

# PEEL: Police efficiency (including leadership) 2017

An inspection of Avon and Somerset Constabulary



November 2017

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## Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)<sup>1</sup> assesses the efficiency and leadership of forces in England and Wales.

### **What is police efficiency and why is it important?**

As with all public services, the police service must operate in a way that makes the most of its available resources. To do this, police forces must understand what their demand is – by which we mean what work they can reasonably predict they will have on any given day – and ensure that they have the resources they need, in the right place, to meet that demand. To stay efficient they must have good, realistic and evidence-based plans for the future. Our efficiency inspection assessed all of these areas during 2017.

As part of the 2017 inspection, we also integrated aspects of leadership into our assessment of efficiency, as the two areas are closely linked. We assessed how police leaders are driving innovation in policing, within their own forces and further afield. We also inspected how well forces are planning for the future with regards to their leadership.

Between 2010/11 and 2015/16, central government funding for the police service in England and Wales fell by 19 percent, or £1.7 billion in cash terms. Police forces met the required budget reductions until November 2015, when the government announced that overall police spending would be protected from further cuts, to enable the police to continue to adapt to emerging crime threats while taking further steps to improve efficiency. While that was a more favourable funding settlement for policing than was expected, reductions in spending by other public services will still create additional pressure for police forces.

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<sup>1</sup> This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

Our report on Avon and Somerset Constabulary's legitimacy inspection will be available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/avon-and-somerset/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/avon-and-somerset/)) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/avon-and-somerset/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/avon-and-somerset/).

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/)).

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers

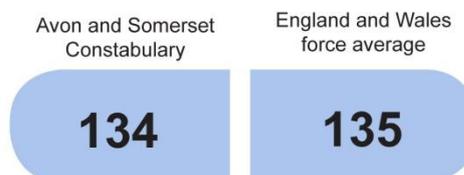


Planned change in total workforce



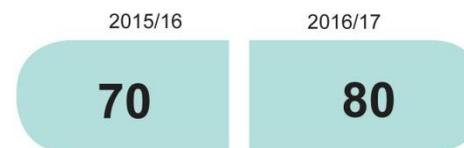
### Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2017

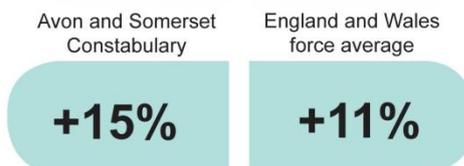


### Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



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>2</sup>



Avon and Somerset Constabulary is judged to be good in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is the same as last year. The force is judged to be outstanding in its understanding of demand; its use of resources to manage demand is judged to be good; and its planning for future demand is judged to be good.

## Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Avon and Somerset Constabulary has a comprehensive understanding of the current demand for its services, based on a wide range of management information. The force uses a data visualisation application called Qlik Sense,<sup>3</sup> which gives it access to real-time management information, and its use has recently been extended to include partnership data. This should increase the effectiveness of early intervention and joint problem-solving activity. The force has sought funding from the Home Office Police Transformation Fund (a fund which is intended to transform policing through digitalisation), to expand the use of Qlik Sense across 20 partner agencies, including local authorities, health, fire and other police forces.

<sup>2</sup> HMICFRS judgments are outstanding, good, requires improvement and inadequate.

<sup>3</sup> Qlik Sense uses predictive analytics to identify current and future demand.

In our 2016 inspection, we reported on the force development of a 'business intelligence system' that provides an 'at a glance' view of current and predicted demand using predictive analytics. This provides a more sophisticated and precise way of looking at current and future demand, by drawing on information from a wide range of police and partnership data to map and predict current and future trends, and enables the force to identify the resources required to meet calls for service and to use those resources more effectively.

The force has a good understanding of the public's expectations, and consequently has made a commitment to maintaining neighbourhood policing teams. It uses its resources well to manage demand and it collaborates with partner agencies to reduce demand and costs, including working with them to deal with and support the most frequent users of their services. The force recognises the potential future demand for its services and works well with partners collaboratively to manage demand effectively. The introduction of a new operating model allows the force to deploy officers and staff more effectively across a 'borderless' force area, which means the force is more likely to provide a service that meets public needs and expectations.

The force is working to understand its current workforce's skills and capabilities better, to ensure that future policing needs are resourced effectively. It is making significant investment in ICT and has realistic plans in place to meet the technological challenges it may face in the future. It has a clear commitment to invest in leadership and workforce development through career pathways and development opportunities for both officers and staff.

## **How well does the force understand demand?**

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

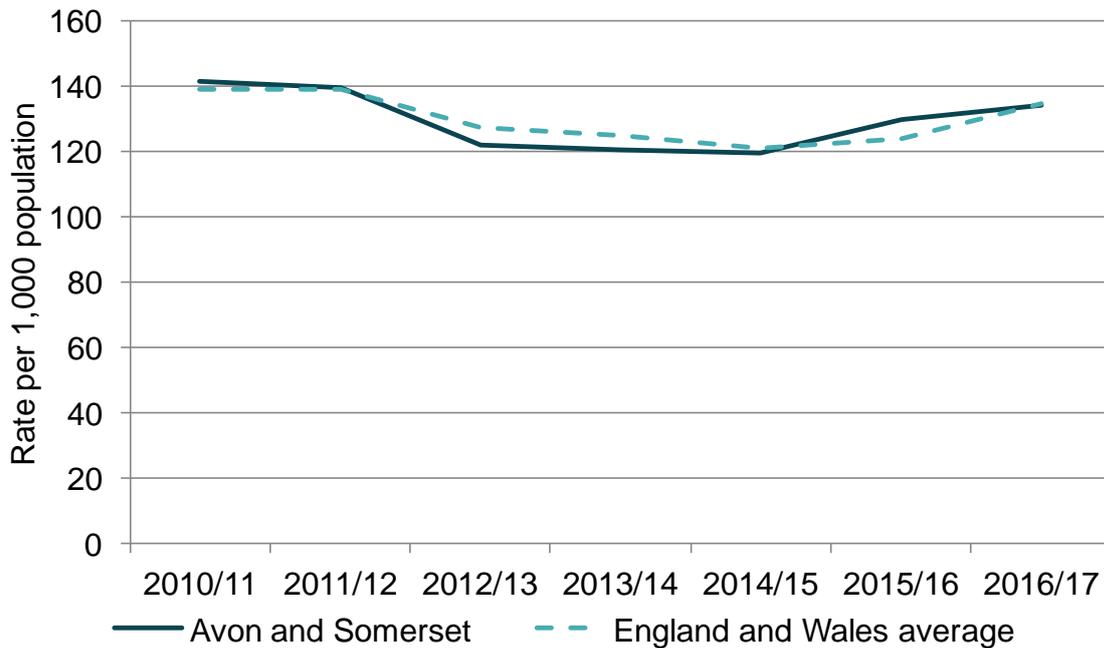
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

## **How well does the force understand current demand?**

HMICFRS inspected how well Avon and Somerset Constabulary understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

Forces deal with much more than responding to emergencies and investigating reports of crime. However, the number of calls for service (999 calls and 101 calls) and the levels of recorded crime can nonetheless be used to make simple comparisons. In particular, they can give an indication of whether demand has changed or is particularly high or low. Figure 1 shows how the number of 999 calls has changed since 2010/11, while figure 2 illustrates how crime has changed since 2010/11.

