



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of West Yorkshire Police



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Introduction

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

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

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

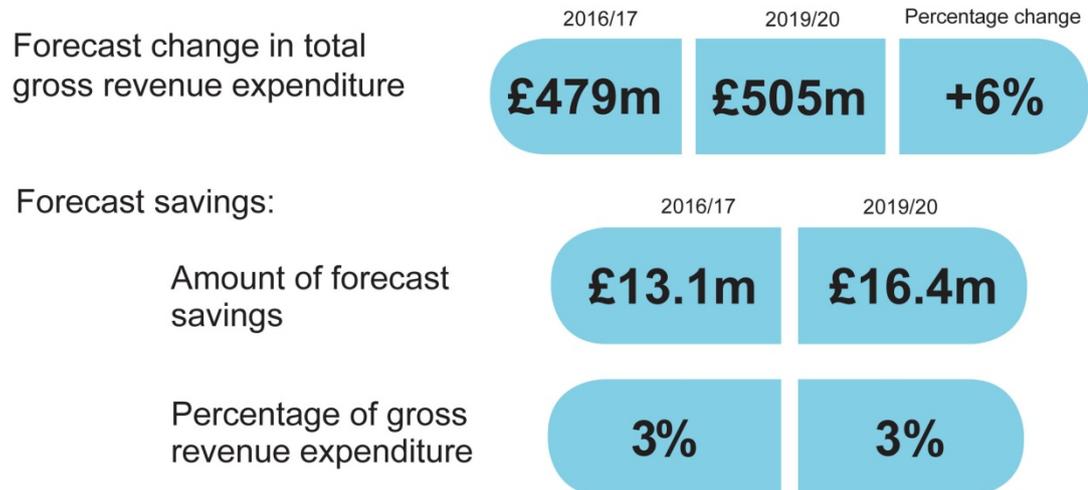
HMIC's efficiency inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings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

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

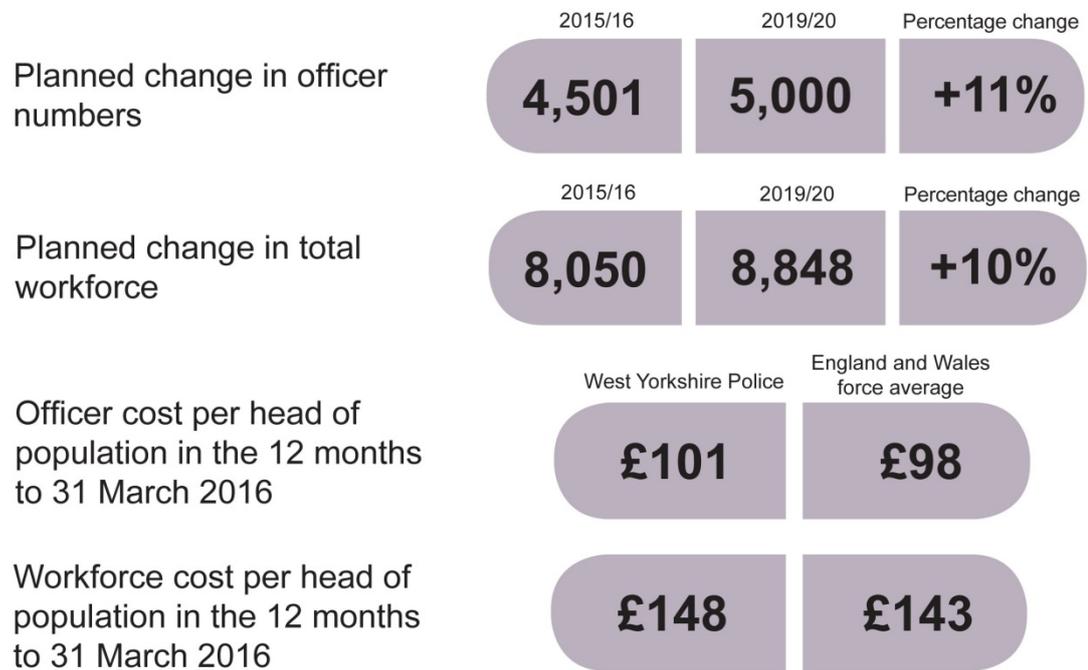
Force in numbers



Financial position



Workforce





Calls for assistance

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

West Yorkshire Police

162

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

69

2015/16

89

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

West Yorkshire Police

+29%

England and Wales force average

+9%



Victim satisfaction

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

West Yorkshire 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 judgment¹



Good

West Yorkshire Police has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime. The force has a good understanding of all of the current demand for its services. It also has a developing understanding of future demand, and has plans in place as to how it will understand and manage likely future demand better. The force is improving both the capability and the capacity of its workforce and makes good use of its resources to manage current demand. The force has sound financial plans in place to ensure its investments deliver benefits in terms of both efficiencies and savings.

Overall summary

HMIC found West Yorkshire Police to have a good understanding of all of the current demand for its services. It also has a developing understanding of future demand, with the force having plans in place for how it will understand and manage likely future demand better. The force is working well with partners to determine what the future demand for service will be from its communities and is working to meet those needs. The force uses survey information at local levels to identify changes in public expectations and set clear priorities. The force has a good workforce model which meets its current demand, with a new shift system launched earlier this year and an increase in resources for the protection of vulnerable people within the community. This means that the force is able to meet the current demand and is able to provide those services which the public expects.

The force is improving both the capability and the capacity of its workforce. It is recruiting new police officers and police staff with the right skills to tackle the workforce gaps which have been identified. West Yorkshire Police has significant investment in the digitalisation of the force. The use of mobile data terminals by all of its frontline officers and staff means that they are more visible to the communities and visit police premises less. The force has a well-developed programme for officers and staff to work in an agile way using technology and the ability to work at remote locations, such as the buildings of other organisations, to support efficiencies and the productivity of its staff. The force has robust ways of doing business, through

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

its change programme, to make efficiencies and to ensure that benefits are tracked and are realised. The force has sound financial plans to ensure that its investments are planned to produce both efficiencies and savings. Through working collaboratively with other forces, a number of operational services in West Yorkshire Police, such as its forensic science provision, have made significant efficiencies and produced savings for the force. HMIC found the force to be good at keeping people safe and reducing crime.

