



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police efficiency 2016

An inspection of Sussex Police



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# Contents

<b>Introduction</b> .....	<b>3</b>
<b>Force in numbers</b> .....	<b>4</b>
<b>Overview – How efficient is the force at keeping people safe and reducing crime?</b> .....	<b>6</b>
<b>How well does the force understand its current and likely future demand?</b> .....	<b>9</b>
How well does the force understand the current demand for its services? .....	9
How well does the force understand potential future demand for its services? ....	13
Summary of findings .....	14
<b>How well does the force use its resources to manage current demand?</b> .....	<b>16</b>
How well does the force’s current allocation of resources match demand, organisational and financial requirements? .....	16
How well does the force improve the productivity of its workforce? .....	20
How well does the force work with others to improve how it manages demand for its services? .....	21
How well does the force understand how any changes made to improve efficiency have affected its ability to manage demand? .....	24
Summary of findings .....	26
<b>How well is the force planning for demand in the future?</b> .....	<b>28</b>
How well does the force identify and prioritise areas to invest in for the future? ...	28
How well does the force plan its investments? .....	29
To what extent does the force fund its investments sustainably? .....	31
Summary of findings .....	33
<b>Next steps</b> .....	<b>34</b>
<b>Annex A – About the data</b> .....	<b>35</b>

## 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 Sussex Police.

Reports on Sussex 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

	2016/17	2019/20	Percentage change
Forecast change in total gross revenue expenditure	<b>£277m</b>	<b>£268m</b>	<b>-3%</b>
Forecast savings:			
Amount of forecast savings	<b>£13.6m</b>	<b>£0.0m</b>	
Percentage of gross revenue expenditure	<b>5%</b>	<b>0%</b>	



### Workforce

	2015/16	2019/20	Percentage change
Planned change in officer numbers	<b>2,666</b>	<b>2,111</b>	<b>-21%</b>
Planned change in total workforce	<b>4,745</b>	<b>3,859</b>	<b>-19%</b>
Officer cost per head of population in the 12 months to 31 March 2016	<b>£86</b>	<b>£98</b>	
Workforce cost per head of population in the 12 months to 31 March 2016	<b>£130</b>	<b>£143</b>	



## Calls for assistance

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

Sussex Police

**121**

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

**54**

2015/16

**57**

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

Sussex Police

**+5%**

England and Wales force average

**+9%**



## Victim satisfaction

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

Sussex Police

**84%**

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 judgment<sup>1</sup>



HMIC found that Sussex Police is good at working efficiently to keep people safe and reduce crime. The force has a good understanding of demand, which has been clearly reflected in the way it has designed its current and future operating model.

The force recognises that it needs to continue to improve its ability to seek out demand in relation to crimes that are less likely to be reported. HMIC is pleased to note that collaborative arrangements are planned which will enable the force to continue to direct resources towards reducing crime and to develop a greater understanding of this ‘hidden’ demand.

The force has reduced the numbers of officers and police community support officers (PCSO’s) in its local policing programme over the last year, which has had a negative effect on the service the force provides.

While the overall assessment remains broadly consistent with last year’s finding of good, HMIC has identified some areas for improvement this year which the force will need to address.

## Overall summary

Sussex Police has a robust and sophisticated operating model, supported by an understanding of demand.

Collaborative arrangements are planned which will continue to direct resources towards reducing crime and developing a greater understanding of crime that is less likely to be reported.

The force has a detailed savings plan which predates the most recent spending review settlement. It still plans to make these savings, which are above those now required from 2016 to 2020.<sup>2</sup> Although the level of savings may not change, the force still needs to revise the plan fully following the actual settlement. The force was able

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

<sup>2</sup> According to data provided to HMIC prior to fieldwork.

to demonstrate that it has some plans to invest these savings to improve its efficiency, but these had not yet been finalised at the time of inspection and will need significant further development over the next year.

HMIC's 2015 PEEL inspection reported that Sussex had a current operating model that met the existing demands made of it, but that the force had embarked on an ambitious programme to reform how it would deliver local policing services. A fundamental aspect of this was the introduction of a 'demand reduction' programme and the roll-out of new mobile technology. The force recognised that future financial reductions would have an inevitable impact on workforce numbers. It carefully worked out numbers based on projected demand and using more efficient ways of working as part of the local policing programme.

Despite its detailed plans, the force has reduced the numbers of officers and police community support officers (PCSOs) in its local policing programme over the last year to make savings. The inspection found evidence that the reduction of resources has had a negative effect on the service the force provides.

The effect of the reductions has been more severe than initial projections, as the force has high levels of vacancies compared with England and Wales averages. In addition, the force's reduction in PCSOs (from 347 to 196 budgeted posts) led to more staff leaving the organisation on voluntary redundancy than was required and meant that the force now needs to recruit PCSOs to replace some of those who left. The force thus does not appear to have had sufficiently robust processes to control the level of resources in the local policing model or to enable it to understand fully the consequences of the changes to the local policing programme, in particular for effective crime prevention and problem-solving. The force has now realised that the resources for its local policing programme should be increased and is taking positive steps to do so.

The force has improved its understanding of internal inefficiencies and unnecessary demands on police time, such as officers responding to all calls for service when this was not necessary. This has led to the introduction of a resolution centre to reduce the times police officers are sent to incidents which do not require their attendance. The force has also introduced an investigation framework to ensure that decisions over whether investigations should continue or be concluded are consistent. The force has conducted initial surveys of members of the public who have had contact with the resolution centre and early indications are very positive.

The force has well-established arrangements to collaborate with other forces and agencies to maximise purchasing power, increase the ability to use each other's technology and share systems and infrastructure.

Greater access to technology, including the use of online crime reporting, social media, track-my-crime, community messaging systems and police mobile devices, has increased efficiency, supported the force's way of working and made

improvements in the investigation of crime. The mobile devices currently used by frontline officers do not, however, have some functions, such as the ability to access all of the force's investigative systems. This may be limiting increases in productivity.

## **Recommendations**

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

### **Areas for improvement**

- Sussex Police acknowledges that it has undertaken only limited work to understand and manage hidden demand (demand that is less likely to be reported to it). The force needs to do more to raise awareness both internally and externally of hidden crimes in order to increase recognition and reporting.
- Sussex Police should, while making its planned savings, ensure that there is sufficient capacity within its neighbourhood teams to improve the force's understanding of hidden demand and the expectations of the public, in order to meet future demand for its services.