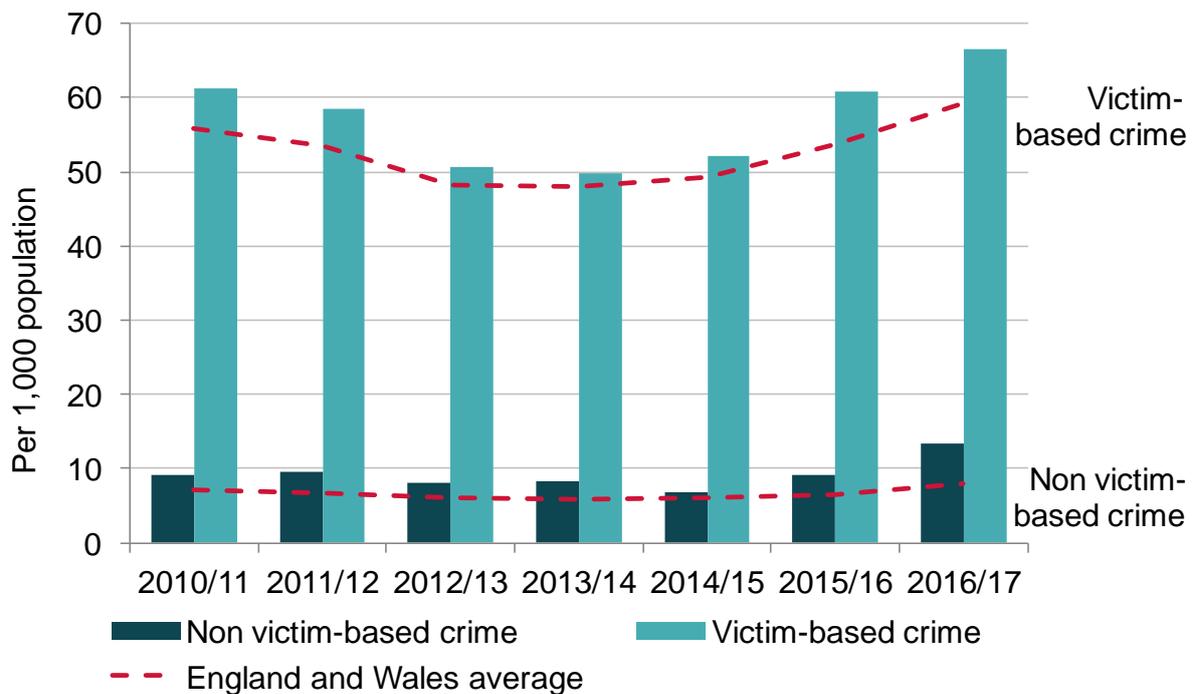
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Avon and Somerset Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17**



**Source: Home Office Annual Data Requirement**

Avon and Somerset Constabulary recorded 134 999 calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has decreased from the 142 calls per 1,000 population recorded in 2010/11, however, it has increased since 2015/16 when the rate was 130 calls per 1,000.

**Figure 2: Police-recorded crimes per 1,000 population in Avon and Somerset Constabulary compared with England and Wales from 2010/11 to 2016/1**



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

Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Avon and Somerset in 2016/17 was 66.6 crimes. This is higher than the rate in 2010/11 of 61.1 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 49.8 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Avon and Somerset Constabulary the rate of non victim-based crime per 1,000 population in 2016/17 (13.4 crimes) was higher than in 2010/11 (9.2 crimes). The rate of non victim-based crime per 1,000 population decreased to 6.8 crimes in 2014/15 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

Avon and Somerset Constabulary is good at understanding current demand through the use of an extensive range of management information. It is good at collecting and analysing data and information on the range of its demand, and it has a good record of effectively identifying and understanding the demands for its service. Because demands for police services are continually evolving, forces need to understand current demand and anticipate future changes in demand to ensure that their plans keep pace with the public's needs and expectations. Avon and Somerset Constabulary has developed a business intelligence system which is able to identify demand in real time and uses predictive analytics to identify future demand.<sup>4</sup> This system collates data from a wide range of force information, including officer workloads, officer locations, intelligence systems and calls for service in real time, and enables the force to take its understanding well beyond just the demand from 999 or 101 calls for service. The development of this innovative system allows the automated analysis of a wide range of data in real time, providing the force with a comprehensive understanding of current, emerging and future demand.

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<sup>4</sup> Predictive analytics is the use of data, statistical algorithms and machine learning techniques to identify the likelihood of future outcomes based on historical data. The goal is to go beyond knowing what has happened to providing a best assessment of what will happen in the future.

In HMICFRS' 2016 efficiency inspection,<sup>5</sup> we reported on the force's use of an internally developed single records management system, Qlik Sense (a data visualisation application). This is more commonly known as the Qlik Sense app. This provides real-time visual mapping and data to manage demand effectively. The force continues to use this highly effective tool as a means of both managing and predicting demand for service. It is positive that further investment is being made, to include the use of data from local authority, health, fire and other police forces in the development of this innovative software. This technology, together with structured daily meetings, ensures that resources are allocated to meet the demand and should enable the force to continue to identify, predict and respond to demand efficiently and effectively.

The force has strategies in place that focus on managing demand effectively. This demand includes calls for service that come from the public, proactive or preventative work that the police are required to undertake (often referred to as protective demand), and internal self-generated demand.

### **More complex demand**

Avon and Somerset Constabulary has a good understanding of the specific types of demand that are less likely to be reported. The police service generally is dealing with an increase in complex crime that targets vulnerable victims or communities, such as child sexual exploitation, safeguarding concerns and domestic abuse. Using Qlik Sense, the force can predict offending patterns and behaviour and use this information to identify areas for its police patrols to focus on or for specific operations. For example, through sharing demand data with other organisations, the force is working with Barnardo's, the children's charity, in areas where it is known that sexual predators may target children.

The force control room is the first point of contact for the majority of demand on Avon and Somerset Constabulary. A force's understanding of demand through the force control room will enable it to manage calls for service more efficiently. We found many examples of changes made in the force control room arising from demand analysis, including extending switchboard capacity to manage non-emergency calls for service, an automated phone service to manage general enquiries and risk-assessment processes used by operators to ensure demand is effectively prioritised. Consistent with last year's inspection, we found that demand is managed effectively between the force control room and operational supervisors through daily meetings that prioritise the allocation of resources against threat, harm and risk identified within calls for service. The role of force duty officer was introduced with the implementation of a new borderless operating model to bring efficiencies in the deployment of resources across the force area, in April 2017. The force duty officer

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<sup>5</sup> Available from: [www.justiceinspectors.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-avon-and-somerset](http://www.justiceinspectors.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-avon-and-somerset)

oversees the immediate demand across the force in real time and, where necessary, authorises the movement of officers and staff to respond to calls for service. This means that Avon and Somerset Constabulary has a very good understanding of demand for its services and is able to deploy its resources efficiently.

The force is taking positive steps to ensure that hidden demand is reported. Hidden demand can often be described as incidents or crimes that are less likely to be reported. Victims are often vulnerable and less likely to contact the police, which may result in under-reporting of these crimes and the victims then remain 'hidden' in the community. The force highlights crimes that are less likely to be reported by working with other agencies, including health, education and social care. Significant progress has been made in work on raising awareness about female genital mutilation (FGM). This work has seen an annual increase in referrals being made to social care and has enabled police and partner agencies to understand the problem better through more effective sharing of information and data. Plans are in place for this work to continue through a programme of community engagement events in the summer of 2017. In addition, the force is developing its understanding further through collaboration with the University of the West of England to provide research into female genital mutilation.

