



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police efficiency 2016

An inspection of North Yorkshire Police



November 2016

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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.

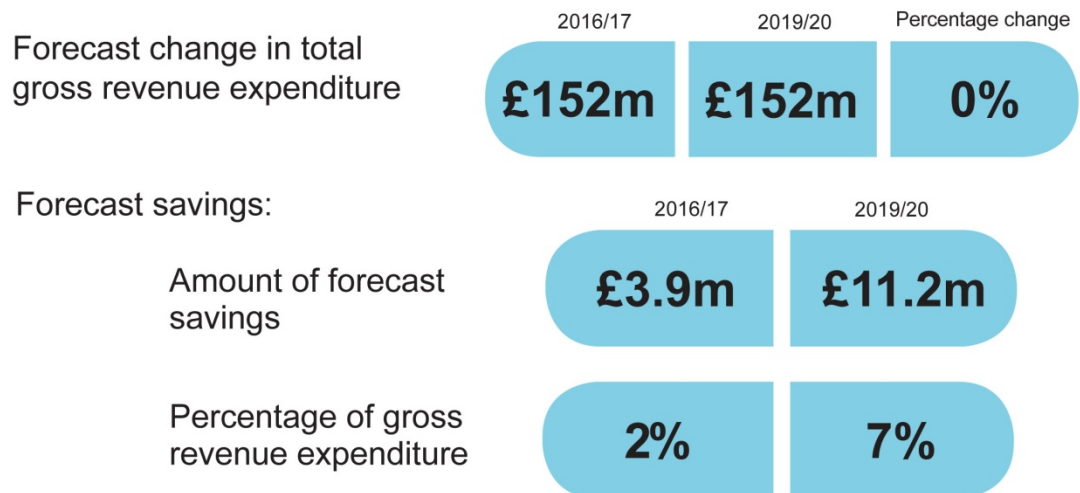
HMIC's efficiency inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website ([www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/)).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

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

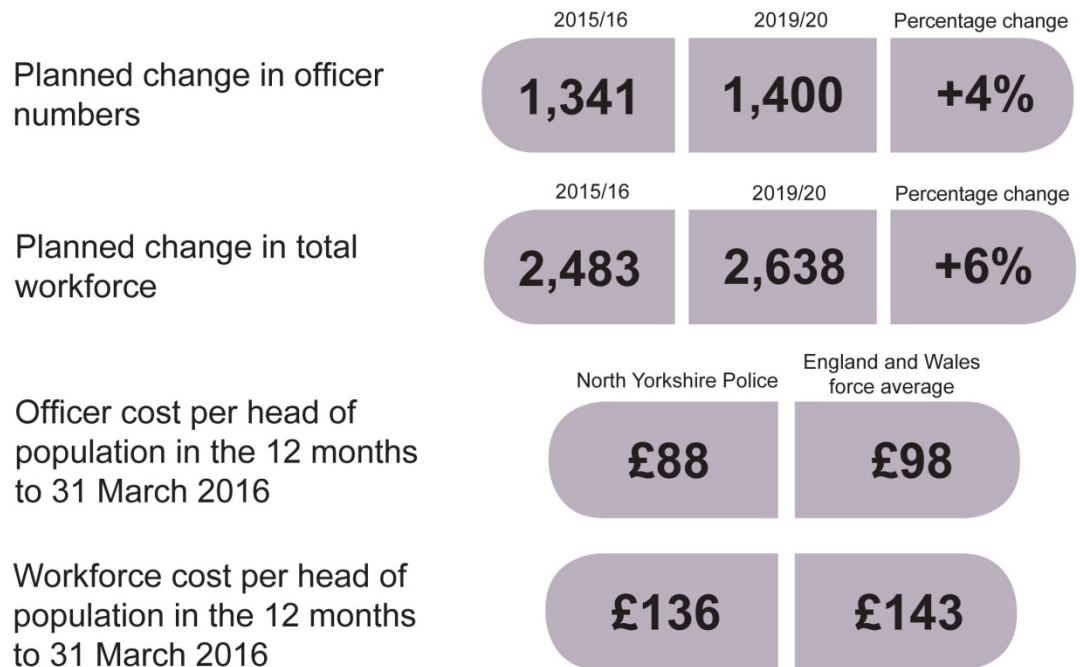
## Force in numbers



### Financial position



### Workforce





## Calls for assistance

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

North Yorkshire Police

England and Wales force average

84

124



## Recorded crime

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

2014/15

2015/16

43

46

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

North Yorkshire Police

England and Wales force average

+8%

+9%



## Victim satisfaction

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

North Yorkshire Police

England and Wales force average

84%

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<sup>1</sup>



**Good**

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

### Overall summary

HMIC found North Yorkshire Police to have a very good understanding of present demand and a good understanding of potential future demand. The force is developing a systematic approach to understanding demand more fully and managing it more effectively, as well as developing its ability to undertake predictive analysis. The force uses its operating model to allocate available resources to force and national priorities, taking account of known and predicted levels of demand. At the operational level, the force uses an assessment process in the control room that helps officers and staff identify the most appropriate response to each incident. The use of this assessment process is also being extended to officers and staff on the front line.