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

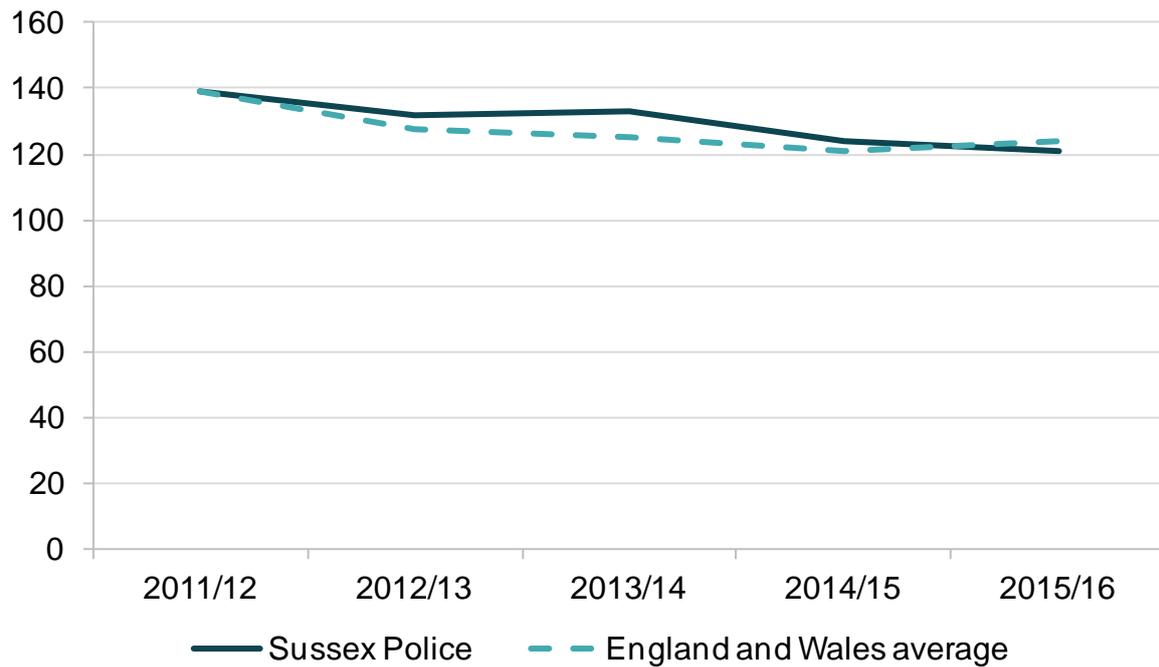
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for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

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

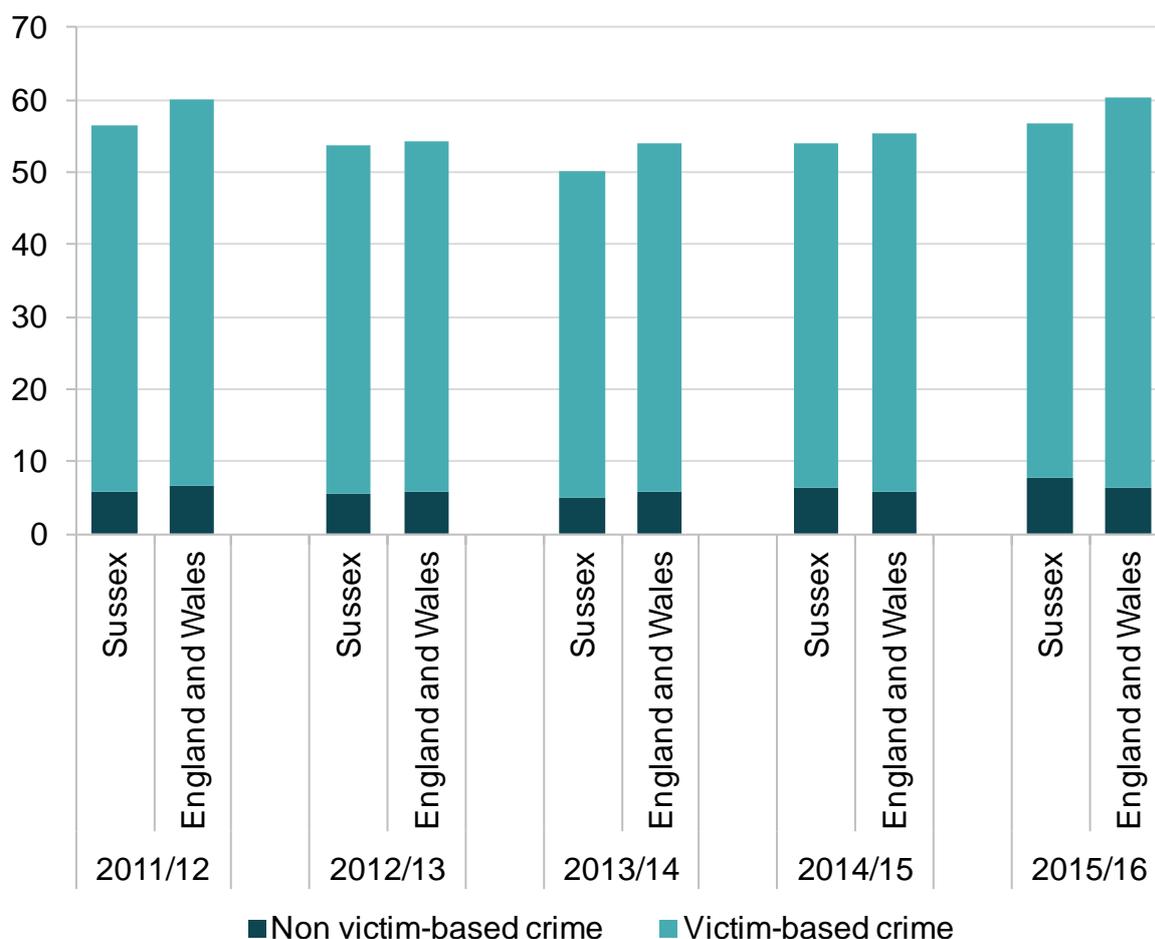


**Source: Home Office Annual Data Requirement**

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

Sussex Police received 121 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was broadly in line with the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, Sussex Police received 139 '999' calls per 1,000 population, in line with the England and Wales average of 139 calls per 1,000 population.