Increasing the reporting of cyber-crime remains a priority for Avon and Somerset Constabulary. Local policing teams, schools liaison officers and volunteer cadets supported National Get Safe Online Day in October 2016 by providing advice and drop-in sessions for people and communities that are likely to be vulnerable. The force has received funding from the police and crime commissioner (PCC) for a cyber-protection officer to work with partner organisations and volunteer agencies to promote public awareness and identify those vulnerable to cyber-crime. The force continues to work effectively with Unseen UK (an anti-trafficking and slavery charity), and the creation of an Avon and Somerset Anti-Slavery Partnership has strengthened information sharing leading to the identification, safeguarding and disruption of crimes that exploit the vulnerable. This means that Avon and Somerset Constabulary is more likely to provide a service that protects and reassures the communities that it serves.

## **How well does the force understand things that affect demand?**

HMICFRS inspected how well Avon and Somerset Constabulary reduces the demand that inefficiency can create internally. Forces can do this by identifying and eliminating inefficient processes, by ensuring they monitor work to get the best outcomes and by encouraging officers and staff to suggest new and better ways of doing their jobs.

## **Managing, prioritising and filtering demand**

Avon and Somerset Constabulary is good at identifying opportunities and taking action to ensure the force is efficient. It has strong governance, with structured and effective meeting arrangements and review processes that take a force-wide approach to identifying and removing inefficiency. The force has a culture of continuous improvement; the chief officer team and leaders encourage and regularly seek workforce ideas and innovation through focus groups, blogs and force-wide events. The force has a dedicated team of officers and staff who research and develop new ideas from the workforce, other forces and different organisations. Effects of any changes made within the force are closely monitored and evaluated to ensure they are realising the improvements expected. This means that the force is more likely to be working efficiently and providing services that meet public expectations. We found analysis had been undertaken in order to have a better understanding of the demand created by officers and staff on the force control room. This identified unnecessary demand on the 101 system because officers and staff used it for internal enquiries. Withdrawing this facility from the workforce and explaining to officers and staff why this was done has rectified this and increased the capacity of control room staff to answer public 101 calls for service.

In Avon and Somerset Constabulary, there is a culture of continuous improvement – one where staff at all levels are encouraged to review their area of work for improvement opportunities. This culture is driven by the chief officer team, which encourages staff to get involved through blogs and roadshow events, at which the workforce are ‘challenged’ to identify a one percent improvement opportunity. This methodology in marginal gains has grown in momentum, and has encouraged the workforce to get involved in force-wide improvement. The majority of initiatives identified by the workforce have resulted in specific projects that have improved how the force operates. These include:

- better procedures for working with vulnerable people who suffer from mental health problems, through the introduction of a mental health triage team based in the force control room. This involves joint working with psychiatric nurses based in the control room, who can find immediate care pathways for people who contact the police in a crisis. The team have provided advice on 3,228 cases and avoided the need for 370 police deployments since the procedure was implemented on 1 October 2016, saving 1,300 hours of police time;
- more equitable allocation of work by making better use of front office reception staff in police stations. When the staff are not very busy, they support their colleagues in the force control room by resolving incidents. For example, email enquiries into the force and enquiries received through the force website are now dealt with by staff working at enquiry

offices in local police stations; this has released 4,850 hours of control room staff time; and

- the introduction of better joint working arrangements with stores that are targeted by shoplifters. This includes arrangements for shop staff to send CCTV images of thefts direct to the investigating officers. This has resulted in 1,300 fewer visits to businesses and saved 2,300 hours of staff time.

Creating a culture where officers and staff are encouraged to take the initiative to seek opportunities to improve how the force operates is an innovative approach to identifying inefficiencies, while also involving the workforce in improvement programmes.

In some forces, HMICFRS has found that, at times of peak demand, calls for services are deferred or downgraded; this has particularly been the case when it has not been possible to send officers to callers. During the course of this inspection, we considered whether demand for services was being deliberately or inadvertently suppressed in this manner, but found that this is not the case in Avon and Somerset Constabulary.

Robust risk assessment and review processes ensure that the right resources are deployed with the right skills to meet the needs of the caller within the time appropriate to the risk. Force analysis of calls into the switchboard has enabled the force to introduce an answering service that automatically directs calls to frequently requested departments without the need for operator intervention. This has resulted in 50,000 calls now being automatically transferred and has increased the capacity of staff to answer 101 enquiries. Structured risk assessment and review processes are in place in the force control room, overseen by the force duty officer, to ensure the force provides an effective response to calls for service 24/7. We found no evidence of demand being suppressed by downgrading the incidents being reported.

National guidelines require all crimes to be recorded within 24 hours. In Avon and Somerset Constabulary, the incident assessment unit, a team of officers and staff working in the force control room, records and investigates lower level crimes (not requiring a police response) over the telephone. However, we found that the workload of the incident assessment unit was high and, on occasions, compliance with guidelines was low. At the time of our inspection, the force was recording 64 percent of crimes within the 24-hour time limit. In HMICFRS' 2016 Crime Data Integrity inspection,<sup>6</sup> this was identified as an area for improvement. The force has made some progress since then, with clear plans to bring further required

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<sup>6</sup> *Avon and Somerset Constabulary: Crime Data Integrity inspection 2016*, HMIC, 2016. Available at: [www.justiceinspectorates.gov.uk/hmicfrs/publications/avon-and-somerset-crime-data-integrity-inspection-2016/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/avon-and-somerset-crime-data-integrity-inspection-2016/)

improvement through revised working practices. The force should assure itself that these improvements are effective and that they ensure the timely recording of crimes in accordance with Home Office guidance.

The force is good at understanding benefits and identifying unintended consequences from its change programmes. The realisation of benefits achieved through change programmes and investment is tracked and clearly understood to ensure that anticipated financial savings materialise or other improvements are achieved. Clear processes are in place to track the development of improvement programmes. A structured performance framework is in place to evaluate the effect and outcomes of any change, supported by good programme management, led by experienced and qualified staff. For example, the force conducted a priority-based resourcing review to refine the provision of its support functions, including finance and human resource services, to identify areas where cashable savings could be made. Business cases were developed to ensure that services to the public were maintained or improved and any impact on staff kept to a minimum. Full implementation plans were created and the project is currently on target to achieve the proposed savings. The force involves officers and staff in change programmes. For example, it is using 200 workforce volunteers as 'digi spocs' to trial new laptops and mobile devices to ensure they meet the needs of the user before purchasing the equipment in larger quantities. This means the force can demonstrate financial and non-financial benefits from change programmes.

### **Leaders promoting innovative thinking**

The force is very good at seeking and responding to ideas from the workforce. Leaders in Avon and Somerset Constabulary are influenced and informed by ideas and suggestions from the workforce for innovation and change. Screen savers on force computer systems are used to highlight staff suggestions for change that have been implemented and made a real difference. This is one example of a wider communication strategy to keep the workforce informed and engaged in the continuous improvement of the force. Workforce innovation is encouraged in several different ways. During his road shows, the chief constable actively seeks ideas from each individual on how demand could be managed more effectively. Clear lines of communication between the chief officer team and the workforce are frequently used to encourage feedback and challenge. In addition, leaders proactively seek staff suggestions and feedback through focus groups, team meetings and leadership events. We found many and varied examples of officers and staff having made suggestions that had either been taken forward by leaders, or feedback provided as to why this was not possible. We were most impressed with the force approach to developing its new leadership programme, the design of which was influenced by over 50 volunteers and more than 1,000 pieces of feedback from the wider workforce. Leaders in Avon and Somerset Constabulary are very good at involving officers and staff in change, and this means that the workforce feel part of change and any changes made are more likely to be sustainable as a result.