The force's medium-term financial and people plans are well aligned with the force's analysis of demand. Governance arrangements are in place to enable management and monitoring of the finance and people plans. Internal and external audit arrangements are in place and provide a high level of confidence that the force will implement these plans successfully.

### Recommendations

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

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<sup>1</sup> HMIC judgments are: outstanding, good, requires improvement and inadequate.

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

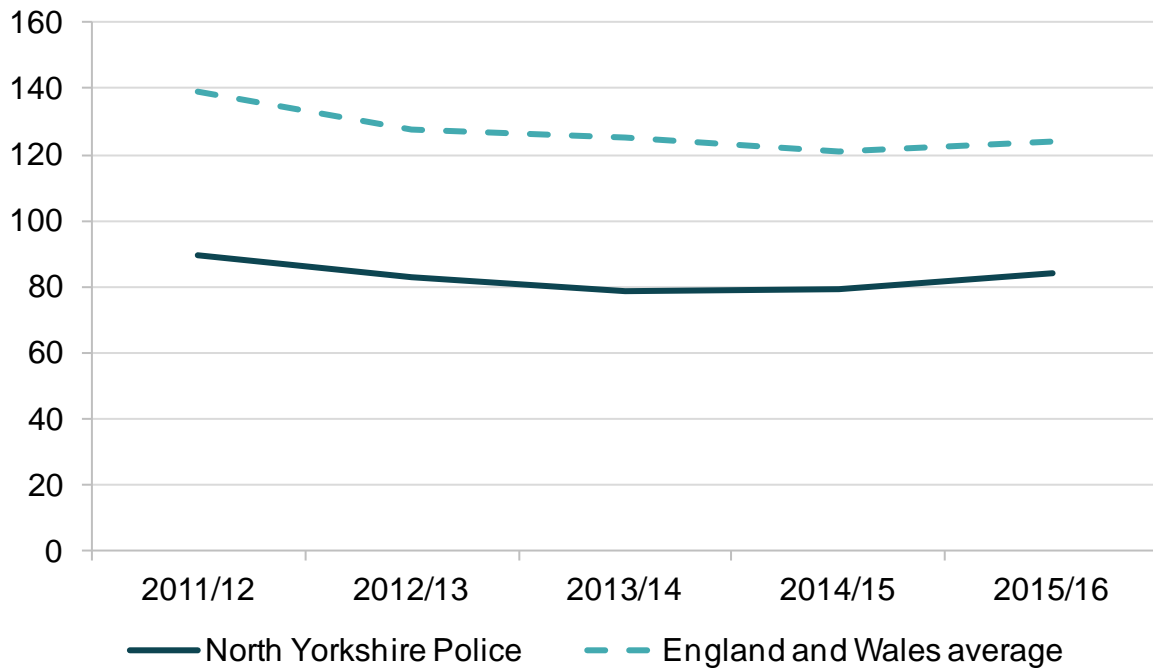
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for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

