about the increase in time taken to complete routine tasks and the additional bureaucracy due to some ICT platforms not being fully implemented. We will look for the force to demonstrate the benefits of its ICT investment in our 2017 inspection.

Norfolk Constabulary has an effective and established governance programme to manage the impact of changes and how this affects the services it delivers to the public.

The force, together with Suffolk Constabulary, introduced the new crime and intelligence system in October 2015 and were among the first forces to adopt this new system. The forces have appointed a senior police officer to oversee the successful implementation of the new system and also have sought advice from external consultants. The force is making good progress on resolving a number of issues that have emerged since implementation and HMIC will look to see how successfully the force has implemented this new system in 2017.

In April 2015, the force introduced a new process to improve how calls for assistance are managed, ensuring the most appropriate resource is deployed. Through regular and comprehensive performance monitoring, the force has identified that call takers are taking longer to assess the needs of the caller. The force has responded to this and changed how it deploys staff within the contact and control room to ensure the service to the public is maintained.

Summary of findings



Good

Norfolk Constabulary is good at using its resources to manage current demand. It makes effective decisions about how it uses its resources in line with the PCC's and force's strategic priorities.

The force is continually improving the way it works to improve the service it provides to the public, reduce demand and reduce costs. It has an impressive record of collaborating with other police forces and other public-sector organisations to provide a more joined-up service to the public. The force has effective arrangements in place to understand the consequences of change on its service provision, but could do more to ensure it realises the benefits of its investment in ICT. The force needs to continue to develop its understanding of the current capabilities of its workforce. It should also identify and swiftly address any gaps to ensure it maintains sufficient capacity and capability within its workforce to manage demand.

Area for improvement

- Norfolk Constabulary should develop a better understanding of how the benefits of investing and using ICT affect its 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 Norfolk 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 Norfolk 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

Norfolk Constabulary is good at identifying and prioritising areas to invest in the future.

The force has developed solid plans, which have been independently verified by external auditors. These plans are based on prudent assumptions about future income that are matched against future demand. However, it needs to do more to develop its understanding of the skills required by its workforce in order to achieve them. In particular, it needs to ensure its workforce has the appropriate skills to respond effectively to changing demand and emerging crime types, for example, high-tech skills to tackle cyber-crime.

Norfolk Constabulary has a comprehensive understanding of current demand and a developing understanding of hidden and likely future demand. It has robust processes in place to improve how it provides services to the public and it identifies efficiencies through the Norfolk 2020 Challenge Programme.

Investing in ICT

Norfolk has a joint ICT strategy with Suffolk Constabulary, which outlines how the force plans to use ICT to enable staff to work more efficiently and change the way it provides service to the public.

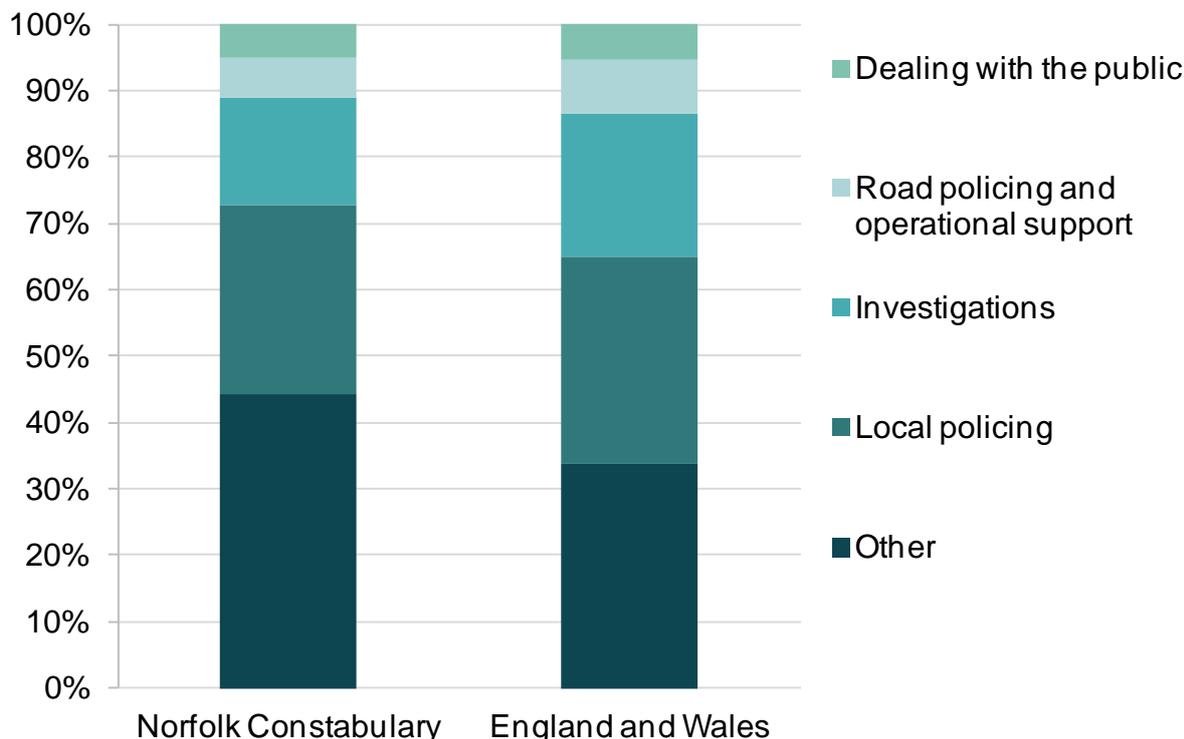
The force recognises the need to use new technology to support operational policing, respond to changes in crime trends and meet changing public expectations. It has developed a joint digital strategy with Suffolk Constabulary and has engaged the services of an external company to help it adapt its services to meet the shift in society to a more digital service.