## Summary of findings



**Outstanding**

Avon and Somerset Constabulary has a comprehensive understanding of the demand for its services and of the specific types of crime that are prevalent but are less likely to be reported. It is involved in some very good joint initiatives with partner organisations to educate the public about modern slavery and female genital mutilation and to encourage reporting of these crimes, particularly for those people who may be less able or less confident to contact the police. The force is good at understanding the factors that influence the demand placed on its services and demonstrates a good commitment to manage and prioritise these well. The force has a culture of continuous improvement that is driven and encouraged by chief officers and leaders, and the workforce are widely consulted and involved in change.

## How well does the force use its resources?

Police forces have finite resources with which to do an increasingly complicated job, so must ensure that they deploy and use their resources in the best way possible. The biggest resource that policing has is its workforce and it is important that forces make sure that they have access to the skills needed to police effectively now and in the future.

It is also important that forces make sophisticated decisions about how to spend and invest their resources in order to get the best value for the public. This means forces need to have a good understanding of what they can achieve within a particular budget.

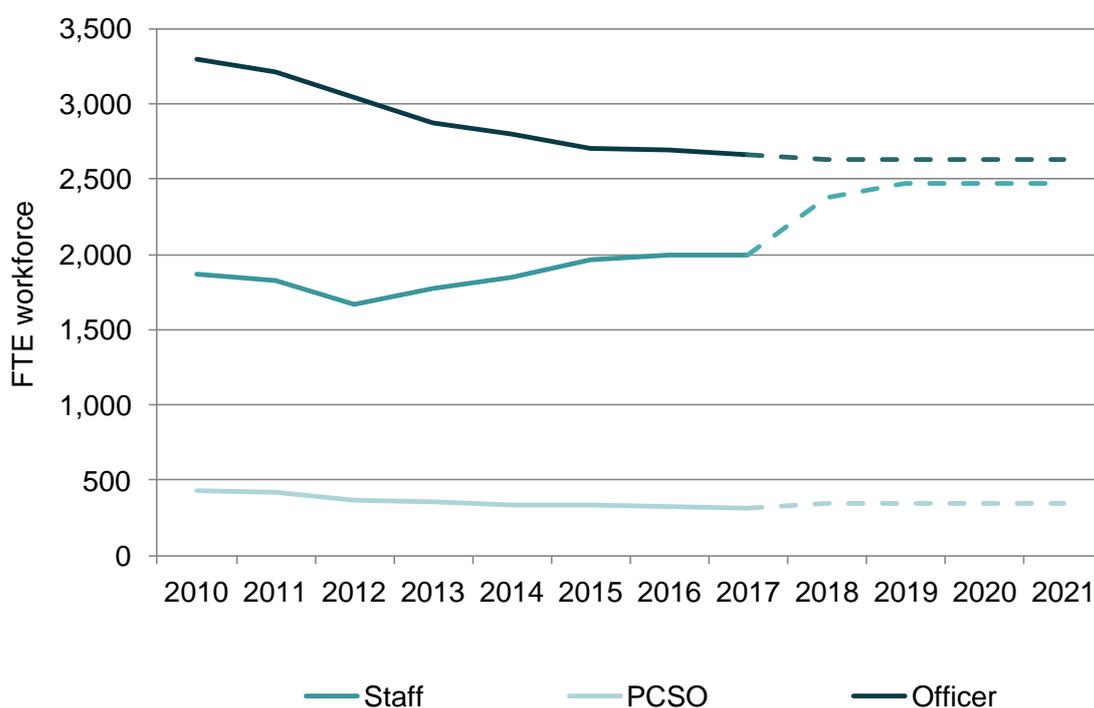
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

## How well does the force understand the capability of its workforce?

HMICFRS inspected how well Avon and Somerset Constabulary understands the skills it needs, the skills it actually has in the workforce and what steps it is taking to ensure that they match. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible.

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will decrease by 39.6 FTE (1 percent) from 2,667 to 2,628. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

**Figure 3: Avon and Somerset Constabulary’s planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021**



**Source: Home Office Police workforce statistics and HMICFRS spring data collection**

The number of staff working in Avon and Somerset Constabulary is projected to increase by 478.0 FTE (24 percent) from 1,997 to 2,475 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in Avon and Somerset is projected to increase by 25.2 FTE (8 percent) from 316 to 341 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Generally, Avon and Somerset Constabulary uses its resources well, but its understanding of workforce skills is in need of some improvement. The force is developing its understanding of the skills and capabilities that it has in its workforce so it can understand future workforce requirements better. Prior to the force implementing a new operating model in 2014, it mapped the skills of officers and staff; this provided an understanding of the workforce skills. The mapping focused on operational skills and competencies and assisted the force in making sure that the right individuals were placed in the right roles. It reviewed this skills matrix further, prior to implementing the new force operating model in April 2017. The information is being used to support the development of a force-wide audit of workforce skills and capabilities. The force is aware of the need to understand current workforce skills and capabilities better to enable it to identify the skills it needs in the future. It has made a significant investment by recruiting a director of human resources, at chief officer grade, to assist in prioritising this work. The introduction of this role and completion of this work will enable the force to target recruitment, training and development more effectively. We were informed of plans being made to bring

improvement in this area, but they were not in place at the time of our inspection and this remains an area of improvement for the force.

The force is using its predictive analytics technology to understand better the frontline skills available in its workforce in real time. An application is in development that will provide an 'at a glance' view of the skills and accreditations of all frontline workers. This application, when finalised, will provide the number, location and commitment of the nearest available resource with the skill required and will streamline the way the force deploys officers and staff in response to calls for service.

The force uses volunteer recruitment effectively to boost the skills and experience within its workforce. For example, volunteers are being sought with cyber security skills to enhance the response to current and future demand, and the Citizens Academy Programme, a ten-week programme that provides volunteers with the opportunity to learn about the force, is being used as an innovative means of recruiting skills into the force. In addition, the force exploits opportunities to recruit trained and experienced officers from other forces. A marketing campaign focuses on specific skills deficits, for example, trained detectives have been sought to increase the capacity of some areas of specialist investigation. The force continues to make the most of opportunities to train police staff to investigate certain types of crime. Not all elements of an investigation have to be completed by a police officer and the use of civilians in investigative roles is an effective means of boosting the force's capabilities. The force is targeting recruitment and training to provide some of the skills it needs. However, in the absence of a comprehensive understanding of the skills already in the workforce, the success of such initiatives could be limited.

## **How well does the force understand the capability of its leaders?**

HMICFRS inspected how well Avon and Somerset Constabulary understands the skills it needs and the skills its leaders have, and what steps it is taking to ensure that they match.