**Figure 2: Police recorded crimes per 1,000 population in Sussex 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, Sussex Police recorded 48.9 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, Sussex Police recorded 7.9 non-victim-based crimes per 1,000 population, higher than the England and Wales average of 6.5 non-victim-based crimes per 1,000 population. This represents a decrease in the victim-based crime rate of 4 percent and an increase in the non-victim-based crime rate of 35 percent since the 12 months to 31 March 2012.

Sussex Police has a good understanding of current demand for its services. The force has reviewed its operations in order to make efficiency savings and to allow for investments. It has worked out the demand for local policing in detail and has developed a local policing target operating model (implemented through the local policing programme). The force states that this will lead to efficiency savings, which can then be directed towards reducing and tackling crimes in local communities. The

force uses an annual analysis of demand, covering a number of areas such as local policing, PCSOs, and public protection and safeguarding units, to prioritise resources and make savings, while aiming to achieve improvements in service.

Sussex Police has, however, undertaken only limited work to understand and manage hidden demand (crimes which are less likely to be reported). While public protection staff have undertaken various internal and external awareness-raising campaigns, the force acknowledges that it needs to do more to raise awareness of hidden crimes in order to increase recognition and reporting. Campaigns to date include a three-month awareness-raising campaign on child sexual exploitation, aimed at helping parents, carers, taxi drivers and hotels to spot the signs of sexual exploitation and to report them. The Operation Ribbon campaign provides enhanced domestic abuse services over Christmas and at other times where there is an increase in incidents. The force has also worked to increase awareness of harmful practices among its staff. This includes briefing and training sessions for specialist officers, a harmful practices toolkit on the force intranet and the introduction of procedures to deal with mandatory reporting of female genital mutilation. The force recognises the importance of giving weight to specialist crime and public protection. It has increased its public protection staff by 13 to meet the additional demand which has been identified.

The force is getting better at understanding where internal inefficiencies are creating unnecessary demands on police time and is taking steps to reduce this. An example is the resolution centre, where investigators can manage non-emergency, non-time-critical calls for service on the telephone or online, reducing the unnecessary deployment of frontline police. The detailed design, implementation and evaluation of the centre were based on the force's forecast of need and a full understanding of current demand. Demand reduction, through the resolution centre, will be vital in implementing the local policing programme, and it is essential that this is developed along with the rest of the programme.

The force's own analysis conservatively estimates that unnecessary or disproportionate investigations constitute 15 percent<sup>3</sup> of its investigative caseload. In response, the force has developed and is in the process of implementing a new investigation framework, based on the national decision making model, to improve the consistency of officers' decisions on whether to take up, continue or conclude investigations.

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<sup>3</sup> Source: Local policing programme investigations framework 31 July 2015 – impact and benefits

## **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.

Sussex Police has a good understanding of potential future demand for its police services. The force is continuing to work with external experts to map and quantify demand so that it can manage and improve services. The force uses horizon scanning to monitor developments in academic and policing practice which can give a fuller picture of future demand.

The force is also developing its prevention strategy as part of the target operating model approach and has conducted a number of workshops with partners, such as businesses, youth offending services and adult and children safeguarding boards, to map its relationships with them and understand the impact of their reducing budgets on its work. For example, work in this area included developing guidance on how business crime should be reported.

Sussex Police has reviewed the principal threats, risks and emerging issues that had been identified through intelligence and analysis. This will assist in setting the force's priorities and inform its control strategy. The areas that were reviewed were drawn from those that were being looked at nationally, the current control strategy, analytical work and consultation with partners. All issues are assessed consistently, using the management of risk in law enforcement (MoRILE) process. The components of the control strategy 2015/16 have been agreed as: modern slavery, child sexual exploitation, counter terrorism, economic crime (focusing on fraud that targets vulnerable people), and cyber-enabled crime (understanding it and improving the force's response).

The force is concentrating on how to identify gaps in the workforce accurately and make sure that staff who are posted to areas of emerging and likely future demand have all the skills which might be needed. Understanding demand is particularly challenging for forces, but Sussex does this well and regularly refreshes its data to ensure that up-to-date intelligence is available for decision-making. The force looks at demand and the risks associated with it. A model which takes into account the last five years of workforce planning and allocation, demand, and budget changes is used to forecast future requirements. Chief officers assess areas such as serious and organised crime and how the collaboration with Surrey Police may be affected by changes in demand. The model, which incorporates a comprehensive picture of demand and officers' workloads, can help the force to carry out its work.

Sussex and Surrey police forces have been using a target operating model to test future service delivery and make savings. The model is based on the needs of service users and staff and looks afresh at every aspect of future services (including customers, services, processes, people, estates, fleet, ICT and information). This is supported by evidence from a comprehensive assessment of demand and data analysis. The method has been tested on aspects of local policing such as criminal justice, PCSOs and the new resolution centre and has now been expanded to cover other areas of specialist policing such as public protection.

There has been no routine or consistent survey of public opinion on police services in Sussex since the local neighbourhood survey in March 2015. The force relies on victim satisfaction sample surveys, ad hoc local engagement and unsolicited feedback, but is planning an online MORI survey. Bespoke surveys and feedback from members of the public using the new resolution centre are used to gauge public opinion on specific programmes. Sussex Police has had a favourable response to the service it provides. Comments from strategic and divisional independent advisory groups are also regularly sought. The force has published its plan for providing a professional service and managing demand, 'Sussex Police in 2020'. This recognises that public expectations are likely to increase as a result of developments such as the introduction of on-line crime recording and the 'track my crime' facility on the force's website.

## Summary of findings



**Good**

Sussex Police has a good understanding of current and likely future demand for its services and uses annual demand analysis to ensure it has sufficient resources in the right places to respond to calls for service and meet that demand. The new resolution centre and the investigative framework are critical in reducing demand, particularly for immediate police officer response and for neighbourhood policing, so that sufficient attention can be given to crime prevention and problem-solving. Sussex Police has a good understanding of potential future demand. In consultation with the public and with its partners, it has been able to analyse that demand through horizon scanning and academic partnerships and has started to raise staff awareness of crimes that are not readily reported.