Recommendations

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

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

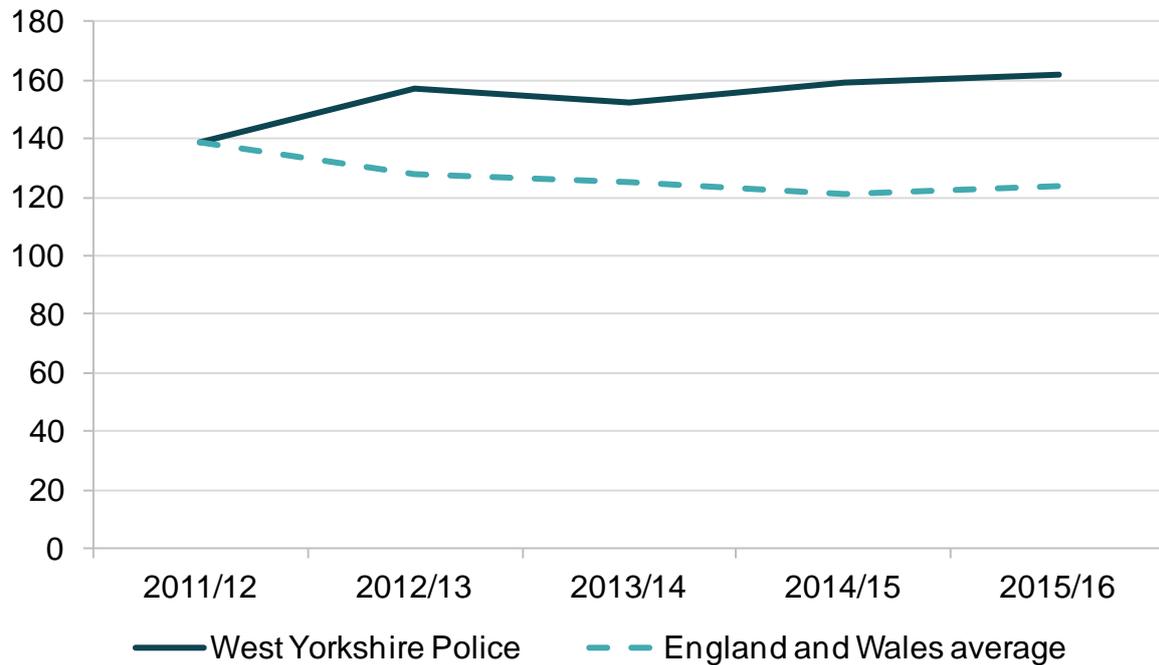
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for 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 which are more reluctant to trust or work 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.

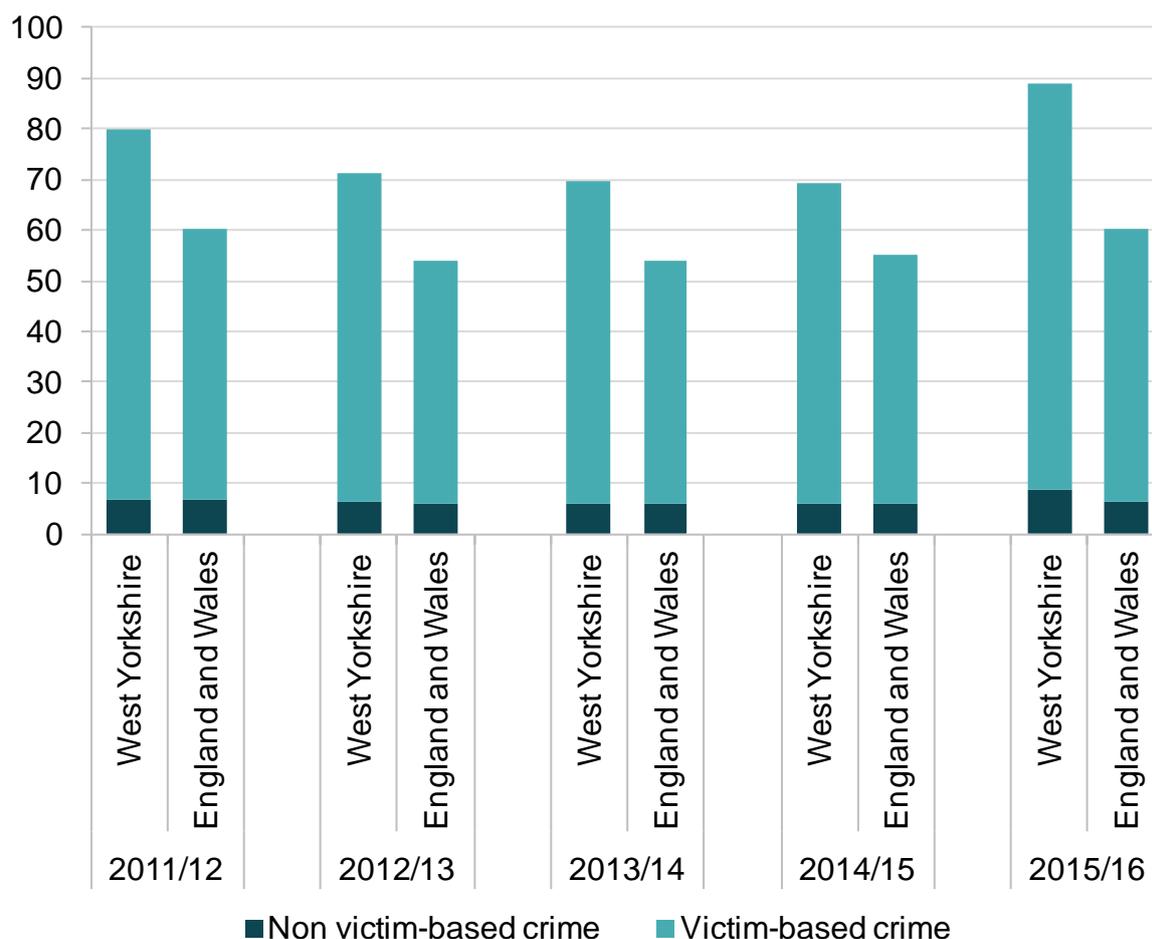
Figure 1: Volume of 999 calls per 1,000 population received by West Yorkshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016



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

West Yorkshire Police received 162 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was higher than the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force 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 West 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, West Yorkshire Police recorded 80.1 victim-based crimes per 1,000 population, higher than the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, West Yorkshire Police recorded 9.0 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. There has been an increase in the victim-based crime rate of 10 percent and an increase in the non victim-based crime rate of 30 percent since the 12 months to 31 March 2012.