Avon and Somerset Constabulary has more work to do to understand the capabilities of its leaders. Tactical skills, for example, police driving qualifications and first-aid training, are carefully monitored; however, the future leadership requirements of the force are less well understood. The force is currently refreshing the database of the skills held by each member of staff; this will help in developing a training curriculum for future years and ensure that programmes can be put in place to identify and develop future leaders. Currently, senior officers use local records to ensure that leaders have the right skills for the role they are performing. This information only provides a limited understanding as there is no overall understanding of the skills of leaders within the force. Consequently, this limits the force's capability to ensure that its leaders have the right skills needed for future challenges the force faces. We

found that the current knowledge of the leadership credentials of individuals was limited. Individuals in managerial and supervision positions understand this but elsewhere, although records are maintained of core competencies, there is no meaningful audit of leadership skills. This means that the force has a basic knowledge of the current and future leadership skills required and may be missing opportunities to develop future leaders through career development programmes.

The force has a good understanding of the tactical, operational skills and accreditation it needs for its leaders. However, it has less knowledge of the personal skills, experience or attributes that officers and staff have through work and life outside the force. If the force was aware of this information, better decisions could be made when appointing leaders, matching them to the teams and the future demand the force knows it is facing. A comprehensive review of force-wide leadership roles was conducted prior to the introduction of the new operating model in April 2017, which clearly identifies the leadership skills required to support operational functions in the new policing model. However, in the absence of a force-wide audit of the skills currently held by leaders, the force cannot be confident that it is making the most of the individual skills available. As a result, some officers and staff we spoke to during this inspection felt that their individual skills were not taken into consideration during the decision-making process to appoint officers and staff to leadership roles.

Although we found that the force has not clearly defined its future leadership requirements, there is no doubt that the force is committed to providing staff with leadership opportunities. During HMICFRS' 2016 efficiency inspection, we found officers and staff had received leadership training and spoke positively of the experience. The force has since redesigned its leadership programme (Aspire), with a focus on developing a coaching leadership style across the organisation. This provides leaders with access to a comprehensive programme of development opportunities including bespoke courses, feedback processes, practical exercises and personal coaching. These opportunities are available to officers and staff and are easily accessible through a simple self-referral system. The new programme was launched in April 2017 and, although the programme is encouraging, a full evaluation has not yet been completed.

The force has a recruitment strategy designed to attract candidates who have the required leadership skills or the potential to develop them, to ensure that it can meet changing demand. This includes using Police Now,<sup>7</sup> Direct Entry<sup>8</sup> and Fast Track<sup>9</sup> recruitment schemes into the force. Although the force is taking positive action to

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<sup>7</sup> A programme which trains graduates to be inspirational leaders. See: [www.policenow.org.uk/](http://www.policenow.org.uk/)

<sup>8</sup> A programme which opens up the police service to people who will bring diverse backgrounds and different experiences from other sectors to support the continuous development of policing. Available from: [www.leadbeyond.police.uk/](http://www.leadbeyond.police.uk/)

<sup>9</sup> More information on the national Fast Track scheme is available from: [www.college.police.uk](http://www.college.police.uk)

recruit the right leadership skills, progress could be hindered by the absence of a thorough understanding of the leadership skills currently held in the workforce.

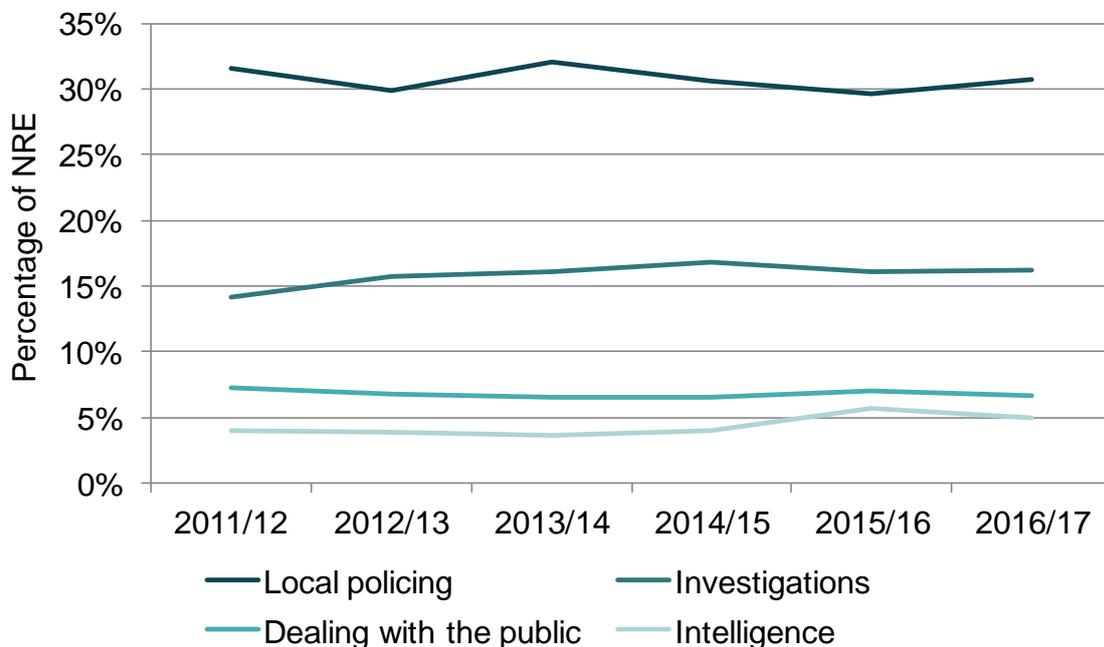
## How well does the force allocate resources?

HMICFRS inspected how well Avon and Somerset Constabulary uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

Figure 4 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

**Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in Avon and Somerset Constabulary from 2011/12 to 2016/17**



**Source: Chartered Institute of Public Finance and Accountancy (CIPFA)**

**Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.**

In Avon and Somerset, the percentage of estimated expenditure on local policing in 2016/17 is in line with 2011/12 at 31 percent. Estimated expenditure on investigation

has increased from 14 percent to 16 percent and both 'dealing with the public' and intelligence functions have a similar proportion of expenditure in 2016/17 as they did in 2010/11.

### **Prioritisation and cost**

Avon and Somerset Constabulary prioritises activities based on a very good understanding of current and future demand. An effective demand management and reduction strategy considers demand from three main areas: public, protective and internal demand. The Qlik Sense app provides the force with a detailed visual understanding of demand in real time and enables it to deploy its resources intelligently in response. The force ensures it prioritises its resources across a borderless policing model, which means that staff can be deployed to any part of the force area, irrespective of where they are geographically based. Using predictive analytics, the force is also able to prioritise proactive policing activity in high crime areas to reduce demand.

Comprehensive public consultation led by the office of the police and crime commissioner (OPCC) provides the force and OPCC with a clear understanding of public expectation and the priorities for communities. OPCC consultation exercises are used to inform the police and crime plan, which, in turn, sets the priorities for Avon and Somerset Constabulary. A variety of other consultation exercises take place on specific themes or topics. For example, consultation takes place on how the police tackle anti-social behaviour through work with the young people's police and crime workshop. This means that the rationale for decisions regarding the use of resources is well understood within the workforce.

Avon and Somerset Constabulary has a sophisticated understanding of the relationship between the costs and the level of service it provides. A form of budgeting, which resets budgets to a zero base each year, is used in conjunction with Qlik Sense, helping the force to understand clearly how service reductions or operational investments will affect service provision in real time. The addition of borderless policing, introduced in the new operating model, increases the force's capacity to adapt to changes in demand efficiently and effectively.