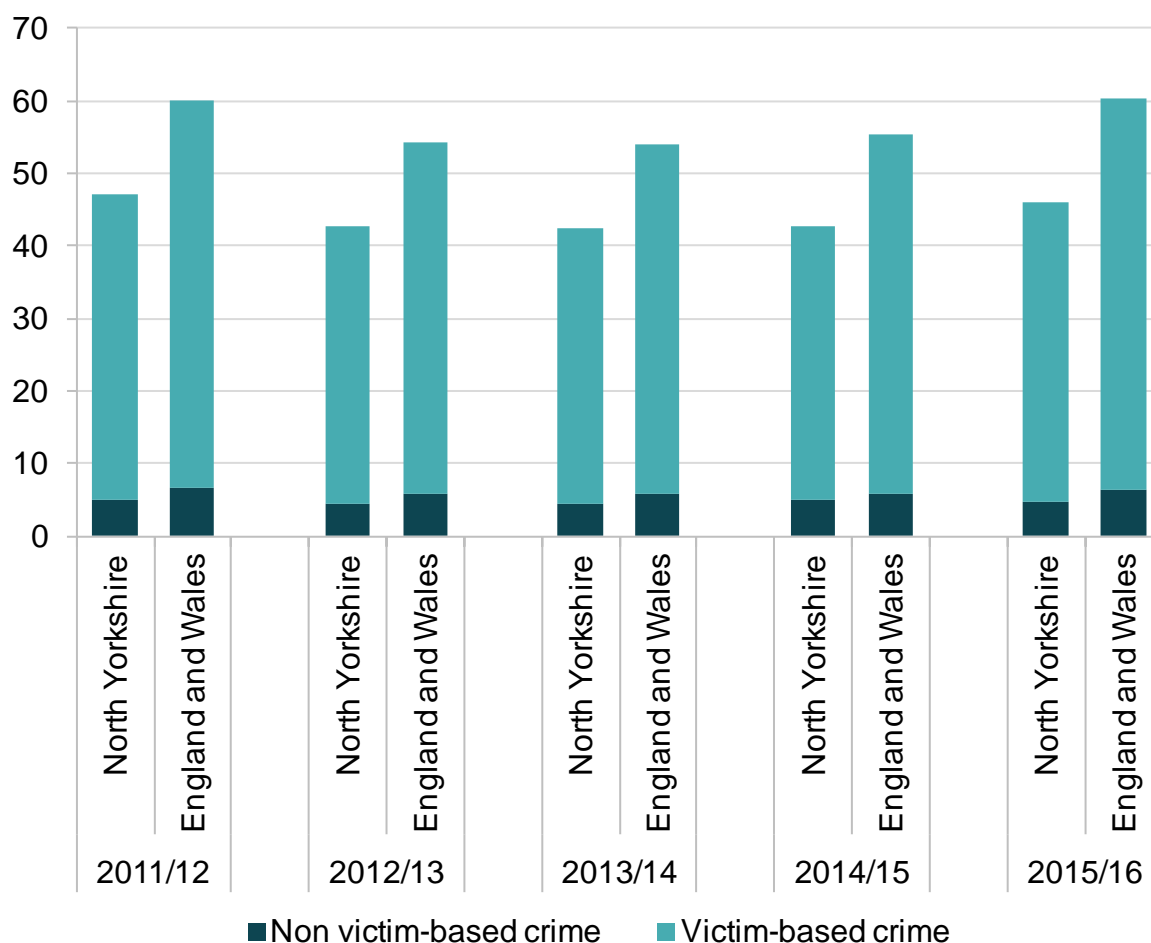


**Source: Home Office Annual Data Requirement**  
**For further information about the data in figure 1 please see annex A**

North Yorkshire Police received 84 '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 force received 89 '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 North Yorkshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016**



**Source: Home Office Police recorded crime data**

**For further information about the data in figure 2 please see annex A**

With regard to police recorded crime for the 12 months to 31 March 2016, North Yorkshire Police recorded 41.4 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, North Yorkshire Police recorded 4.7 non victim-based crimes per 1,000 population, lower than the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been a decrease in the victim-based crime rate of 1 percent and a decrease in the non victim-based crime rate of 7 percent since the 12 months to 31 March 2012.

North Yorkshire Police has developed a very good understanding of the demand that it currently faces. It is leading on the demand and productivity project for the National Police Chiefs' Council.

In addition to quantitative data such as the number of calls for service, levels of crime, levels of anti-social behaviour, and prisoner numbers and disposals, the force has developed an internal process for identifying and recording qualitative information. Known as Nexus, the process helps the force understand a range of

factors affecting demand for its services, including demand caused by inefficient internal procedures, emerging or changing complex demand such as online crime, people who go missing and the particular demands of policing a largely rural area.

The Nexus process views demand for police services in terms of the resources, skills and time required to meet presented demand. The force has already applied this approach to understand better the demand it faces in priority areas including child sexual exploitation and domestic abuse. The force has used the results of this analysis to inform its resource allocation decisions and the development of working practices.

North Yorkshire Police covers a large and varied geographic area that includes urban and city centres, coastal areas where demand is more seasonal, and large expanses with remote and rural communities. Together with the police and crime commissioner, the force played a leading role in undertaking the national rural crime survey, published in 2015, which identified that the perceptions and priorities of people living in very rural communities were not necessarily in line with those living in more urban areas. As a result of this the force has created the Rural Taskforce: a team of neighbourhood officers available to provide a rapid response to changing priorities anywhere across the force area.

## **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.

North Yorkshire Police has a good understanding of potential future demand, which it derives from a strategic intelligence assessment and looking ahead to likely future developments. Through the Nexus process, the force is now seeking to enhance its predictive analysis capability, which will incorporate information, intelligence and data from partners and the community. Used together with existing force data, this will create a more holistic picture. HMIC will watch these developments with interest.

The force is well aware of the limitations of partner resources and the effect that this could have on demand for its own services. The force is working well with local authority and health partners; for example in community safety hubs, where the police, local authorities, and health and fire and rescue services work together to reduce demand by tackling root causes of anti-social behaviour. Working with the health service, the force has mental health professionals deployed in the control

room and on street patrols with police officers. This has not only served to reduce demand for the force but also improved outcomes for vulnerable people in crisis, by providing quicker access to the right services.