West Yorkshire Police has a good understanding of the demand from calls from the public, having conducted a review of calls for service. On the basis of this, it has introduced a number of more efficient processes. These include ‘click before you call’, which allows callers to select the most appropriate service before speaking to a call handler, although this does not yet have the ability to divert calls to other organisations.

Annually, the force assesses comprehensively the threats and risks facing the communities of West Yorkshire. This includes a detailed analysis of recorded crime and calls for service from the public, which enables the force to distinguish increased actual demand from increased reporting of incidents and crime resulting from better processes or increased public confidence. The assessment identified 11 priorities for West Yorkshire. Each priority has a plan and an allocated senior officer responsible for implementing the plan and ensuring that the right resources are allocated to that priority.

West Yorkshire Police uses a structured approach to its decisions on its current and emerging priorities. The force has identified these priorities using the management of risk in law enforcement (MORiLE)² process developed by the National Police Chiefs' Council. This tool identifies the types of crime which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively. This process has enabled the force to recognise that hidden crimes present some of the greatest risks, and consequently to make these priorities for which it needs to improve its ability to respond. It has prioritised mental health, terrorism, human trafficking, child sexual exploitation and abuse, cyber-crime, so-called honour-based violence, missing persons, forced marriage, domestic abuse and female genital mutilation as well as more obvious threats such as firearms, domestic burglary and serious sexual offences.

As a number of the priorities are to protect vulnerable people, the force undertook a safeguarding review in March 2015. This review covered the resources and skills needed to match the demand from the risk areas, including the buildings, IT systems, human resources, training and development, which the force needed to efficiently meet the demand. The force developed a plan for the specific requirements in each area to ensure that it was successfully addressing each of the priorities. The force has increased the resources in its safeguarding teams to deal with increasing demand, and has centralised its governance structure to oversee the safeguarding services across the force area. The review resulted in all safeguarding resources coming under the control of a detective superintendent, with separate units for adult, child and public protection officers with domestic abuse cases aligned to the work of detectives in districts.

West Yorkshire Police understands the importance of ensuring that it reduces its internal inefficiency. Senior managers throughout the force have a strong focus on understanding and managing demand, to ensure the force is performing well and to reduce inefficiencies. The force holds to account district commanders for performance not only in complying with force policies and processes but also in reducing demand. The force produces a 'balanced scorecard' that reviews each district's and department's performance across a range of factors, such as crime-

² Management of Risk in Law Enforcement is a tool which combines identification of the key risks facing policing in an area with assessment of a force's current capacity and capability to tackle them.

recording compliance, crime reduction, levels of complaints against police officers and sickness levels. Following a review, the force implemented a new shift system in February 2016 to ensure that its resources best match the force's demand profile and to ensure that it meets its workforce's work-life balance and shift needs.

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.

West Yorkshire Police is working to identify potential future demand and prioritise its resources to meet it. Working with HMIC and the London School of Economics, the force has taken part in an area index of demand (AID) process, which analyses data on 140 socio-economic characteristics, and crime and incident call data, to predict likely future demand. While this analysis is being carried out, the force has reviewed its ward-based needs analysis against factors that increase demand, such as troubled families, child sexual exploitation and missing persons, and has established a 'proxy' to predict what the AID process is likely to show. Based on this analysis, the force has decided on the level of police resources needed centrally and for each district, taking into account the local context and a professional assessment of what is known now.

West Yorkshire Police is keen to explore innovative approaches and makes good use of joint working with academic institutions to develop its policing techniques. For example, it has been working with academic institutions to evaluate and predict the best possible visibility times for its patrolling officers to reduce crime in hotspot areas. The force and the university it was collaborating with successfully applied for Home Office police innovation funding³ to develop these plans further by analysing location and activity data from the mobile handsets of frontline officers and staff against incident and crime data, to ensure that it uses resources to maximum effect.

Through this analysis, the force has begun to understand the changing nature of the area. Work that its Bradford district has completed with partner organisations shows that Bradford has the largest proportion of young people outside London, and it is estimated that by 2020 it will have the largest youth population in the country. West Yorkshire Police recognises that this could mean more victims of crime and more offenders. By overlaying data from various partners, including health, police, social

³ See Policing Innovation Fund 2016/17 www.gov.uk/government/news/police-innovation-fund-201617

care and children's services, the analysts in the local authority community safety partnership developed a profile of Bradford's communities in the future. The force, along with its partners, has already started additional work to assess the number of young people who are on jobseeker's allowance and not in education or training, to improve the information on the profile and service needs for Bradford before the increased growth in the population of young people.

The force is aware that partner organisations, particularly local authorities, have been subject to greater spending cuts and may seek to review how they work with the police, for example by reviewing the provision of financial support for PCSOs in their area. The force has planned for a £1m reduction in the funding contribution next year from partners.

Summary of findings



Good

West Yorkshire Police has a good understanding of its current demand along with a developing understanding of its likely future demand. The force has undertaken a comprehensive review of its current demand. It has reviewed hidden demand and identified the demand which has the potential to cause the most risk to the community. It has launched a new force shift system to match resources with demand. The force has also reviewed its ability to protect vulnerable people and has increased its capability and capacity to meet that demand. The force has some innovative projects to reduce demand and get the most out of the productivity of its staff. The force has made a good start and is developing how it predicts its future demand. Working with both police and partner data to map what community and ward profiles will look like in years to come, the force has looked at how, along with its partners, it can influence future demand and improve its services to meet it.