The medium-term financial plan is realistic in its savings forecast and provides funding for innovation in how the force will invest in digital platforms and the use of mobile data. Investments in the Qlik Sense programme, and an application for Home Office transformation bid funding to develop this programme, aims to enhance the force's existing comprehensive understanding of demand and bring efficiencies in services provided across those partner organisations involved. The force demonstrates its commitment not only to create efficiencies but to find more effective ways of providing services to the public, for example a force-wide review of buildings owned by the force (referred to as the estates strategy) has sought to replace old, oversized and inefficient properties with smaller efficient replacements, without reducing accessibility to the public.

## **Investment**

Avon and Somerset Constabulary uses investment to best effect. All investment decisions are supported by comprehensive business cases, which are reviewed by chief officers and the office of the police and crime commissioner (OPCC). The force has invested to support transformation programmes, including the review of the operating model and the transformation of the force's estates strategy, to bring improvements and make efficiency savings. It continues to invest in technology to enhance its comprehensive understanding of current and emerging demand, and the next phase of digitisation will make further improvements, for example, by providing smartphones and laptops to frontline staff so they have finger-tip access to force databases. Good investment has been made through the estates strategy, with older, less efficient buildings being replaced with buildings that are more efficient and reflect modern policing needs. The savings made through the estates strategy have enabled the force to invest in new technology, such as the Qlik Sense app. Where possible, the force uses learning from other forces and makes decisions that minimise unnecessary expense and result in ways of working that are more effective. For example, the use of body-worn video cameras has brought efficiencies in the investigation of public complaints and enhanced how learning and good practice are disseminated through the availability of video footage from operational incidents.

The realisation of benefits achieved through change programmes and investment is tracked and clearly understood, including both cashable and non-pay savings. For example, one of the benefits the force realised from investment it made in a mental health triage facility in the force control room is that fewer people are being held in police custody, saving 1,300 hours of police time. Effective governance and scrutiny of change management programmes include a monitoring and review process to track progress and outcomes. The force has performance frameworks which ensure that the effects of change programmes are appropriately scrutinised. It has also sought external scrutiny to ensure change programmes are fully understood, including commissioning research by the University of Bath to understand better the impact and consequences of change on the workforce.

## **How well does the force work with others?**

HMICFRS inspected how well Avon and Somerset Constabulary has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include working jointly 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 other organisations and other forces, and whether it has a good understanding of how successful its joint working is.

## **How the force works with other organisations and other forces**

Avon and Somerset Constabulary demonstrates a commitment to joint working and works well with others to manage demand collectively. The well-established tri-force collaboration with Gloucestershire Constabulary and Wiltshire Police provides armed policing, roads policing, police dog services, major crime investigation and firearms training. The force is also part of the South West regional five-force collaboration for serious and organised crime, counter terrorism policing and scientific investigations. The South West Region Emergency Services Collaboration began in 2016 and now involves 11 fire, police and ambulance services from across the region. This collaboration focuses on reducing demand on all public services through collaborative working, and work with the fire service is reducing demand on police resources. Traditionally, calls for service relating to concerns for the wellbeing of individuals who may have been taken unwell in their own homes have been dealt with by the police service. The fire service is better equipped for this and now responds to these incidents and also supports initial investigations into missing people. The force is exploring opportunities for further collaborative work following the co-location of Avon Fire Service at the police force headquarters later in 2017.

The force has a number of established local collaborative arrangements in place with a variety of agencies. These include mature and effective multi-agency safeguarding hubs (MASHs)<sup>10</sup> at local authority level that bring together representatives from different organisations to make sure that vulnerable victims receive the range of services that they need. Other examples include how the force works collaboratively with local partners to identify the potential for child sexual exploitation, particularly in the Bristol area. This includes working with health, education and charities such as Barnardo's, to agree multi-agency plans to support early intervention and education to prevent the exploitation of vulnerable people.

### **The benefits of joint working**

Avon and Somerset Constabulary is very good at understanding the benefits from its collaboration work with other services. The force is part of a collaboration with 11 blue light services, including ambulance, police and fire, across the south-west region. This has resulted in more efficient deployment of resources across the services. For example, since September 2016, the fire and rescue service now attends all incidents where people have collapsed or have been taken ill behind locked doors. The fire service has attended a total of 955 incidents since then; this has resulted in an improved service through faster response times, and by using specialist equipment has reduced costs from damage caused by forcing entry into

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<sup>10</sup> A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision making, interventions and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

premises. Persistent callers into the force control room can place additional demand on police resources. Often these callers require longer-term support and the force is now able to identify persistent callers using Qlik Sense technology. The force now works with partner organisations to ensure that individuals are provided with the support needed through alternative agencies, reducing demand on police resources as a result. The force has strong governance and scrutiny to monitor and evaluate the realisation of benefits achieved through its current or proposed collaborative work. Its existing collaboration, which has seen support services provided through shared services with other public sector partners, is drawing to a conclusion. The force has considered several options to provide support services and is due to join an existing collaboration, with four other police forces, that will offer a wide range of services. The multi-force shared service (MFSS) is a collaboration that was established in 2012 and already hosts four forces (Cheshire Constabulary, the Civil Nuclear Constabulary, Northamptonshire Police and Nottinghamshire Police), providing a range of services, including finance, procurement, HR and payroll, and more efficient end-to-end processes.

### **Leadership driving innovation**

Avon and Somerset Constabulary is good at seeking new opportunities; it looks externally for innovation and best practice as well as encouraging innovation internally. We found good examples of innovative processes in place, including the Qlik Sense app, Operation Topaz, a joint operation with partner agencies to protect vulnerable people from exploitation, and the development of leadership standards (referred to as hallmarks), that have been designed by the workforce. The force encourages external challenge. It is using academic qualitative and quantitative examination to evaluate change programmes and projects, including, for example, the evaluation by the University of Leeds of the use of predictive analytics in policing. A dedicated problem-solving team reviews concerns about high demand and seeks innovation and solutions nationally and internationally by comparing the service with other police forces and organisations. The team takes a structured approach to reviewing new ideas, and several new initiatives have been implemented. An innovative scheme aimed at reducing disorderly behaviour has been established, in which licensed door staff use breathalyser equipment to establish whether individuals are in a fit state to be admitted to pubs, bars and nightclubs. The team has introduced a diversionary scheme, working with partner agencies and aimed at reducing re-offending, to support the skills development of individuals who have been in police custody. The culture of continuous improvement in Avon and Somerset Constabulary means that the force is more likely to provide a policing service that is efficient and effective.

## Summary of findings



**Good**

Avon and Somerset Constabulary uses and allocates its resources well to manage current demand. It has a good understanding of hidden demand and works effectively with partner organisations to protect people who may be exploited. The force has a good understanding of the cost and quality of current service levels and it prioritises resources to meet demand. Implementation of the new ‘borderless’ operating model, together with real-time analysis of demand, enables the force to move resources efficiently and effectively in response to calls for service. The force makes considered investment decisions, and it is working well with others to manage demand for services. It continues to consider other options for further collaboration and is able to demonstrate that its collaborative working with others reduces cost and increases capacity to provide policing services in accordance with public needs and expectations.

The force is working to understand better its current workforce’s skills and capabilities, to ensure that future policing needs are resourced effectively. It would benefit from a more formal understanding of all the skills that the workforce possess, including skills held outside policing, and a better understanding of leadership skills.