### **Area for improvement**

- Sussex Police acknowledges that it has undertaken only limited work to understand and manage hidden demand (demand that is less likely to be reported to it). The force needs to do more to raise awareness both internally and externally of hidden crimes in order to increase recognition and reporting.

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

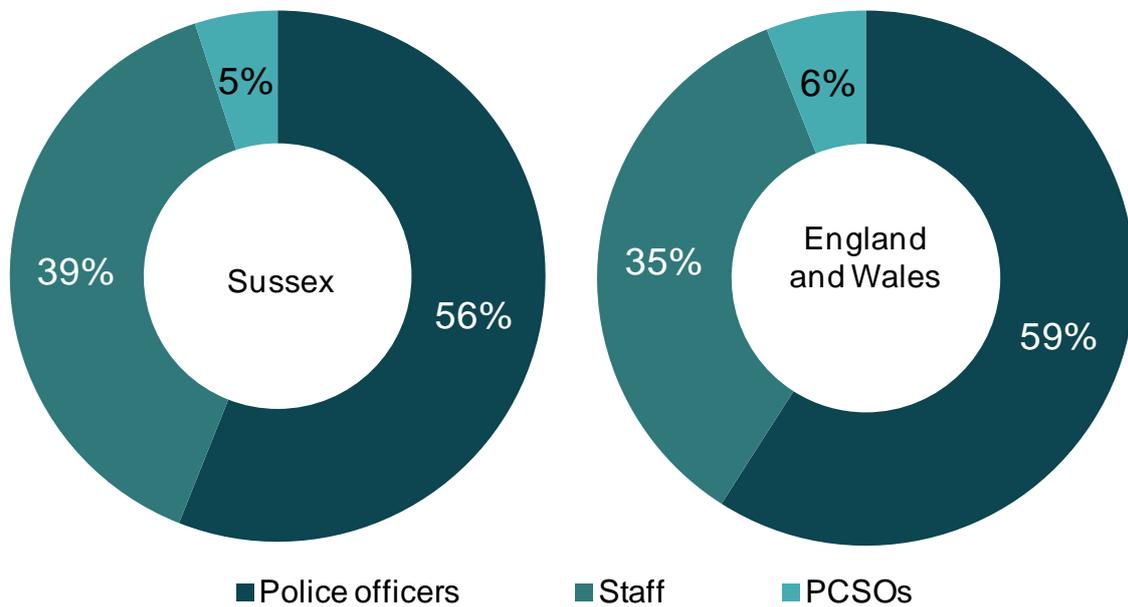
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Sussex Police has the right people with the right skills in the right place to protect the public and to fight crime. 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 Sussex 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 Sussex 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, 56 percent of Sussex Police's workforce were police officers. This was broadly in line with the England and Wales average of 59 percent. The proportion of non-police staff in Sussex Police was 39 percent, broadly in line with the England and Wales average of 35 percent. The proportion of PCSOs in Sussex Police was 5 percent, broadly in line with the England and Wales average of 6 percent.

**Figure 4: Planned changes in full-time equivalent workforce from 31 March 2010 to 31 March 2020 for Sussex 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	3,213	-17%	-14%	2,666	-21%	-2%	2,111
Staff	2,155	-15%	-21%	1,831	-15%	-5%	1,552
PCSOs	377	-34%	-35%	249	-21%	-6%	196
<b>Workforce total</b>	<b>5,745</b>	<b>-17%</b>	<b>-18%</b>	<b>4,745</b>	<b>-19%</b>	<b>-3%</b>	<b>3,859</b>

Source: HMIC Efficiency data collection

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

### Managing demands for police services

here is a well-established mechanism for allocating and co-ordinating tasks at divisional level to ensure that resources match demand from identified threat, harm and risk. The force uses a systematic approach to assess and map demand and then to match resources to the areas that pose the greatest risk. The daily divisional management meetings review this match between demand and resources. The match is also considered as part of programmes of change, for example through demand analysis in the local policing plan project.

However, HMIC inspectors were informed that the management of demand in local policing has often been challenging. Generally officers work alone and their ability to respond to calls often relied on support from neighbouring teams, which covered large geographic areas. Officers continually felt under pressure to respond to calls, at the cost of leaving other jobs unfinished. In addition, inspectors heard concerns from staff about the change programme and the force's ability to solve problems through its community teams, which are being affected by the high number of officers withdrawn to perform other duties.

HMIC is concerned about the force's decision to direct fewer resources towards prevention activities so that it can protect the core functions of responding to emergencies and investigating crime. The force states that every ward in Sussex will have one named point of contact for local issues which require police involvement, so that it can concentrate staff in areas of vulnerability. The force states that it recognises the importance of problem-solving as a long-term solution to crime reduction, yet it is removing a considerable number of police officers and staff from

the teams that provide this function. The force also states that its prevention, response and investigation teams will focus on the most vulnerable people and will become involved where the threat or risk of harm makes it necessary. However, HMIC remains concerned that this reduction may have an overall detrimental effect on the force's ability to carry out crime prevention.

Through its local policing programme, Sussex Police has made decisions about what constitutes an appropriate and efficient level of service. It has created the resolution centre to deal with calls for service deemed by the force to be non urgent over the telephone. The force states that routing calls to a resolution centre will mean that more calls will be resolved earlier. Where a police response is required, the most appropriate officer will be sent first time. Where no police response is required, this will be made clear to the caller and the expectations of customers will be managed better. The force believes that its customer surveys will show increased satisfaction and that there will be an increase in the quality of investigations and evidence gathering.

HMIC has some concerns about the implications of this approach and the possibility that calls for service may be wrongly directed to the resolution centre or that the service to the public may not be good enough. HMIC intends to review this process in more detail in our next efficiency inspection.

### **Increasing efficiency**

Sussex Police makes extensive use of the HMIC value-for-money profiles to find out how its costs compare to other forces and to identify areas where improvements can be made. Over the five-year period to 2015, Sussex Police maintained core services and implemented improvements while delivering savings of over £50m against a forecast of £56.9m, with a further £13.6m to be delivered in 2016/17. Despite the protection of police funding, the force recognises that it has a continuing need for significant savings in order to meet budgetary requirements. This is due to the level of additional costs, mainly pay related, which are expected to increase by 4 percent in 2016/17, outstripping any increases in income. The 2016/17 budget has been developed to ensure that the operational delivery plan is adequately resourced to meet the police and crime plan priorities, the strategic policing requirement, operational risks and demands.