Together with the office of the police and crime commissioner, the force undertakes a variety of surveys to assess public opinion and expectations. In addition to the creation of the Rural Taskforce, the force has used the results of these consultation events to inform and shape changes in its estate strategy, including the location and opening hours of public counter services.

## Summary of findings



**Good**

North Yorkshire Police has used a variety of methods, including consultation with local communities and the analysis of available information, to develop a very good understanding of the present level of the demand it faces. It also has a good understanding of likely potential future demand. The force is working on behalf of the police service nationally to develop the Nexus process, a systematic approach to understanding the complexity and effect of demand, in order that it can be managed more effectively. The process will include the ability to undertake predictive analysis.

The force has well established relationships with other public sector partners. It understands the limitations on its partners and how this might affect demand for its services. For example, the force is working with partners to tackle the root causes of problems to reduce repeat demands on services and it is working collaboratively with mental health professionals to provide more rapid interventions to people in crisis.

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

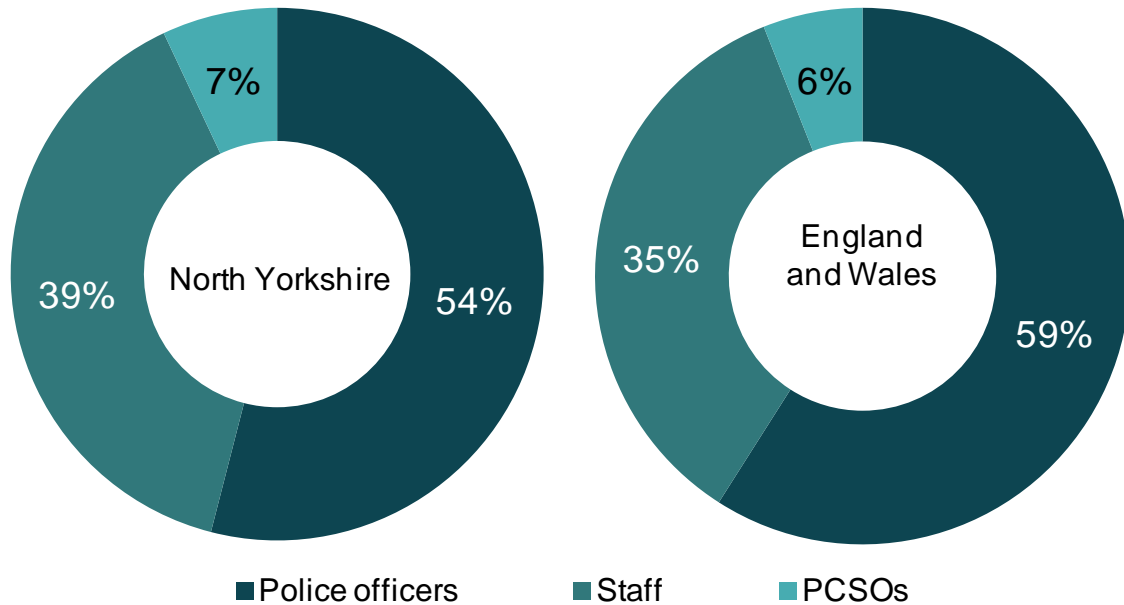
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which North Yorkshire Police has the right people with the right skills in the right place to protect the public and to fight 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 North Yorkshire 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 North Yorkshire 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 54 percent of North Yorkshire Police's workforce. This was lower than the England and Wales average of 59 percent. The proportion of staff in North Yorkshire Police was 39 percent, broadly in line with the England and Wales average of 35 percent. The proportion of police community support officers in North Yorkshire Police was 7 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 North Yorkshire 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	1,486	-10%	-14%	1,341	4%	-2%	1,400
Staff	1,158	-17%	-21%	958	8%	-5%	1,038
PCSOs	198	-7%	-35%	185	8%	-6%	200
<b>Workforce total</b>	<b>2,842</b>	<b>-13%</b>	<b>-18%</b>	<b>2,483</b>	<b>6%</b>	<b>-3%</b>	<b>2,638</b>

Source: HMIC Efficiency data collection

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

### Managing demands for police services

At the strategic level, the force operating model is used to allocate available resources to force and national priorities, taking account of known and predicted levels of demand for police services. The force has an affordability group, chaired by the chief constable, which it initially established to make decisions on officer and staff numbers in the face of reducing budgets. Although the financial settlement for 2016/17 was better than the force had anticipated, the group nonetheless decided to continue with previous savings plans. The focus of the affordability group has therefore shifted to making decisions about how to allocate the resources made available by those savings.