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

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

## How well does the force predict likely future demand?

HMICFRS inspected how well Avon and Somerset Constabulary analyses trends in its current demand in order to predict likely future demand. We also assessed the extent to which it has taken account of changing public expectations and technology. In addition, we expect forces to be considering how they will work with other organisations and other forces in the future.

### Predicting future demand

Avon and Somerset Constabulary has a comprehensive understanding of current and future demand. The force demand management board has a wide-ranging remit. This includes identifying individuals or organisations that make an abnormally high number of calls for police service. It also considers variations in demand trends to enable the force to allocate resources to prevent an increase in calls for service. The force uses this information to improve its services continually and links it directly to the force's continuous improvement plan. Avon and Somerset Constabulary is the national leader in the use of Qlik Sense technology and has won awards for its innovative use of predictive analytics. The technology provides a more sophisticated and precise way of looking at current and future demand, by drawing on information from a wide range of police and partnership data to map current trends and predict future trends. It also enables the force to identify the resources required to meet calls for service and to use those resources more effectively. The development and effectiveness of the Qlik Sense app has been reviewed and endorsed by a number of academic institutions. In conjunction with partnership agencies, the force has submitted a detailed transformational bid for funding to the Home Office to develop Qlik Sense technology further. Expanding the use of partnership data should provide greater opportunity for more partnership working to manage demand effectively.

### Future considerations

A force's plans for the future should be informed by what the public expect from the police, and an understanding of how these expectations are changing should influence how forces plan to provide services. During our inspection, we found that Avon and Somerset Constabulary has considered public expectations in its understanding of likely future demand for its services. The office of the police and

crime commissioner (OPCC) consults with the communities of Avon and Somerset through a variety of forums and methods, including scrutiny panels made up of public volunteers and independent advisory groups (these groups are represented by community leaders who review police policies and procedures). The force conducts extensive consultation and engagement with communities to establish the policing concerns that are most important to them. It also continues to seek the public's view on the future provision of its services. For example, in January 2017 the force worked with 50 members of the public from diverse communities in Bristol with the aim of understanding better how the force could improve its service. Exercises such as this enable the force to continue to improve the way it works with communities to ensure the service it provides meets public needs and expectations. The OPCC's work with residents and volunteers in May 2017, to review the service provided to people contacting the force and taking forward the recommendations arising, is an excellent example of the force tailoring service to meet public needs.

The force analyses all requests for service and information from the public received through the force control room. As a result, it has a good understanding of how public expectations have changed in how they contact the force, for example, to report a crime or to access information about the services provided by the force. This analysis has assisted the force in developing and improving its website to make it easier for the public to access the information they need. The new operating model, introduced in April 2017, was developed with neighbourhood policing at its core to ensure that officers and police community support officers (PCSOs) are visible and available in local communities.

The force has substantial plans in place to meet the technological challenges that will be faced in the future. A large investment has been made in ICT, which has been included and costed in the force's mid-term financial plans. We found effective and structured project management was in place to ensure that the benefits from all investments are optimised and realised. For example, the continuing development of predictive analytics has considerably improved how the force manages and predicts demand and manages performance of its officers and staff. An ambitious digital mobilisation programme will enable officers and staff to work in a visible and agile way without the need to return to an office base to work effectively. Currently, the force is trialling several devices to ensure that any future decisions on procurement are the best available for the workforce. The force introduced body-worn video cameras for relevant officers and staff in 2016. These have proved invaluable elsewhere in England and Wales in obtaining evidence in supporting prosecutions and also to justify action that was taken by the police. Selected examples of the footage from body-worn video cameras are used in training and by the chief officer team to reinforce the expected behaviours of officers and staff. Since its introduction, the equipment has seen improved criminal justice outcomes for victims through the provision of video evidence, improved efficiency in the investigation of complaints against police and a reduction in the number of recorded assaults on officers.

Avon and Somerset Constabulary demonstrates a good understanding of how criminals are using technology to commit crime and the changes required to prevent and detect crimes of this nature. A new complex crime unit has been established within the new force operating model, to investigate financial and cyber-related crime. Additionally, the force is recruiting volunteers with the specific skills required to enhance the force's investigative capability in this area. A separate internet child abuse team leads on the investigation of exploitation of children on the internet, in partnership with other agencies such as the National Crime Agency (NCA) and the regional and organised crime unit (ROCU).<sup>11</sup> This means the force has good arrangements in place to meet both current and future technological challenges.

Avon and Somerset Constabulary has formal arrangements in place with other agencies to ensure it meets local demands more efficiently. It continues to work constructively with Gloucestershire Constabulary and Wiltshire Police in a tri-force alliance that provides road network patrols, armed officers and other specialist services through pooling resources across the collaborative region. Since HMICFRS' 2016 efficiency inspection, the collaboration of blue light services has developed further into a formal collaboration between fire services, police forces and South West Ambulance Service, which has resulted in improved information sharing and efficiencies in the way in which resources are deployed.

An established mental health triage service is located within the force control room, which helps the police, particularly when officers are asked to remain with a vulnerable person while waiting for a formal medical assessment to take place. Historically, this has provided a considerable draw on police resources and time. As part of the triage service, people with mental health problems can be provided with more direct access to the care they need. Chief executives of local authorities in the force area have agreed to work more collaboratively to improve information sharing and joint problem solving to manage threat, risk and harm within communities better, for example, through multi-agency safeguarding hubs.

An innovative use of the force intranet system allows for improved access to information by external agencies, which minimises delays in information sharing and provides a platform for agencies to share a wider range of information to assist in problem solving. Additionally, a pilot using video-conferencing technology to allow officers and staff to give evidence in court remotely via video link began at Bridgwater Police Centre in 2016. This has led to a joint working agreement with the Crown Prosecution Service and Her Majesty's Courts and Tribunals Service to

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<sup>11</sup> Regional organised crime units (ROCU) provide police forces with access to a standardised range of 'capabilities' to help them tackle serious and organised crime. These capabilities encompass specialist areas such as undercover policing, surveillance and cyber-crime investigation. The regional provision of these capabilities can reduce or remove the need for forces to maintain specialist capabilities of their own, many of which are expensive to maintain and only required on relatively rare occasions.

extend the pilot across the force later in 2017. This will potentially allow the force to make much better use of police time; officers will no longer have to travel to and from court, which means that they can resume their main duties more quickly. Avon and Somerset Constabulary can demonstrate clearly how collaboration and joint working are transforming outcomes, reducing costs and building greater resilience into the service it provides.

## **How well is the force planning for the future, in terms of workforce?**

HMICFRS inspected how well Avon and Somerset Constabulary has plans in place to recruit, develop and nurture the leaders of tomorrow to ensure it has the right skills and talent in the right roles.

### **Succession planning**

Forces need to identify the skill sets they need in future leaders and tailor development opportunities appropriately. Avon and Somerset Constabulary currently maps the skills and capabilities of leaders in a limited way; it concentrates on operational qualifications, and this has the potential to hinder the consideration of personal skills and abilities in the development of the force's senior teams.

While it is recognised that leadership candidates are chosen through a professional process that is well administered, and there are informal coaching and mentoring schemes available, the development of a meaningful leadership skills matrix to identify existing talent would assist in supporting tailored development opportunities. A talent identification and management scheme is in development and has been piloted with senior officers. Although this scheme has yet to be launched force-wide, it has the potential to bring structure to the development of existing and future leaders in Avon and Somerset Constabulary.