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

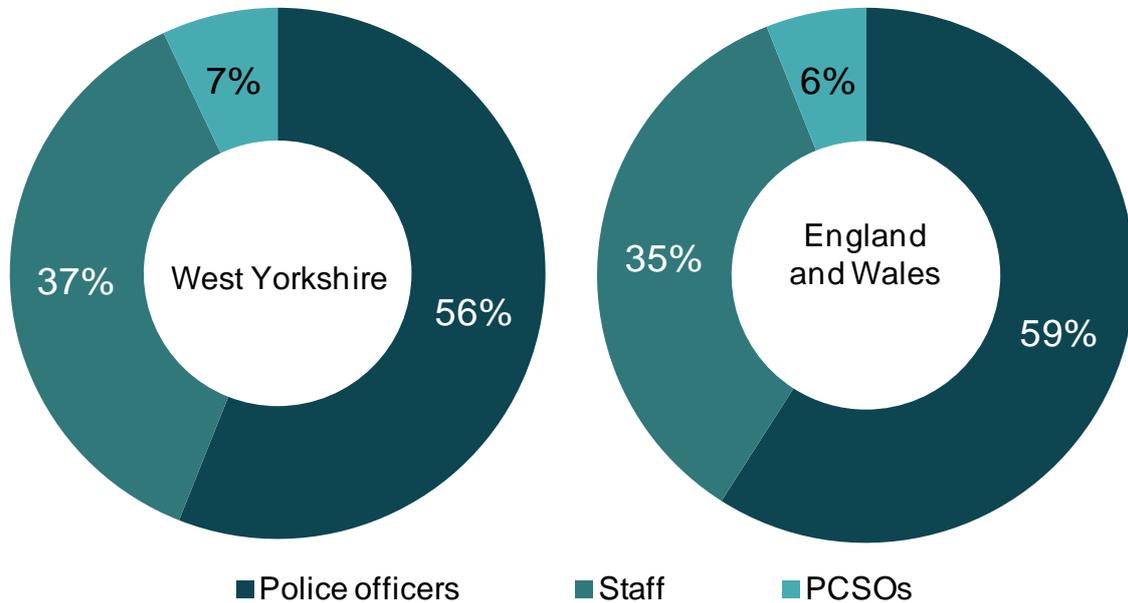
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which West Yorkshire Police has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned with 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 looked at how well West 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 West 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 56 percent of West Yorkshire Police's workforce. This was broadly in line with the England and Wales average of 59 percent. The proportion of staff in West Yorkshire Police was 37 percent, broadly in line with the England and Wales average of 35 percent. The proportion of PCSOs in West Yorkshire Police was 7 percent, broadly in line with the England and Wales average of 6 percent.

Figure 4: Planned changes in full-time equivalent (FTE) workforce from 31 March 2010 to 31 March 2020 for West 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	5,758	-22%	-14%	4,501	11%	-2%	5,000
Staff	3,539	-15%	-21%	3,016	9%	-5%	3,283
PCSOs	763	-30%	-35%	533	6%	-6%	565
Workforce total	10,060	-20%	-18%	8,050	10%	-3%	8,848

Source: HMIC Efficiency data collection

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

Managing demands for police services

West Yorkshire Police has set clear priorities for the provision of policing services, taking into account both current and emerging threat, harm and risk factors facing the force, and the objectives set by the police and crime plan. The force uses information from police and crime commissioner (PCC) public perception surveys to identify how public expectations of police services are changing. The data can show the general West Yorkshire or can be broken down to particular ward-based needs and expectations. This means the force can understand and respond better to the expectations and perceptions of local communities.

West Yorkshire Police recognises that it must increase its numbers of force firearms and firearm-trained officers to meet the national policing requirements. The force recognises that the need for the initial training of new firearms officers will be short term. The force has innovative plans to recruit retired firearms training officers on short-term contracts to satisfy this short-term training requirement.

Increasing efficiency

The force has invested significantly in new technology to improve efficiency. Its frontline officers and staff now have 4,500 handheld devices, allowing staff to record directly onto force systems without having to return to the station. This saves police time and increases visibility within the community, as well as allowing geo-coding to support activity analysis and crime prevention work. It is too early to assess actual cost savings from the use of this new technology but the force is continuing to monitor its use and learn from staff feedback.

In order to support more efficient police services, the force has increased the numbers of special constables and volunteers, increasing the special constabulary from 400 to 1,000, with a target of 1,500 special constables. A significant number of events are policed using both volunteers and special constables, meaning that frontline police officers and PCSOs can focus on their crime fighting and crime prevention roles.

The force has a dedicated team which works well in managing the force's change programme. There are good relationships between the force and the office of the police and crime commissioner. The force systematically reviews all areas of service to increase efficiency; recent reviews include digital contact management, child sexual exploitation, counter terrorism and criminal investigations. West Yorkshire Police is also working with its regional police partners to extend the services provided collaboratively by the regional organised crime unit and the West Yorkshire Police-led forensic services, which serve all police forces in Yorkshire and the Humber.

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 has the skills and capabilities to provide the required level of service. We assessed how well West Yorkshire Police understands the skills its staff needs, 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

West Yorkshire Police has a good understanding of its workforce's skills and capabilities, although it could identify better the availability of officers with specialist skills. The force recognises that its HR systems do not meet its operational needs and is seeking a new system to make better use of skills. The current ICT system records workforce skills and experience but does not provide a skills search capability to support the deployment of staff with specialist skills to relevant incidents. An example would be where a sexual offence incident requires an officer with specialist training to support the victim or could benefit from an officer with additional language skills. Officers with such additional skills may not be readily

identifiable, so that it is not easy to deploy the right staff to the right activities. This limited ability to identify the additional skills that the staff has may hamper making the best use of the workforce's skills.

The force allocates a skill and resource requirement for each of the strategic priorities for the force. It also identifies any workforce capabilities and gaps whenever a service review is undertaken. For instance, the force's review of how it protects vulnerable people identified the need to develop workforce skills to meet the demand from child sexual exploitation and human trafficking. The force's strategic workforce planning board is overseeing improvement in this area.

Tackling workforce gaps

The force is aware of the need to tailor the skills and knowledge within its workforce to meet changing demands in the future. For example, it has identified a need for additional skilled investigators to deal with child sexual exploitation and historic sexual abuse investigations and obtained additional funding to provide this extra capacity. The force is now actively recruiting new staff against a skills and career profile, rather than just seeking short term-cover from retired detectives. It is working with an external company to develop and accredit staff and officers to the national professional investigation standards required for their role.

As a consequence of previous budget cuts, the force has reduced the size of its overall workforce over the past few years to match the finances available. It had planned for further financial cuts in 2016/17, and the overall number of police officers has fallen to below that which was planned. As reductions in West Yorkshire Police's funding have proved less severe than anticipated, the force now has plans to recruit 256 police officers over the next year, taking into account the anticipated number of leavers over the next 12 months. This is a significant increase in police recruitment, and the force recognises that this is an opportunity to bring in the right skills to match future demand and to improve capability within the force.

The force is taking steps to identify the gaps in its capabilities. For example, its cyber-crime unit is seeing rapidly increasing demands for services, and has created an up-to-date job profile for cyber officers. The profile lists ten essential skills and outlines what role cyber officers would play within the team. The force has provided extra funding to recruit an additional six posts to cope with demand. The posts were advertised and targeted at academic establishments to identify the best candidates with the right skills. Successful candidates completed a bespoke questionnaire and a competency-based examination overseen by a professor from Leeds Beckett University.