The chief officer team has set out its vision for North Yorkshire Police to become the most responsive police service in England. At the operational level, the force has embedded the THRIVE assessment process in the control room. Under the THRIVE process, calls for service are assessed in relation to their particular threat, harm, risk, investigative opportunity, level of vulnerability, and opportunity for engagement. While this process can mean calls for service take longer to evaluate and record, the assessment allows the force to offer the most appropriate response. The force is extending its application of the THRIVE principles to frontline officers and staff, with training that emphasises the need to identify vulnerability and respond to it appropriately.

## **Increasing efficiency**

The force has a scheduled programme of internal audit and review, which it uses to evaluate specific areas of work, projects or initiatives. The force has identified expected positive benefits from all of its change initiatives, which are evaluated on completion of each initiative. The force uses its links with local universities to provide external academic rigour to its evaluations. For example, York University evaluated the community safety hubs, including speaking to those who had used their services.

The force has recognised that the introduction of mobile working can increase efficiency. Starting in 2016/17 the force intends to equip officers with the necessary technology to allow them to complete tasks while on patrol which, at present, would require them to return to the station. This should allow officers to spend more time on visible patrol and improve the service they provide to the public.

## **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 North Yorkshire 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**

North Yorkshire Police has a good understanding of the current skills and capabilities of its workforce. It has a skills working group, which looks at the skills needed in different roles and areas of policing. The group is currently reviewing the number and level of accredited investigators in the force, with a view to recruiting additional police staff who will be trained to conduct crime investigations, thereby improving efficiency and meeting increased demand. The force has a training plan that identifies types of skills, and the number of personnel with those skills, that it is likely to require. The force reviews this plan annually, including an assessment of costs. Implementation of the training plan and any changes to it are overseen by the training commissioning group, which is chaired by the assistant chief constable. The force is also reviewing the skills of its volunteer workforce, to help ensure it is making the best use of existing skills.

## **Tackling workforce gaps**

The force has mechanisms in place to oversee and manage the deployment of resources, at the force-wide level and at the local, operational level. During the inspection, we found that the majority of police officers and police staff we spoke to felt they had access to the training and development opportunities that they needed to operate and develop in their role. The force offers mentoring and coaching schemes, which are well regarded by staff.

As previously mentioned, the financial settlement for 2016/17 was better than the force had anticipated and, rather than disband the affordability group, the chief constable decided that it should continue to make the previously agreed savings. With its shift in focus, the group is now used to decide how to allocate resources made available by those savings. Having considered the overall financial position, the group has apportioned the budget and resource levels according to identified priorities.

The inspection found some evidence of gaps in capability and capacity, which were having a negative effect on staff. Examples included investigative hubs, where vacancies in skilled and accredited investigators were being filled by contractors; police staff roles including public counters, where staff were expected to travel to different locations to provide cover; and reported workload pressures in the human resources and information technology departments.

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

We assessed how well North Yorkshire 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 meet demand for its services.

The force has a number of established arrangements for collaborative working and actively considers new opportunities to work with a number of partner forces and other organisations. The force considers opportunities for partnership working based on the potential to reduce costs, improve resilience or improve the service it provides. It has longstanding joint ventures with the other three forces in the Yorkshire and Humber region, in areas such as forensic and scientific support, procurement and specialist policing services such as underwater search and public order. It has also developed collaborative arrangements with other forces to improve capability, capacity and resilience in areas such as major crime investigation.



## Collaboration benefits

The force understands and can demonstrate the effectiveness or otherwise of joint working and collaboration. It has established governance mechanisms which formally assess whether (and to what extent) the various partnerships and collaborative ventures are realising their intended benefits. The force is also a member of the N8 policing research partnership, involving eight northern research-intensive universities and 13 northern police forces. This is a five year project, which has secured £8m of police innovation funding,<sup>2</sup> and has been established to enable and foster research that will help address the problems of policing in the 21st century.