Sussex remains one of the lowest-cost police forces nationally.<sup>4</sup> It had the fourth lowest band D council tax rate per household, the seventh lowest net expenditure per head of population (£160.8 in comparison to the England and Wales average of £180.7) and yet the sixth highest net revenue expenditure (NRE) per population (excluding national functions) spent on operational frontline services (73.4 percent of

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<sup>4</sup> *HMIC Value for Money Profile 2015 – Sussex Police*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/sussex-2015-value-for-money-profile/](http://www.justiceinspectorates.gov.uk/hmic/publications/sussex-2015-value-for-money-profile/)

its NRE compared to the average for England and Wales of 70.8 percent). All figures are taken from the Chartered Institute of Public Finance and Accountancy estimates for 2015/16.

The force now keeps the costs and quality of its main change programmes under review. All investment plans need to specify the aim of the project, the expected improvements and the resource saving it would generate. The plans are then scrutinised by the investment board before the force ratifies them. There are also post-implementation reviews.

## **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 Sussex 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 the steps it is taking are appropriate to ensure that their 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**

As part of the local policing programme, Sussex Police planned a reduction in the number of PCSOs from 347 to 196 budgeted posts, and some redeployment. This uncertainty led to more staff than necessary leaving the organisation on voluntary redundancy. However, some staff members who wanted to leave immediately agreed to delay for some months to ensure workforce resilience. The force discovered that the changes meant that some PCSOs felt less connected to the service because they were being asked to continue in a role that they no longer wanted to do. Many wanted their roles to remain as they had been, believing that they were providing a valuable service, distinct from that of their officer colleagues. As a result, the force is now having to recruit PCSOs actively to fill the gaps created and is operating with high levels of vacancies (5.7 percent for 2015/16 in comparison to the England and Wales average of 1.2 percent). Officer reductions are also occurring at a faster rate than planned. HMIC is concerned that these vacancies and overall reductions are affecting services within local policing, specifically within the community teams.

HMIC was informed that when sergeant and inspector posts become vacant, they are filled temporarily by constables and sergeants respectively, acting in the higher rank. There are, therefore, a significant number of acting sergeants and acting inspectors. It is not clear what process these officers went through to achieve this acting status, and they may not have the skills and training required to carry out their duties effectively. The sergeant role is important during times of significant organisational and cultural change for the force, and its effect on managing and supporting the workforce throughout that change should not be underestimated. The force plans to reduce the number of sergeants and inspectors as part of the new target operating model.

Sussex Police needs to improve its understanding of the skills of its workforce and the capabilities of its staff. Although the leadership framework and the joint people plan identify the skills and capability requirements, there is no systematic system to record individual skills. We were informed that there had not been any recent analysis of force-wide training needs. The new system of resource planning will address this gap, but in the meantime this information is not available for use in deploying the right staff to the right activities. This is further hampered by the resource constraints caused by high levels of vacancies in 2015/16 compared with the average for England and Wales. The force's ability to direct suitably trained and skilled officers to incidents is affected. This has resulted in roads policing officers or armed police being sent to high-risk domestic abuse incidents without appropriate safeguarding skills or training.

The force holds fortnightly tactical level resourcing meetings to review the workforce plan and resourcing levels and can initiate prompt action to meet resourcing and capability needs. This has led to the establishment of a number of strategic groups to deal with capacity and capability gaps, such as in specialist ICT, digital forensics and public protection. The force has plans to increase the number of firearms officers in response to the increasing terrorism threat. Analysis has shown that a 50 percent increase would reduce the armed police response times to the most significant areas of risk to ten minutes. An initial nine training posts have been established, and funding options for an increase in armed staff are being considered.

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

We assessed how well Sussex Police has explored opportunities to work in collaboration with others to increase efficiency and provide more resilience. These 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 more effectively.

Sussex Police has collaborated in a number of functions with Surrey Police, through its Policing Together Programme. It is assessing further opportunities for collaboration, such as in vetting and occupational health, to improve services and reduce costs. In data submitted to HMIC, the force indicated that in 2016/17 it had allocated 15.9 percent of its net revenue expenditure (NRE) to collaboration with other police forces. It hopes to increase police collaboration funding to 24.3 percent by 2019/20 and to develop regional and wider collaboration with other forces such as Hampshire Constabulary and Thames Valley Police.

The force continues to communicate and work with partners to assess demand and the opportunities for joint working. The force is the lead agency in the Safer Sussex Roads Partnership, which combines education, engineering and enforcement and the multi-agency safeguarding hub (MASH) to reduce road casualties. The force is also a significant participant in the Video-Enabled Justice Regional Collaboration programme, which is a multi-agency initiative throughout London, Surrey, Sussex and Kent to establish purpose-built video courts.

Sussex Police's work with other partner agencies to shift public demand is undeveloped, but is the next stage of the local police programme. Discussions with local authority partners have started.

The Emergency Services Collaboration Programme seeks to manage demand on all three main blue-light responders more effectively, through relationships with East Sussex, West Sussex and Surrey Fire and Rescue Services and South East Coast Ambulance services. The force is developing plans for joint fuel management and joint vehicle recovery, accident and repair contracts and is working towards an integrated blue-light transport structure, including joint workshop facilities, by 2020. This should help to reduce costs and manage demand. There are plans to share ICT, finance and human resource functions, in preparation for the establishment of the East Sussex Fire and Rescue HQ and contact functions at Sussex Police HQ in Lewes.