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

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

West Yorkshire Police works well with others to improve the way it manages demand, including with local partner organisations and other police forces in the region, so that it can be more efficient and more resilient. The force actively participates in the PCC's partnership executive group, set up to ensure all local authority chief executives and blue light services work together to transform community safety and early intervention, share information to identify joint threats and work together to deal with them. The five policing districts in West Yorkshire operate integrated multi-agency safeguarding hubs with children services, local housing, local authorities and joint investigation teams. The force is working with mental health partners to triage and provide early mental health support to those who require it.

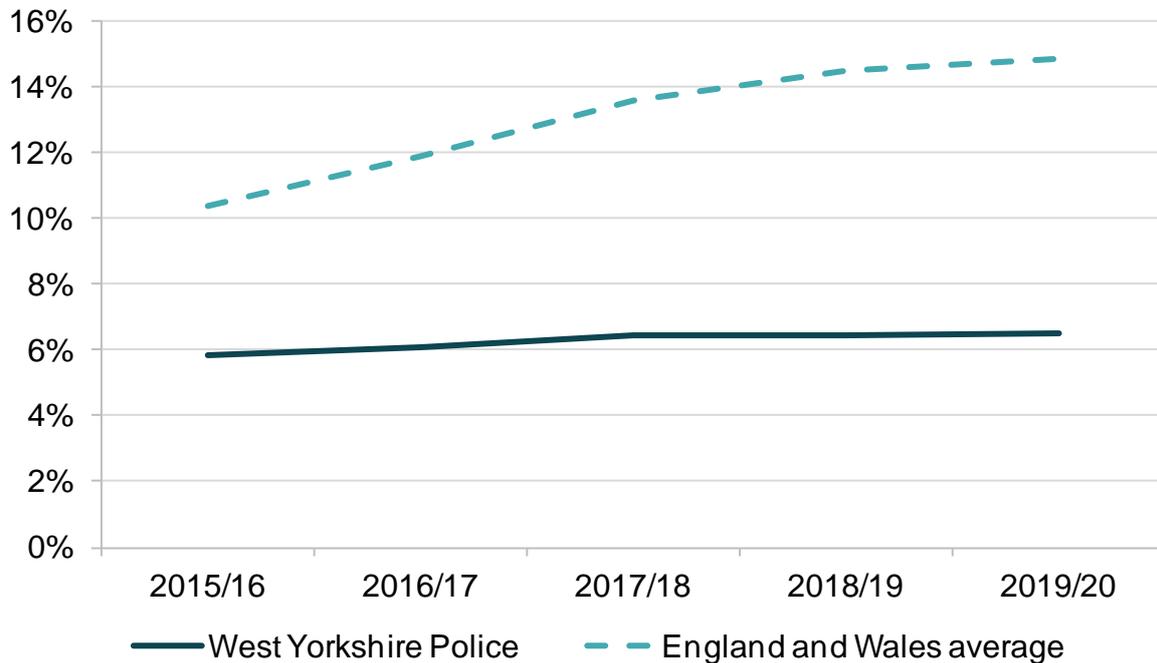
West Yorkshire Police is the lead force in the Yorkshire and the Humber region for a number of services that are provided collaboratively. It has developed an ambitious proposal to have all forensic services across the region in one central team hosted by West Yorkshire Police under a central command hub. This would manage resources better at times of peak demand and reduce administrative costs. It includes mobile data terminals for crime scene investigators.

Collaboration benefits

The services provided collaboratively by Yorkshire and Humber regional police forces are rigorously scrutinised by chief officers from each force to ensure they provide the right level of service for each force involved and achieve the benefits expected. For example, the Yorkshire and Humber regional forensic science support service aimed to save £9.2m; to date it has saved £11.9m.

Collaboration with other emergency services has progressed at a slower pace. There are monthly meetings of the fire, ambulance and police services to consider collaboration opportunities. Neighbourhood policing teams are located in fire service buildings at Castleford and Knottingley and the force is planning a joint police, fire and ambulance district HQ in Huddersfield. The force is exploring practical opportunities to work with the fire service on payroll and HR services, sharing fleet management, driver training, events and duties planning and management, and how to work better together at scenes of incidents.

Figure 5: Projected percentage of net revenue expenditure (NRE) in West 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

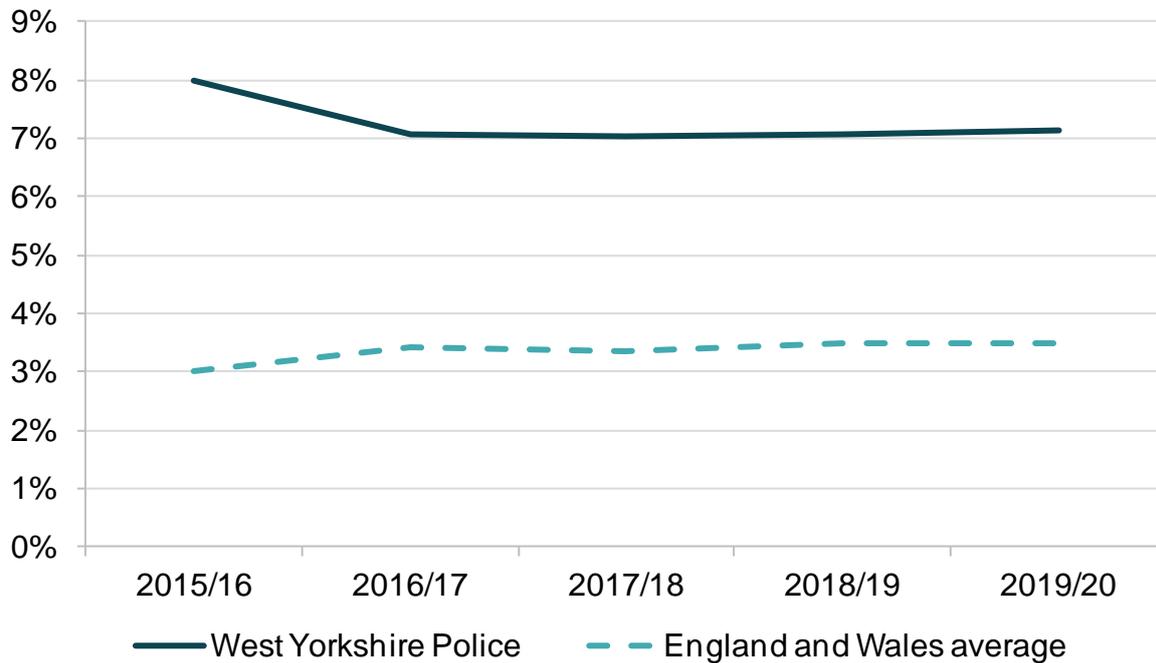


Source: HMIC Efficiency data collection For further information about the data in figure 5, please see annex A

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.