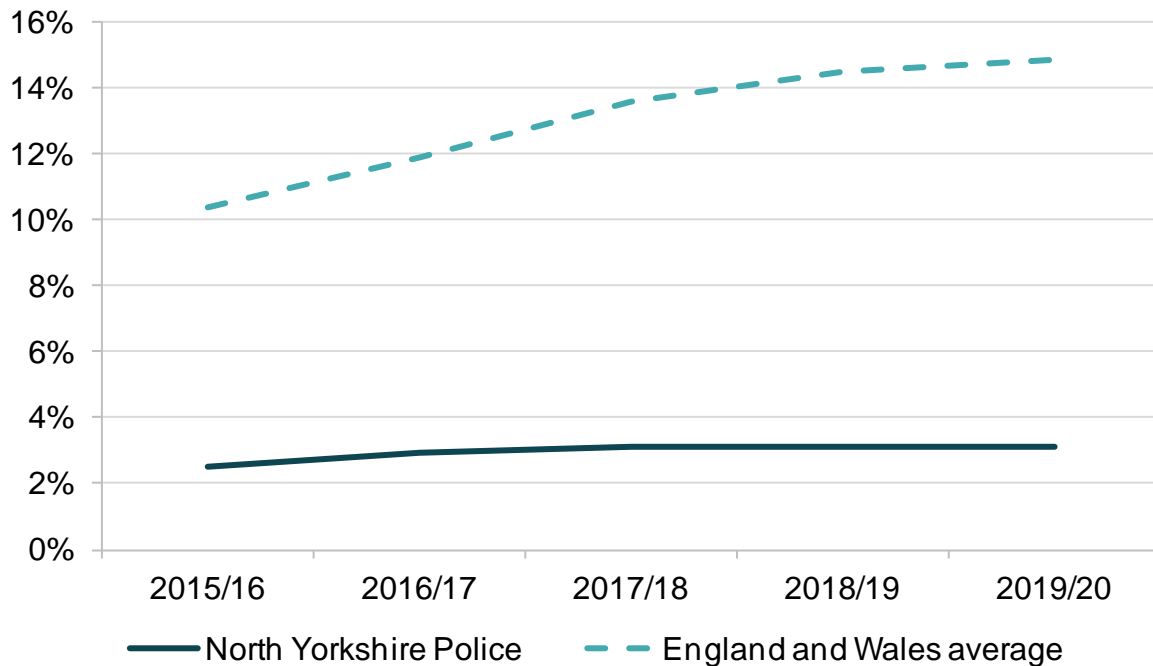
Using funding from the Police Knowledge Fund<sup>3</sup> and other streams, the force is working with the University of York to evaluate the ongoing mental health partnership. Newcastle University is currently evaluating the extent to which the North Yorkshire safety camera initiative has contributed to the reduction in the number of people killed or seriously injured on the county's roads over the last five years.

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<sup>2</sup> For more information about the Police Innovation Fund, see: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/470122/HARD\\_LAUNCH\\_20151020 - PIF 2016-17 on a Page.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/470122/HARD_LAUNCH_20151020_-_PIF_2016-17_on_a_Page.pdf)

<sup>3</sup> For more information about the Police Knowledge Fund, see: [www.college.police.uk/News/College-news/Pages/Police-Knowledge-Fund.aspx](http://www.college.police.uk/News/College-news/Pages/Police-Knowledge-Fund.aspx)

**Figure 5: Projected percentage of net revenue expenditure in North Yorkshire 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**

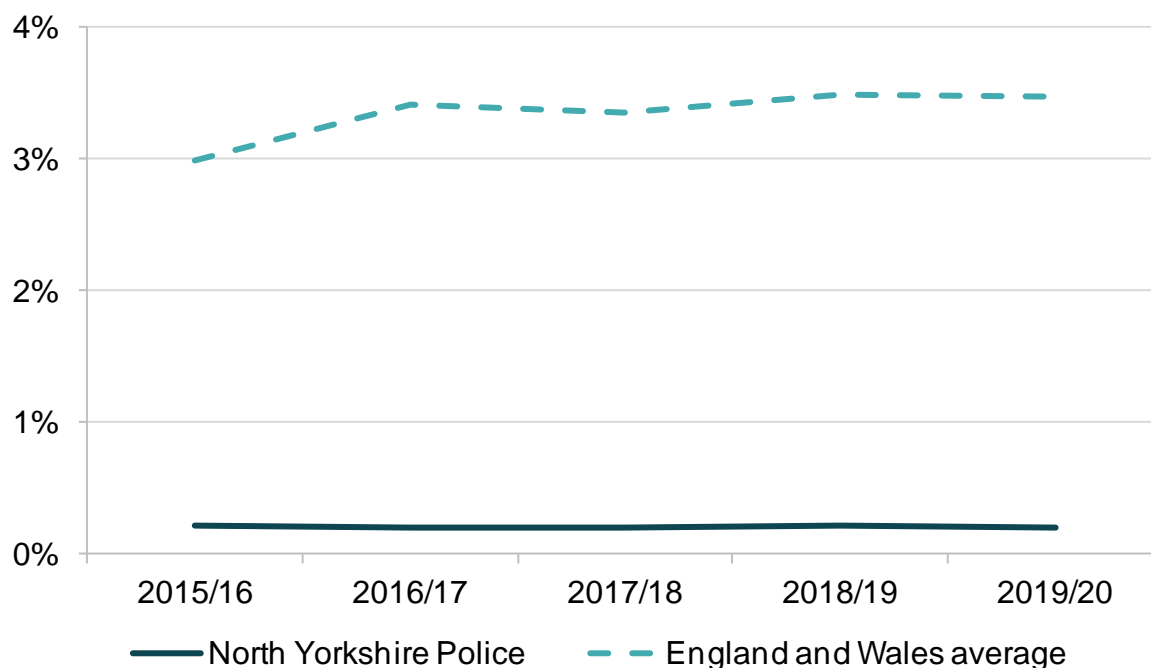


**Source: HMIC Efficiency data collection**

**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.**

North Yorkshire Police has forecast that it will spend £4.2m in 2016/17 on collaboration with other police forces. This is 2.9 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £4.5m (3.1 percent of NRE) on collaboration with other police forces. This is lower than the England and Wales average of 14.8 percent.