### **Collaboration benefits**

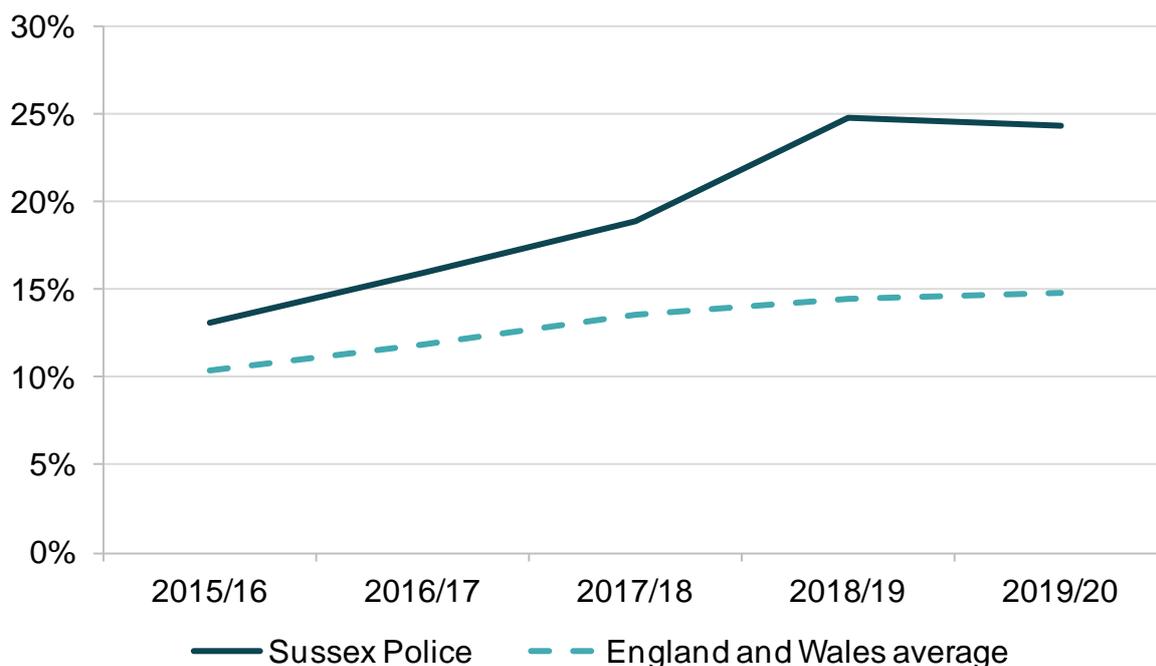
Sussex Police is continuing to develop its collaborative working arrangements with Surrey, specifically in relation to its specialist units, operational units and crime. Savings schedules show that Sussex Police's share from the collaboration on specialist crime, operations and ICT amounts to £2.7m for 2015/16. The force expects savings of 20 percent as a result of collaboration with Surrey Police by 2020. Good examples of where the resources of the two forces were shared would be the Shoreham air crash and having a police presence at the shale-drilling site. This removed the need for costs to be requested from any one force, as part of the mutual aid process.

The video-enabled justice programme will result in purpose-built video courts. Some cost-benefit analysis has been conducted and has identified a saving of £4.6m for

Sussex Police. This comes principally from a reduction in the demand for custody and from removing the need for officers to attend court in person.

The force mental health street triage service is well established, with police and health authority staff jointly providing the most appropriate care to members of the public when mental ill health may be a factor.

**Figure 5: Projected percentage of net revenue expenditure in Sussex 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**

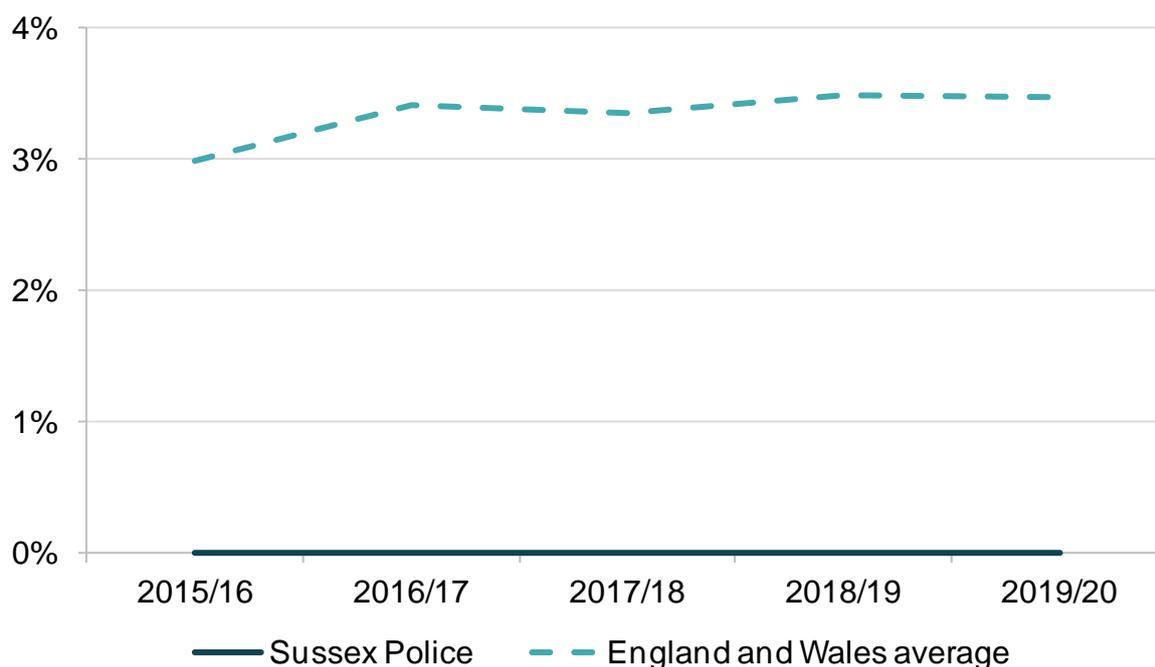


**Source: HMIC Efficiency data collection**

**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.**

Sussex Police has forecast that it will spend £39.2m in 2016/17 on collaboration with other police forces. This is 15.9 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £57.7m (24.3 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 Sussex 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.

Sussex Police has forecast no spend in 2016/17 and 2019/20 on collaboration with non-police organisations. The England and Wales average was 3.4 percent of net revenue expenditure in 2016/17 and 3.5 percent in 2019/20.

## **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.

Sussex Police has a good record in managing finances and achieving savings. Capital and project spending is subject to investment board scrutiny and assessment and includes evaluation of performance outcomes. With Surrey Police, the force is using a target operating model, based on the needs of service users and staff, to look afresh at every aspect of future services. This takes into account future demand, costs, savings and the change in services provided. All objectives align with the

vision agreed by chief officers and are supported by evidence from a comprehensive assessment of demand and data analysis. Areas of change have been subject to internal and external reviews of benefits and user satisfaction.

The force is confident that its savings plans are realistic and that increased efficiency will lead to reinvestment in priority activity, such as dealing with capability gaps. However, the investment plans have not been finalised and the workforce plans are subject to revision. The force conceded that the original plans, which aimed at significant savings essential to meet the likely severe budget cuts at that time, cut too deeply into staffing in some areas and, in light of the spending review, the force is reviewing this. The force had built its savings plan on the assumption that it would have to cut £60m by 2019/20 as part of the spending review settlement.