Avon and Somerset Constabulary provides opportunities to support the career development of some officers and staff; these include national programmes for selecting high potential officers and the direct entry of officers into senior positions in the organisation. This is encouraging but it needs to be developed further to ensure that the potential of all officers and staff is identified and nurtured. Through the development of the force's new Aspire leadership programme, significant progress has been made in defining clear career pathways for officers and staff at different levels. Although not fully implemented at the time of our inspection, the programme maps career pathways and has the potential to provide structured career development opportunities. However, in the absence of a consistent, force-wide understanding of the skills that currently exist within leadership teams, the force may be unable to target individual development effectively.

## **Recruitment**

Avon and Somerset Constabulary is exploring a range of recruitment methods aimed at increasing leadership capability across the workforce. The force recognises that identifying and responding to gaps in leadership capability will be important to implementing new ways of working. It supports recruitment through a number of schemes including Direct Entry and Fast Track. It is aiming, through the Police Now scheme, to recruit ten graduates for development as neighbourhood policing officers in 2018. The force advertises promotion processes externally, and it is using recruitment opportunities to improve the diversity within teams and to seek talented individuals from elsewhere. It continues to run annual apprenticeship schemes and has a high success rate of retaining individuals using this recruitment pathway. A number of secondment and exchange opportunities are supported for officers and staff, including a management exchange scheme with Bristol Business School at the University of West of England to develop individual leadership and management understanding, and leadership exchange programmes with commercial partners. Career pathways provide both officers and staff with opportunities for development into investigative roles and continual professional development through annual training events.

## **How well does the force plan for likely future demand?**

HMICFRS inspected how adequate, realistic and innovative Avon and Somerset Constabulary's plans for the future are, and to what extent it is planning to make savings in the future, including saving to invest in new systems and approaches.

### **Plans**

Avon and Somerset Constabulary's plans meet public expectations, organisational priorities and financial requirements. Consultation has taken place via the office of the police and crime commissioner (OPCC) regarding the police and crime plan. The force change programme is realistic and is supported by a structured change management team which is well resourced with experienced and qualified staff. The force's plans are built on sound planning assumptions, for example, precept increases, variations in the tax base, grant reduction, pay rises and price inflation, and are subject to informed scrutiny and challenge. The force's transformation programme has three elements: service design and development, which includes changes to operating models and structures; digital mobilisation, which includes new ways of working and development of e-services; and infrastructure, which focuses on property and fleet rationalisation; these all have detailed implementation plans. The force's change programmes provide a good balance between IT technological innovations, the replacement of old computer systems and a comprehensive analysis of current, future and hidden demand to ensure that the workforce can be configured efficiently for future organisational requirements.

Avon and Somerset Constabulary's plans are innovative and will change the way the force operates. Digital mobilisation will make the workforce more agile and the force has a comprehensive ICT strategy and plan to improve its use of technology, both internally and externally. The force has been recognised for its innovative use and development of predictive analytics software through an Aecus European Innovation award and national intelligence award. Its use should be further enhanced by the addition of partnership data, for which the force has made a bid for funding from the Home Office. The force continues to seek opportunities to work collaboratively. The end of a current contract, which delivered business support services through a partnership with other public services, has provided the opportunity to restructure human resources, procurement, finance and resources management through a multi-force shared service collaboration with four other police forces from July 2017. This should allow the force to adopt new and innovative ways of working to become more efficient and effective.

## **Savings**

Avon and Somerset Constabulary is investing in the force infrastructure in an innovative way to make savings for the future. It is continuing to make savings to invest for the future and has identified that it will need to make £20.6m of further savings over the period 2017/18 to 2021/22. Future plans include £4.7m of new areas of investment, including: supporting the ongoing revenue costs of investment in digital mobilisation technology; investment in the Qlik Sense app; investment in digital evidence management; and investment in ICT in the force control room. The fully costed business case for digitisation of the workforce is an innovative approach to ensure success of the new operating model; it focuses on maintaining visibility and accessibility within communities. The estates strategy includes realisation of benefits for reinvestment and a co-location with the fire service, which could further enhance collaboration and savings. Development of a workforce people strategy, including mapped capabilities of the workforce, will enable the force to be confident that the skills of officers and staff are fully utilised to meet both current and future demand for services.

## **Summary of findings**



**Good**

Avon and Somerset Constabulary has a comprehensive understanding of its current demand and makes innovative use of predictive analytics to forecast future and emerging service requirements. The force uses a range of consultation methods to ensure the service it provides meets public expectations. It can demonstrate clearly how collaboration and joint working are transforming results, reducing costs and improving the service it provides to the public. It is making significant investment in

ICT and has realistic plans in place to meet the technological challenges it may face in the future. The force has a clear commitment to invest in leadership and workforce development through career pathways and development opportunities for both officers and staff. The development of a workforce people strategy, including mapped capabilities of the workforce, should enable the force to be confident that the skills of officers and staff are fully developed and used to meet both current and future demand for services.

## Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within our reports in several ways. We either revisit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: [www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/)). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

## 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', 'higher' 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.

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 within the average in this publication.

#### 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 gross revenue expenditure**

These data show estimated gross revenue expenditure (GRE) for the force in 2017/18 and 2020/21. This was gathered from forces by HMIC staff prior to fieldwork (April 2017). Some of the data provided will have been subject to revisions after this time but figures should represent the picture as at the time of inspection. Future forecasts of expenditure are estimates for which forces use different methodologies. As these are estimates care should be taken in interpreting changes.

### **Workforce figures (FTE) for 2016/17 and 2020/21**

These data were 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 investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.<sup>12</sup> The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore 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 high vacancy rate which masks this change.

### **Calls for assistance**

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

### **Recorded crime**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables](http://www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables)).

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<sup>12</sup> See sections 38 and 39 of the Police Reform Act 2002. Available at: [www.legislation.gov.uk/ukpga/2002/30/section/38](http://www.legislation.gov.uk/ukpga/2002/30/section/38)

## Figures throughout the report

### **Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in the force area compared with England and Wales as a whole, from 2010/11 to 2016/17**

These data are obtained from the Home Office annual data return 441. City of London Police does not submit 999 calls data to the Home Office as these are included in figures provided by the Metropolitan Police Service.

### **Figure 2: Police-recorded crimes per 1,000 population compared with England and Wales from 2010/11 to 2016/17**

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 HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

### **Figure 3: Planned full-time equivalent (FTE) workforce as on 31 March from 2010 to 2021**

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. 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. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between 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 need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and 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 are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

#### **Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions from 2011/12 to 2016/17**

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from [www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016](http://www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016)). The data define policing functions using the Police Objective Analysis categories.

We have made some adjustments to the original POA data in order to provide valid historical comparisons. For instance, in 2011/12 the POA category "Local policing" included the sub-category "local investigation and prisoner processing", however, from 2012/13 onwards this moved to the "Investigations" category. We have therefore removed "local investigation and prisoner processing" from the 2011/12 figure to provide a historical comparison and not create misleading percentage changes.

For the same reason above, for the 2011/12 "Investigations" figure we have included "local investigations and prisoner processing" for historical comparison.

Furthermore, in 2016/17 "Public Protection" became its own level two category, whereas in previous years it had been included as a sub-category under "Investigations". Therefore for historical comparisons, we have included public protection in "Investigations" for 2016/17.