**Figure 6: Projected percentage of net revenue expenditure in North Yorkshire Police, compared with England and Wales, on collaboration with non-police organisations in the 12 months to 31 March 2016 to the 12 months to 31 March 2020**



Source: HMIC Efficiency data collection

Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. For further information about the data in figure 6 please see annex A.

North Yorkshire Police has forecast that it will spend £0.3m in 2016/17 on collaboration with non-police organisations. This is 0.2 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 3.4 percent. For 2019/20, the force has forecast that it will spend £0.3m (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.

North Yorkshire Police formally evaluates the effect of change projects through service reviews undertaken by its risk and assurance unit. Each project is evaluated six months after implementation to assess whether the expected benefits set out in the business case have been, or are being, realised and whether any further

changes or improvements are needed. These assessments are considered by the corporate risk group, which is chaired jointly by the deputy chief constable and chief executive officer.

The largest change project to affect North Yorkshire Police in recent times was the launch of the new operating model in 2015. The new model, which was based on an extensive review and analysis of demand and available resources, led to fundamental changes in how the force is structured and how it provides operational policing services. Full evaluation is continuing however; to date, the force has reviewed elements including intelligence, investigative capability and custody facilities.

## Summary of findings



**Good**

North Yorkshire Police makes good use of its resources to manage current demand.

At the strategic level the force uses its operating model to allocate available resources to force and national priorities, taking account of known and predicted levels of demand for police services. At the operational level, the force has embedded the THRIVE assessment process in its control room and is extending its use to the front line.

The force has a scheduled programme of internal audit to evaluate change initiatives and uses its links with local universities to provide external academic rigour to the evaluations.

The force has a good understanding of the current skills and capabilities of its workforce and has mechanisms in place to manage the deployment of resources across the force; however, we found evidence that existing gaps in capability and capacity were having a negative effect on staff.

The force has a number of established arrangements for collaborative working and actively considers new opportunities for collaborating with others. It understands and can demonstrate the effectiveness or otherwise of joint working and collaboration and formally evaluates the effect of change projects to assess whether the expected benefits have been realised.

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

HMIC examined how well forces are using their understanding of current and future demand on their services to develop more efficient ways of operating that balance ambition, realism, innovation and risk. Our assessment examined the extent to which North Yorkshire 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 North Yorkshire 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 medium-term financial and people plans are well aligned with the analysis of demand undertaken to inform its operational policing model. The financial plan is designed to provide the number of police officers required by the policing model, which is 1,400 police officers by the end of 2019/20.

The medium-term financial plan is based on prudent assumptions, particularly given that the force receives a relatively high proportion of its funding (over 40 percent) from the local precept. The medium-term financial plan has been assessed by the force's auditors, who considered that it "provided a good degree of confidence on delivery".

The affordability group, chaired by the chief constable, has been used to decide the allocation of resources to implement the local priorities contained in the police and crime plan, alongside the national policing requirements. This includes decisions to invest in the force's capability to deal with vulnerability and in technology to introduce mobile working.