Sussex has saved £56.9m between 2010 and 2015 and has plans to achieve a further £42.8m between 2016/17 and 2018/19 (saving £13.6m in 2016/17). The spending review settlement now requires the force to make savings of £35m by 2020. The force states that it has taken account of this and has designed a savings plan that will still cut £42.8m by 2019/20, leaving £7m<sup>5</sup> for reinvestment into priority areas such as counter-terrorism and public protection technology. The chief constable and the police and crime commissioner (PCC) are both committed to the savings and to reinvesting the £7m. To protect frontline services, local policing budgets had not been reduced during the earlier savings period. In March 2016, the force published 'Investing in the future' on its website, which set out the areas that the £7m would be spent on. However, at the time of our inspection, plans were being drawn up to determine whether additional savings would be spent on local policing.

The force recognises the value of IT and new technology for increasing efficiency. It uses a forensic software tool to triage digital devices effectively – in relation to public protection, while suspects are in custody and to eliminate devices at scenes, reduce the number which are then subjected to a full forensic examination by the digital forensics team, and charge and remand suspects during custody time limits. The force uses the equipment for evidential purposes in relation to indecent images of children.

In addition, the force uses digital interview recording and body-worn video, along with online crime recording and 'track my crime,' to increase productivity and the quality of service. However, it is too soon for the force to be able to determine the efficiency savings from the introduction of mobile data. The force has not yet

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<sup>5</sup> See section nine and appendix D of the Sussex police and crime panel's revenue and capital budget 2016/17, which is available at: [www2.westsussex.gov.uk/ds/cttee/pcp/pcp220116i5a.pdf](http://www2.westsussex.gov.uk/ds/cttee/pcp/pcp220116i5a.pdf)

undertaken an evaluation of the introduction of mobile technology, as to date only 1,300 officers have been issued with the devices. In addition, as at June 2016, the devices have only about a third of their intended functions available.

HMIC heard concerns about the change programme and the ability of community teams that had been affected by reductions in officer numbers to perform roles such as response to calls or public order duties. While the force has told community teams to explain the local policing programme to the public in broad terms, it appears there is no route through which the public can respond. PCSOs were not told to report comments or issues arising from various community consultation events, and consequently have not done so. This raises questions about how the force can be aware of the views of those it polices and take account of them. In the absence of direct links, some communities have expressed their concerns through media channels, such as the local paper, and the Crowborough community expressed a lack of confidence in the police at a conference.

HMIC are concerned at the impact that the changes are having on members of the workforce and the competing demands on their time. In addition, the lack of any clear process for the workforce to receive and direct feedback from the public could have a further impact on the force's effectiveness and ability to maintain and improve public trust and confidence.

## Summary of findings



**Requires improvement**

The force requires improvement in the way it uses its resources to manage current demand. It has a good understanding of current demand and of the costs of its services. The force has set its priorities and determined the resources that are required in specific areas. The force has an incomplete understanding of the skills of its workforce. It is aware of gaps in this area and is developing plans to deal with these.

Sussex can demonstrate a commitment to joint working, works collaboratively with other police forces and seeks to extend its work with its public sector partners. It can demonstrate some of the benefits realised and efficiencies from its investment, particularly in its collaborative work with Surrey and the blue light programme.

However, in bringing in recent changes to improve efficiency under the local policing programme, the force has affected its ability to manage current demand within its community teams. There has been some redeployment of community staff to assist in other areas of police business. The force accepts that the plan cut too deeply in some areas, and it is being looked at again.

#### **Area for improvement**

- Sussex Police should, while making its planned savings, ensure that there is sufficient capacity within its neighbourhood teams to improve the force's understanding of hidden demand and the expectations of the public, in order to meet future demand for its services.

## 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 Sussex 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 Sussex 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**

Sussex Police had forecast a greater financial challenge than in the event the spending review required, but still plans to make efficiency savings of £40–45m by 2020. The force intends to invest the additional resource in priority areas such as counter-terrorism, public protection technology, reducing internally created demand where that is unnecessary or bureaucratic, and forecasting future demand. However, it was unable to provide details of its plans to invest in preventing, reducing and tackling crimes.

The force is considering a review of its workforce and savings plans, following the PCC elections. HMIC found that the number of vacancies held back, pending the implementation of the new target operating model, had resulted in a large reduction in staff numbers. HMIC is concerned that this is having a negative impact on the service provided to the public, specifically in crime prevention and problem-solving. There is a lack of clarity over future workforce numbers, and the force is still planning to achieve savings in excess of those required.

As part of its target operating model, the force changed the role of the PCSO from one largely of reassurance to one of problem-solving and crime prevention, but officers and staff are already raising concerns about a lack of capacity to deliver services, particularly in these areas.

The force's workforce plans and models were based on the planning assumptions for Sussex 2020. It has identified some main areas for investment, including its fleet, criminal justice and PCSOs. The major crime team, forensic services and tactical firearms unit are all run jointly with Surrey Police. Horsham social services are working with child protection officers in a shared workspace owned by the district council and public protection teams from Surrey and Sussex Probation Trust are working together at Crawley police station. Over the next five years, Sussex Police's estate is expected to reduce by approximately 30 percent, with an annual gross revenue saving of approximately £3m. The force expects to maintain or improve its service to the public despite the reduction in its own buildings, moving to sharing sites and services with partners.

### **Investing in ICT**

Sussex Police sees ICT as central to managing demand and providing future organisational efficiencies. With the reduced number of officers and PCSOs, the intention is to improve public engagement with services and information to the public through digital means. Sussex Police's target operating model is based on assumptions about increased productivity of officers through the introduction of mobile technology and online crime reporting. However, the force acknowledges that its plans are still in their infancy. Body-worn video, issued to all frontline staff, has been used effectively, as has the online facility for the public to report crime and 'track my crime'.

### **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 Sussex 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.