West Yorkshire Police has forecast that it will spend £23.4m in 2016/17 on collaboration with other police forces. This is 6.1 percent of its 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 £26.4m (6.5 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 NRE in West 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

West Yorkshire Police has forecast that it will spend £27.1m in 2016/17 on collaboration with non-police organisations. This is 7.1 percent of its NRE, which is higher than the England and Wales average of 3.4 percent. For 2019/20, the force has forecast that it will spend £28.8m (7.1 percent of NRE) on collaboration with non-police organisations. This is higher 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 realised from any investment and the impact of any new ways of working. This understanding enables them to learn from what works and take swift action to mitigate negative results.

West Yorkshire Police understands the benefits of change; it has a dedicated change programme team which ensures that change plans are clear about expected benefits and that plans stay on track. The force clearly measures benefit realisation; for example, both cashable savings and the quality of service are clear measures in the regional collaboration business cases, and there is good senior officer

involvement in this process. Ongoing collaboration is routinely monitored against these measures, and quarterly performance reports are provided to all the forces involved. The force uses value-for-money profiles to benchmark itself against other forces and review the impact that organisational changes and investments have had on its efficiency. We found a rigorous system of performance management, with individual performance reviews and local accountability meetings at district, department and force levels. This means that the force can monitor continually and understand the impact of changes on service delivery.

For example, the force is considering investing in its vehicle recovery compound. The proposal considered the current business need and the likely increase in demand from vehicles seized due to improved automatic number plate recognition capabilities and the development of smart motorways networks.⁴ The proposal considered the costs against the identified benefits, such as improvements to the experience for victims of vehicle theft, intelligence-gathering opportunities, efficiency and effectiveness of forensic recovery examination, and return of vehicles.

The force has made significant investment in ICT, such as hand-held mobile data terminals. Without benchmarking or a baseline available, however, it was initially difficult to assess the benefits. However, a force review has identified cashable savings and productivity improvements from staff using the device. The review also enabled the force to identify officers who were underusing devices, and they are now being provided with support to help them to make better use of the technology and make the best return on investment. Those who were identified as using the devices the most ('super-users') have been designated as single points of contact and champions to support colleagues. Inspectors receive weekly updates on staff use of devices.

Summary of findings



West Yorkshire Police makes good use of its resources to manage current demand. The force has set clear priorities for the delivery of its services, set against the police and crime plan. The force identifies changes in public expectations from survey data, which means it can understand and respond appropriately to expectations from local communities. The force has increased its efficiency through changes it has made, such as the use of mobile data terminals by operational officers and staff so they can remain visible within the community for longer. In addition, the force has reviewed all aspects of the organisation to drive efficiencies through a robust change-

⁴ Motorway with electronic signs, intensive CCTV monitoring, and enforcement cameras to help reduce congestion and keep traffic moving.

management business model. This identifies and tracks the savings made and the efficiency produced, to make best use of the workforce. The force has identified its workforce gaps and has plans in place to tackle those gaps with the recruitment of new police officers and police staff with the right skills to undertake the roles. The force has established working practices in collaboration with other police forces which have delivered considerable savings to the force and is developing collaborations with other partners and blue light services. West Yorkshire Police understands the benefits of change; it has a dedicated change programme team which ensures that change plans are clear about expected benefits and that plans stay on track.

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 West 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 West Yorkshire Police has considered its future ICT capabilities and any wider changes to the communities it serves.

Matching resources to demand, organisational priorities and financial requirements

West Yorkshire Police has robust processes to identify and prioritise the areas for future investment. Each of the plans for West Yorkshire Police's 11 priorities includes the resources and skills required. The force has assessed the resources required for policing in each district, taking into account many variables such as:

- ward-based needs
- incident volumes
- three-yearly crime figures
- offender volumes
- organised crime data
- population concentration
- locations such as supermarkets
- children in out-of-work families.

All change plans begin with detailed project initiation documents (PIDs) which establish the business case for investment, governance arrangements, benefits, risks, cashable savings, interdependencies, timelines and review processes. All PIDs are considered by force strategic meetings, reviewed by the chief officer team and taken to the PCC for agreement before approval. We found several examples of this process, such as the ongoing review into force shared services and business support facilities (such as HR and payroll).