The force has piloted the use of mobile data to enable officers and staff to work remotely, increasing the time they spend in the community and making it easier for staff to conduct their duties. The pilot recognised a significant issue with the level of mobile reception across the county. The solution identified is being tested to ensure it meets the necessary security requirements. The force has also piloted the use of body-worn video and identified the need to enhance substantially its digital storage facilities and to implement a system that allows video footage to be retrieved easily. The force is keen to do more, but is mindful of a potential national solution being developed for all police forces and is reluctant to conduct work on its own as this could duplicate other work that is in progress, resulting in local taxpayers' money being wasted.

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 Norfolk 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 Norfolk 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

Norfolk Constabulary is good at developing credible future plans built on sound planning assumptions, and manages continuous improvement well through the Norfolk 2020 Challenge Programme.

The force’s plans are based on sound evidence supported by robust academic scrutiny through the Better Policing Collaborative and the force has invested in training some staff on the principles of evidence-based policing.

The organisation’s financial plans have been independently audited by an accredited external body and were assessed as built on sound financial planning assumptions. HMIC has reviewed the force’s plans and considers them to be credible and aligned to its assessment of current and future demand, organisational and financial requirements.

Planning for the future

Norfolk Constabulary has developed financial and organisational plans that are practicable, credible, based on sound planning assumptions and focused on transforming the way the force provides and improves services for the public. The force needs to ensure that it has identified the future skills required by the workforce to implement these plans.

Norfolk Constabulary has an established policing model and is continually looking to make improvements in order to make savings, prepare it for the future and meet the public's changing expectations. Community policing remains at the heart of the model, with a strong ethos of collaborating with partner agencies to improve public services, and using shared premises with the local authority and Norfolk Fire and Rescue Service to reduce costs and promote joint working.

The force recently introduced outcome-based budgeting to help it manage how it spends its money. This will help it to gain a greater understanding of how it currently allocates its money and uses its resources, and what it achieves as a result. The force will be able to compare itself with other forces and organisations to see if it is spending more or less than expected, and identify savings or provide evidence to increase existing levels of investment. External consultants are currently working with the force to support outcome-based budgeting, which will be used to set its 2017/18 budgets. This approach, together with its existing change programmes and increased collaboration with other forces and organisations, means the force will be prepared to meet the savings required by 2019/20.

To what extent does the force fund its investments sustainably?

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

Saving to invest for the future

Norfolk Constabulary is good at exploring opportunities to drive down costs and make savings to invest for the future.

The force has a good track record of making savings. The progress made in the last spending review period leaves it well placed to meet additional savings identified by the force as between £1.8m and £5.5m by 2019/20.

During our inspection, the force identified that it had accumulated £32m in reserves and was planning to use £20m in anticipation of cuts of between 20 and 25 percent in this round of the spending review. Given its favourable financial settlement in autumn 2015, the force now plans to use this to reduce borrowing and support future efficiency savings. The force also plans to use reserves to reduce its short-term borrowing and fund its continuous improvement programmes to help it to achieve

further savings and improve the quality of public service. During the inspection, the force reported that overall it plans to reduce its reserves from £32 to £11m over the life of its medium-term financial plan.

Working together to improve future efficiency

Norfolk Constabulary has a strong track record of working with other police forces and agencies to improve its current and future efficiency through increased ICT interoperability, maximising its purchasing power and sharing premises.

In addition to its existing and mature collaborative work with Suffolk Constabulary, the force is working with other police forces in the region to identify greater economies of scale in areas such as staff vetting, procurement of goods and services and specialist units to identify and deal with corruption.

The force continues to explore how to reduce its costs by maximising its purchasing with others. Examples include purchasing its uniform and equipment through the national uniform procurement process and purchasing ICT through the combined law enforcement purchasing collaboration.

Summary of findings



Good

Norfolk Constabulary is good at planning for future demand. The force has developed financial and organisational plans that are practicable, credible, based on sound planning assumptions and focused on changing the way the force provides and improves services for the public. However, the force needs to ensure that it has identified the future skills required by the workforce to implement these plans.

The force has a sound approach to implementing new technology with Suffolk Constabulary, but needs to do more to ensure it realises the benefits of its ICT systems so that its staff can become more efficient. The force continues to identify savings by continuously reviewing how it could improve the services it delivers to meet its future savings requirements, and by investing in change to help it to meet future demand and public expectations. It has an impressive track record of working together with other police forces and agencies to improve its current and future efficiency.

Area for improvement

- Norfolk Constabulary should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to efficiently meet current and likely future demand.

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