The force has ambitious plans to change how it delivers local policing, and it collaborates with others on many specialist functions. The force has commissioned academic research to inform its demand and workforce planning and has commissioned external experts to help with their delivery. Plans are scrutinised by its audit committee and by the independent advisor who sits on the PCC board. There is a rigorous approach to programme management, which enables the force to monitor closely the implementation of change plans, ensuring that they stay on track

and deliver the expected benefits. The force has made progress with its plans to achieve savings, assumed from the budget announcement and expected to be at least £35m. It has developed a flexible local policing plan, linked to capability and demand. Vacancies have arisen in the short term through a restructuring of the PCSOs, but this was not fully appreciated or foreseen. The aim now is to recruit entrants with the required skills and competencies for the new PCSO role. The force is seeking to recruit staff with the necessary skills, especially digital skills, to deal with cyber crime and to respond to online needs.

The force has not finalised its investment plan, although the fundamental principles are laid out in the force's 'Investing for the Future' document. The force informed us that it was not practicable to have done so before the PCC elections as it could not predict whether the returning or new PCC would raise the precept (the local funding for the police from the council tax). The force has made some changes to its recruitment plans following the financial settlement in 2015, but its workforce plan and change programme have not yet been revised because of the uncertainty over possible changes to the police funding formula.

The police budget for 2016/17 includes revenue investment of £3.3m and savings of £13.6m. The £3.3m revenue investment is for additional capacity and resources to meet policing priorities and demands in line with the police and crime plan. The most immediate priority areas identified by the chief constable are investments in digital forensics and protecting vulnerable people. Annual investment of £2.1m will be used for resources and skills to deal with the increase in the volume and range of crimes and incidents of sexual offences, and domestic abuse and other abuse of vulnerable adults and children. This investment is to provide additional police officers and investigative skills and capacity to manage and respond to the current and predicted workload. This is in addition to previous investments in safeguarding hubs and dedicated sexual liaison officers and reflects the continuing significant level of increase in reported crime and in the complexity of cases.

### **Planning for the future**

Although the savings required by the spending review are less than expected, the force still estimates that it needs to cut spending by a further £35m by 2020. The force is planning to make significant budget savings through its redesigned delivery model and is planning to save more in each year of the medium-term plan than it needs to. This means that there will be half the current number of PCSOs in neighbourhood teams and fewer police officers engaged in local policing. HMIC is concerned that the level of staffing in neighbourhood teams may leave them without sufficient resources to provide the kind of effective, proactive policing needed for crime prevention and problem-solving.

The force's planned changes will reshape the way in which it provides services. The plans include the greater use of ICT as a component of better, more efficient policing and increased public contact, e.g. online crime recording and use of video-enabled

provision of evidence. Its resource planning system, due for implementation in 2017, will streamline support functions and response to demand.

The force seeks to give more attention to vulnerable people and to use police time more appropriately to manage risks to victims and to fight crime. Investigations will be pursued only where there is a realistic possibility of a successful outcome. There will be a greater emphasis on THRIVE<sup>6</sup> risk assessments and on reducing demand through the resolution centre, with investment in the priority areas of public protection and cyber-crime.

## **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 to improve operational efficiency.

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

The force is determined to continue to identify savings in its budget to enable investment in priority areas. For 2016/17, the force is investing £3m in public protection and digital forensics. Over the period 2016–20, the PCC's medium-term plans show that savings will exceed the £35m savings requirement by £7m, which will be added to reserves to be invested in additional counter-terrorism and firearms capacity.<sup>7</sup> Any precept increases will be used to invest in local policing investigations and preventative work.

The force is planning to transform its investment principles into detailed investment plans. This will include a review of delivery plans and will determine whether there is a requirement for increased investment in certain elements of local policing, taking into account public perception and the PCC's police and crime plans.

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<sup>6</sup> THRIVE (threat, harm, risk, investigative opportunity, vulnerability and engagement) is a systematic approach to risk assessing calls for service.

<sup>7</sup> *Proposed Revenue and Capital Budget 2016/17 and Medium Term Financial Plan*, Sussex PCC, 2016. Available at: [www.sussex-pcc.gov.uk/wp-content/uploads/2016/03/010-Main-section-2016-17-Budget-Report-FINAL.pdf](http://www.sussex-pcc.gov.uk/wp-content/uploads/2016/03/010-Main-section-2016-17-Budget-Report-FINAL.pdf)

## **Working together to improve future efficiency**

With a view to becoming more effective, the force plans to continue to develop collaborations, primarily with Surrey, but also with three other forces. The Blue Light Collaborative and video-enabled justice programmes are expected to bring big potential savings and improve the service to vulnerable victims and witnesses. There has been some joint working with local authorities, but this has not developed at the pace of some other areas of the collaboration.

The force's reserves strategy is prudent and allocated reserves are earmarked for spending over the next four years. The force is not intending to borrow any money to enable it to invest and is using its reserves to fund capital projects and other investments. This removes the need to factor in repayments for any additional borrowing.<sup>8</sup> The force and the PCC have set aside a reserve for capital and investment, amounting to some £34m at the beginning of 2016. There are plans to fund all capital projects and other investments using this reserve, without the need to borrow externally. The PCC's medium-term financial strategy shows that none of the investment plans to 2020 requires any additional borrowing. However, the capital and investment reserves will be exhausted by 2020.

In addition to this reserve, the general reserve is to be held at £10m each year (which is in line with the PCC's reserves policy of maintaining it at 4 percent of NRE). There are other allocated reserves, so there will still be a total of £25m in reserves by 2019/20. But as this is already earmarked, it means that, unless the force is able to replenish the investment reserve, there will be limited scope for further new investments.

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<sup>8</sup> See section nine and appendix D of the Sussex police and crime panel's revenue and capital budget 2016/17, which is available at: [www2.westsussex.gov.uk/ds/cttee/pcp/pcp220116i5a.pdf](http://www2.westsussex.gov.uk/ds/cttee/pcp/pcp220116i5a.pdf)

## Summary of findings



**Good**

The force is good at planning for demand in the future. It has developed future plans based on realistic and prudent assumptions about future income, costs and benefits. The force has made good use of information to identify future demand and workforce capabilities and has given some consideration to how its future workforce and ICT capabilities will integrate. There is a lack of clarity over future workforce numbers, but the force plans to realign financial resources to different ways of working in order to manage demand, using the financial savings from one area to reinvest in another. The planned workforce cuts appear to be putting unnecessary pressures on neighbourhood policing. The force has used outside experts to develop plans for investments. It submits these to external auditors for scrutiny to explore opportunities for working with others to reduce costs and make savings.

## 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.