Investing in ICT

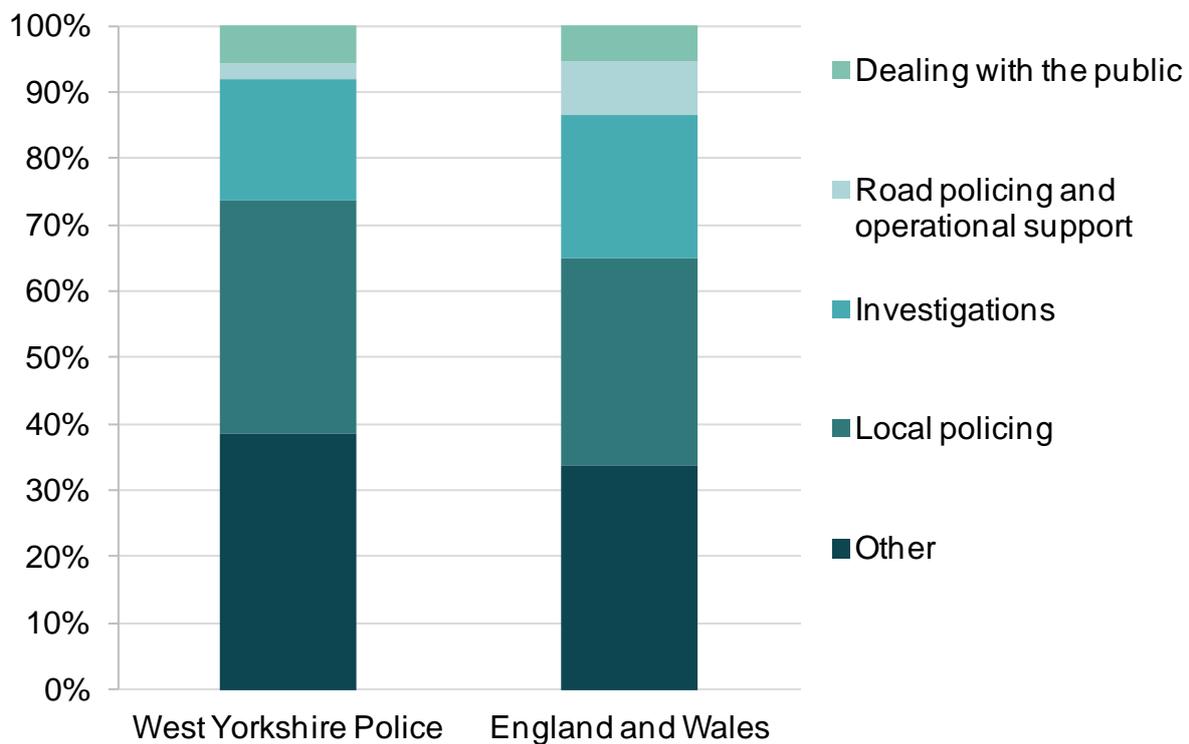
West Yorkshire Police has an agreed force IT strategy that maps the planned IT developments from 2015 to 2020. The strategy is focused on the provision of operational policing through secure 'anytime, anywhere' IT access. The force seeks to provide an improved service to the community and reduce demands on police time, with greater access to online services such as crime reporting and crime tracking. The strategy is built around the force and PCC priorities, seeking to exploit digital and mobile technologies to support policing and improve efficiencies. The £20m investment in mobile data technology has improved efficiency and increased officer visibility within the community and allows geo-coding to increase efficiency and improve crime prevention.

The force has invested in a number of projects with academia, to ensure the plans are robust and innovative, such as the 'WyFi project' which seeks technological solutions to demand issues. The force recognises the value of learning from innovative practice elsewhere and is actively engaged in a number of regional and national working groups as part of its horizon-scanning process to ensure it is aware of national issues and developments. The force recognises that accurate patrol plan data is needed to support analysis that predicts crime and other demands. The force has worked well to secure external funding to help support this approach. We found some early progress on this, in the collection of activity data from the force mobile data handsets and the development of methods of analysis. This will be supported by the force's recent successful innovation fund bid of £630,000, called More with Less – Authentic Implementation of Evidence-Based Predictive Patrol Plans. This aims to provide efficient and robust electronic data to analyse and to develop predictive policing plans. West Yorkshire, in collaboration with other forces, was involved in four other successful bids amounting to over £450,000 to develop ICT and digital systems to support efficiencies and keep the public safe.

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 West 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 expectation, including identifying new ways of working and providing future services.

Figure 7: Estimated percentage of gross revenue expenditure allocated across different policing functions in West 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

West Yorkshire Police has robust processes to enable the planning and prioritisation of its investments. Procurement and capital investment plans include benchmarking from other forces, external consultation and competitive market testing; external consultants and professional expertise have been commissioned to support the consideration of internal resources. Investment plans – such as those on ICT – are based on sound assumptions and are subject to external scrutiny from the PCC and the police and crime panel, although there is room for further scrutiny by partners.

Planning for the future

The force's change programme identifies the areas in which it plans to invest to January 2020. It includes 41 individual projects categorised as 're-engineer', 'new work' or 'adapt'. The plans have a strong focus on improving the way the force is able to improve its efficiency and manage demand for services including the continued development of mobile data technology. New work includes recruiting a significant number of new police officers, improving the regional organised crime unit's capabilities, leadership development and a force culture review. A benefits tracker monitors the cashable savings and risks per year from each project.

The force staffing blueprint identifies the resources required for each district and department and a proposed resourcing structure for the force until 2019/20. The blueprint provides a breakdown per rank and includes externally funded posts and regional and national collaboration resources. The force resource plan allows it to consider changes and identify any gaps. The force is planning to recruit the highest numbers of new officers in 20 years in 2016/17, to bring the police officer strength back up to the level it believes is required. The force recognises that this level of recruitment and training of new recruits is a major logistical challenge.

West Yorkshire Police recognises the value of a strong evidence base for investment. The force has a pilot exercise looking at community engagement, acquisitive crime, and public order and policing partnerships. The force is also part of the regional N8 research partnership, in which eight universities and eleven northern police forces collaborate on issues such as community engagement, domestic abuse and serious organised crime. The force has made use of Lancaster University's 'problem solving days', taking a live issue for a group of the university's academics to discuss and provide solutions or improvement options. In a recent example, the force asked the group to consider how it allocates transport to its workforce; a student has subsequently been commissioned to complete a detailed piece of work to inform the force's transport allocation.

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

West Yorkshire Police plans to recruit considerable numbers of additional police officers in 2016/17 and continues to make savings to support additional future investments. The force is clear that further changes are needed to make savings and improve services. The force uses value for money profiles to identify where it can make more savings in areas identified as having a comparatively higher cost.

We found rigorous financial controls in place and close monitoring of budgets. Zero-based budgeting has removed the need for large contingencies in departmental budgets as the force's central contingency fund can fund unforeseen pressures, if approved by the chief officer team. West Yorkshire Police puts under spends above 1 percent into general reserves to be used for future investment throughout the force. The force recognises that it must reduce its use of reserves. Additional income from increasing the local council tax precept has enabled the force to invest in areas such as the extra police officers.

The force has regular meetings both internally and with the PCC to monitor the force budget, its financial spending and its plans for investment. For example, the February 2016 force monitoring report to the PCC shows the force budget spend to that date as £10.8m underspent. The under spend is recorded as mostly due to savings on police pay, with 102 FTE posts under establishment, amounting to a saving of £4.6m, and £5.1m under spend in devolved and delegated non-pay costs. The force expects to spend a further £9.4m on projects such as the IT programme, body-worn video equipment and vehicle fleet replacement. The financial forecast was for the force to be £12.6m underspent at the end of the 2015/16 financial year.