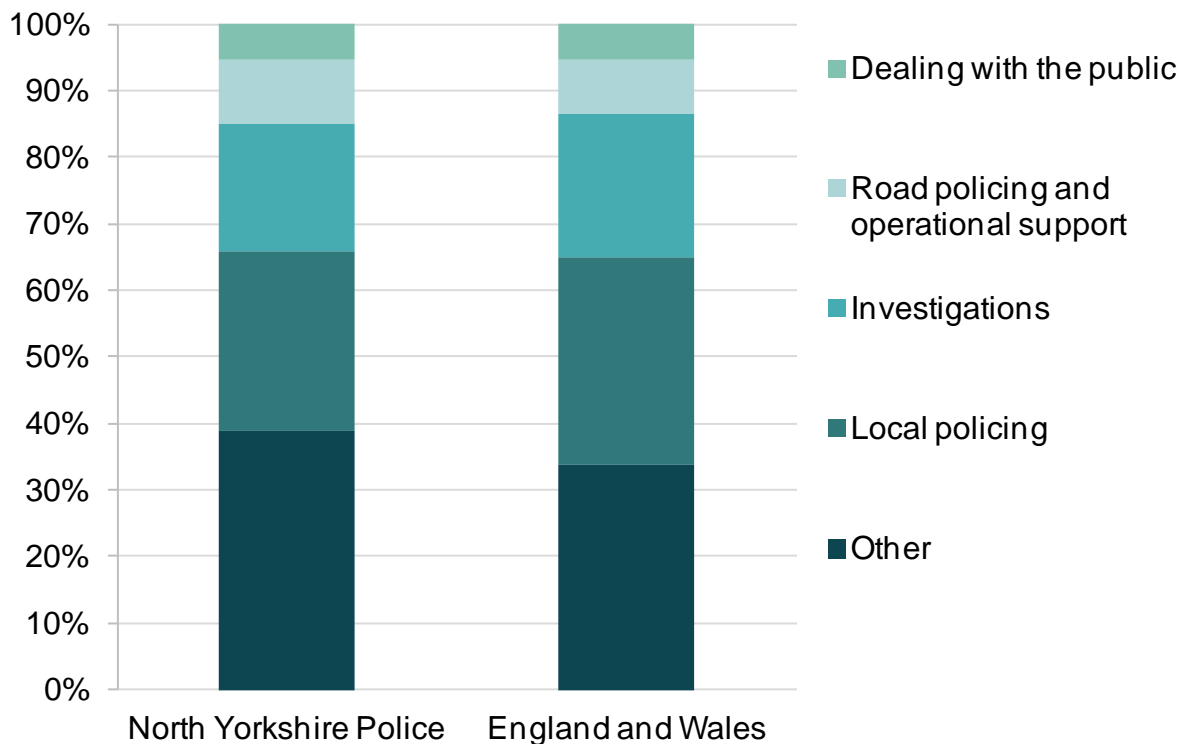
## Investing in ICT

The force has recognised the need to improve its digital capability and it is introducing the mobile asset utilisation and deployment system (MAUDS). This will allow staff in the force's control room to pinpoint the locations of officers and vehicles and deploy the most appropriate resources in response to incidents. During the current year, the force will provide mobile working technology to operational officers, allowing them access to force systems and information while on patrol. The force also uses technology to prepare paper-free case files for the prosecution of the majority of road traffic offences.

## 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 North Yorkshire 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 North Yorkshire Police compared with England and Wales in the 12 months to 31 March 2016**



Source: HMIC Efficiency data collection

For further information about the data in figure 7 please see annex A

The force's medium-term financial plan has been assessed by internal and external auditors, who both expressed confidence that the plan was based on sound and credible assumptions.

### **Planning for the future**

The affordability group has decided to invest in a number of priority areas including serious crime investigation, protecting vulnerable people and rural policing. The group has also decided to continue with a number of previously agreed savings in order to fund the organisational structure that the group believes will best meet the needs of the operational policing model. Implementation of the policing model project has been, and continues to be, subject to evaluation to help ensure that the intended benefits are being realised.

The force's IT strategy has been designed to support the new operational policing model. The force's estate strategy is predicated on the idea of giving staff flexibility over where and when they work. The force predicts that its plans to relocate its headquarters to refurbished premises in Northallerton will save £1m a year.

The force is set to introduce mobile working to front line staff during 2016/17. The force is promoting this investment as a fundamental shift in the way it provides its services, emphasising the concept of mobile working rather than just the availability of mobile data. Frontline staff have been involved in the development of this ambitious technology.

### **To what extent does the force fund its investments sustainably?**

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

### **Saving to invest for the future**

The force holds a general reserve of £9.7m and a further £14.5m in earmarked reserves, from capital and allocated resources. The force recognises that the level of general reserves is too high and plans to reduce this by over a third by 2020. Most of the earmarked reserves are to fund the capital programme and the force forecast that the total reserves will reduce from £24m to around £15m by 2020.

## Working together to improve future efficiency

The force continues to consider different workforce structures and is seeking, with the police and crime commissioner, further opportunities to collaborate with other agencies, including the fire and rescue service. The current structure was suggested by the operational policing model project, which was introduced in 2015. The force has recently taken the decision to operate without officers at chief superintendent level. The decision was taken in consultation with the Police Superintendents' Association and officers at chief inspector level.

The force already collaborates with others in respect of procurement, uniforms and vehicle fleet, in order to reduce costs and maximise value for money.

## Summary of findings



The force's medium-term financial and people plans are well aligned with the analysis of demand undertaken to inform its operational policing model.

Governance arrangements are in place to enable management and monitoring of the finance and people plans. Internal and external audit is in place and both have a high level of confidence in the implementation of the force's plans. The auditors found that the medium-term financial plan was based on reasonable, credible and evidenced assumptions.

The force has an affordability group which is chaired by the chief constable and oversees resourcing and investment decisions. By continuing to implement some savings identified in order to meet reduced budgets, the force has been able to maintain investment in priority areas.



## 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](http://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](http://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](http://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