Working together to improve future efficiency

West Yorkshire Police is considering a variety of collaborations to drive more efficiencies and create additional investment opportunities. West Yorkshire is the lead force for Odyssey Plus, a programme developing collaborative functions in the regional organised crime units. The force is developing other regional police collaboration projects, such as collision investigation, allocation of crime scene investigation responsibilities and other blue light collaboration. The force is discussing the enlargement of the Yorkshire and the Humber regional collaboration by extending the current four-force collaboration to include Northumbria, Cleveland and Durham police forces. This would mean potentially even greater efficiency savings and increased resilience for services.

West Yorkshire considers its ICT capabilities during the procurement phase of projects. It undertakes all ICT procurement using the national framework for collaborative procurement and in conjunction with the regional procurement team, which provides professional advice on the most appropriate route to market, and explores opportunities for collaborative purchasing. An example of this is West Yorkshire Police using the Microsoft platform, as this is widely used by other

organisations. It supports information sharing and video-conferencing facilities with local authorities and the National Police Chiefs' Council, which will provide efficiencies in the future.

Summary of findings



Good

West Yorkshire Police is good at identifying and prioritising areas to invest in for the future. The force has a change programme which considers the priorities for future investment and identifies the business benefits of changes. These are then presented to chief officers and the PCC to consider for approval. The force has made considerable investment in its IT infrastructure and delivery of mobile data technology. This supports its operating model, along with future investments to analyse mobile data to support crime prediction and patrol plans for its staff to improve crime prevention and reduce demand. This means the force can use its investments to reduce crime and keep communities safe. The force benchmarks its plans, consults external companies and undertakes competitive market testing to ensure it has robust financial processes in place. All investment decisions are subject to both internal and external robust scrutiny. The force planning has predicted its resource needs for officers over several years through the force staffing blueprint, and identified gaps are being addressed through considered recruitment. The force has rigorous financial control, which has seen the force underspend for the current financial year. This financial prudence has enabled the force to maintain control over its finances, meet the spending review challenges and plan its investments for future efficiencies.

Next steps

HMIC will assess progress on any recommendations and areas for improvement identified within its reports in a number of ways. We may re-visit those forces where we have identified a serious cause of concern, go back to assess as part of our annual PEEL inspection programme or receive updates through regular conversations with forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy, and also leadership. These reports identify those issues that are reflected across the country and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made at a national level.

Annex A – About the data

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Please note the following for the methodology applied to the data.

Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower' than, 'higher' than or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

Population

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

Force in numbers

Forecast change in expenditure

These data show estimated gross revenue expenditure (GRE) for the force in 2016/17 and 2019/20, calculated using total GRE pay and total GRE non-pay budgets provided to HMIC by individual forces at the time of data collection (April 2016), excluding expenditure on the office of police and crime commissioner.

Forecast savings

These data show planned savings (including use of reserves to bridge an in-year funding gap) in future years, calculated using the planned savings for pay and non-pay budgets provided to HMIC at the time of the data collection (April 2016). Some forces only provided figures for savings that they had formally signed off at that point, while others provided estimates for the whole period. Therefore a force with only a small savings requirement is not necessarily faced with only a small savings challenge for the future.

Workforce figures (based on full-time equivalents) for 31 March 2016 and 31 March 2020

These data are obtained from the Home Office annual data return 502. The data are available from the Home Office's published Police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38 designated officers (investigation, detention and escort), but does not include section 39 staff.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Workforce costs per head of population are obtained from calculations in HMIC Value for Money Profiles 2015, which use the ONS mid-2014 population estimates. The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service.

Figures throughout the report

Figure 1: Volume of 999 calls from the 12 months to 31 March 2012 to 12 months to 31 March 2016

These data are obtained from the Home Office annual data return 441.

Figure 2: Police recorded crime in 12 months to 31 March 2015 to 12 months to 31 March 2016

These data are obtained from Home Office Police recorded crime and outcomes data tables (available from www.gov.uk/government/statistics/police-recorded-crime-open-data-tables). Total police recorded crime includes all crime (excluding fraud

offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMIC inspection. Therefore England and Wales averages in this report will differ slightly from those published by the Home Office.

Figure 3: Percentage of officers, staff and PCSOs in force workforce on 31 March 2016 compared to England and Wales

Data as at 31 March 2016 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' full-time equivalents (FTE). The percentages used in figure 3 are derived from the total FTEs within forces, and therefore may differ slightly from the exact figures quoted within the report.

Figure 4: Planned changes in workforce FTE from 31 March 2010 to 31 March 2020 for the force compared to England and Wales

The figures in figure 4 are rounded to the nearest whole person, full-time equivalents (FTEs), and therefore may differ slightly from the exact figures quoted within the report. Police staff includes section 38 designated officers (investigation, detention and escort).

Data as at 31 March 2010 and 31 March 2016 are obtained from Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE. These data include officers on career breaks and other types of long-term absence, and those seconded to forces. Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Due to the complex and continually evolving picture of workforce collaboration between neighbouring forces, not all changes in workforce figures reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore sharp increases or decreases over time need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces, not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces did not have confirmed plans for workforce projections. It is important to note that figures provided are in many instances unconfirmed estimates provided to assist HMIC in our inspection programme and should not be seen as a concrete plan for the future workforce landscape of policing.

Figure 5: Projected net revenue expenditure on collaboration with other police forces for the 12 months to 31 March 2016 to the 12 months to 31 March 2020

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection.

These data cover the level of expenditure by forces on collaboration-related activity. Collaboration can include a variety of different types of activity, some of which may not incur specific expenditure, but may still generate benefits such as savings or improved services the public. Therefore these data should be seen as only one aspect of potential collaboration activity.

West Mercia Police and Warwickshire Police have a highly-developed integrated relationship and have stated that all of their net revenue expenditure is through collaboration. To avoid distorting the distribution of forces around the average, West Mercia Police and Warwickshire Police have been removed from the England and Wales average for this figure.

Figure 6: Projected net revenue expenditure on collaboration with non-police organisations for the 12 months to 31 March 2016 to the 12 months to 31 March 2020

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. As suggested above, these data should be seen as only one aspect of potential collaboration activity.

Figure 7: The percentage of gross revenue expenditure allocated to different policing functions in the 12 months to March 2016

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. These data define policing functions using the Policing Objective Analysis categories which we have grouped. The grouping is illustrated in the table below.

Figure 7 policing functions	POA categories
Local policing	Local policing
Investigations	Specialist Investigations Investigative Support Public Protection
Road policing and operational support	Roads Policing Operations Support
Dealing with the public	Dealing with the Public
Other	Intelligence Criminal Justice Arrangements Support Functions National policing Office of PCC Central Costs