

PEEL: Police efficiency (including leadership) 2017

An inspection of Cumbria 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)¹ 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.

Our report on Cumbria Constabulary's legitimacy inspection will be available on our website (www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2017/cumbria/) 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.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2016/cumbria/.

¹ 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.

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/).

Force in numbers



Financial position

Forecast change in total gross revenue expenditure



Workforce

Planned change in officer numbers



Planned change in total workforce



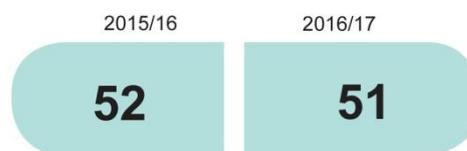
Calls for assistance

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

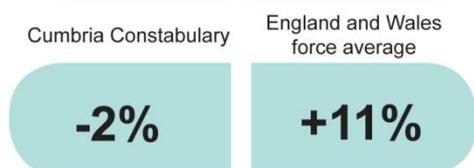


Recorded crime

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 judgment²



Cumbria 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 constabulary is judged to be good in its understanding of demand; its use of resources to manage demand is assessed to be good; and its planning for future demand is also judged to be good.

Overall summary

How well does the force understand demand?



Good

How well does the force use its resources?



Good

How well is the force planning for the future?



Good

Cumbria Constabulary has been assessed to be good in respect of the efficiency with which it keeps people safe and reduces crime.

The constabulary has made progress in developing its understanding of current and future demand for its services, including less obvious demand. This more comprehensive understanding has led to a reallocation of resources to support crime investigations which, if successful, will be extended force-wide. The constabulary is recruiting additional investigators in response to the increase in non-recent abuse allegations, which will also increase capacity on the frontline.

We found that the constabulary's financial plans are realistic and are based on sound assumptions. Detailed contingency plans ensure that the constabulary understands how it could continue to provide effective policing services with reduced resources. The business improvement unit, now firmly established, is improving the

² HMICFRS judgments are outstanding, good, requires improvement and inadequate.

constabulary's understanding of its change programme and the effect on its workforce. The unit is able to monitor the consequences of change, make adjustments as required, and ensure that the expected benefits are realised.

The constabulary considers a range of options in developing new ideas and working practices. All recent and planned promotion processes have been advertised externally and new projects are in place with both public and private sector organisations to work together and manage shared demand. The single point of access line – providing specialist advice to frontline officers dealing with people suffering from mental health problems – is proving effective in terms of support offered and in reducing demand for additional policing services.

The constabulary has good systems in place to manage the skills and capabilities of its workforce, though it does not yet have the comprehensive understanding required to identify skills gaps and establish future needs. A talent identification and management scheme for all officers and staff is being trialled, and a leadership development programme is in place to support those seeking promotion.

Areas for improvement

- The constabulary should undertake appropriate activities to understand fully its workforce's capabilities, in order to establish any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The constabulary should put in place better processes and governance to understand and realise the benefits of collaborative work, and how they affect the force's ability to meet current and likely future demand efficiently.
- The constabulary should do more to explore opportunities for further collaboration with local partner organisations to improve services, drive efficiencies and better manage demand for its services in the future.

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.

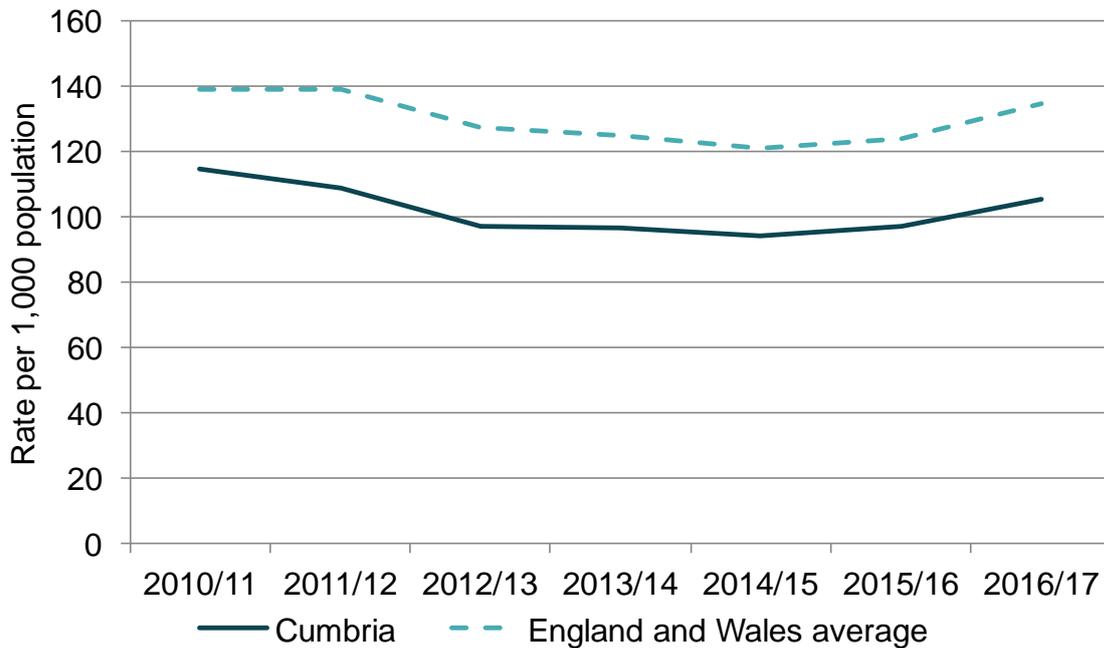
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond 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 Cumbria 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.

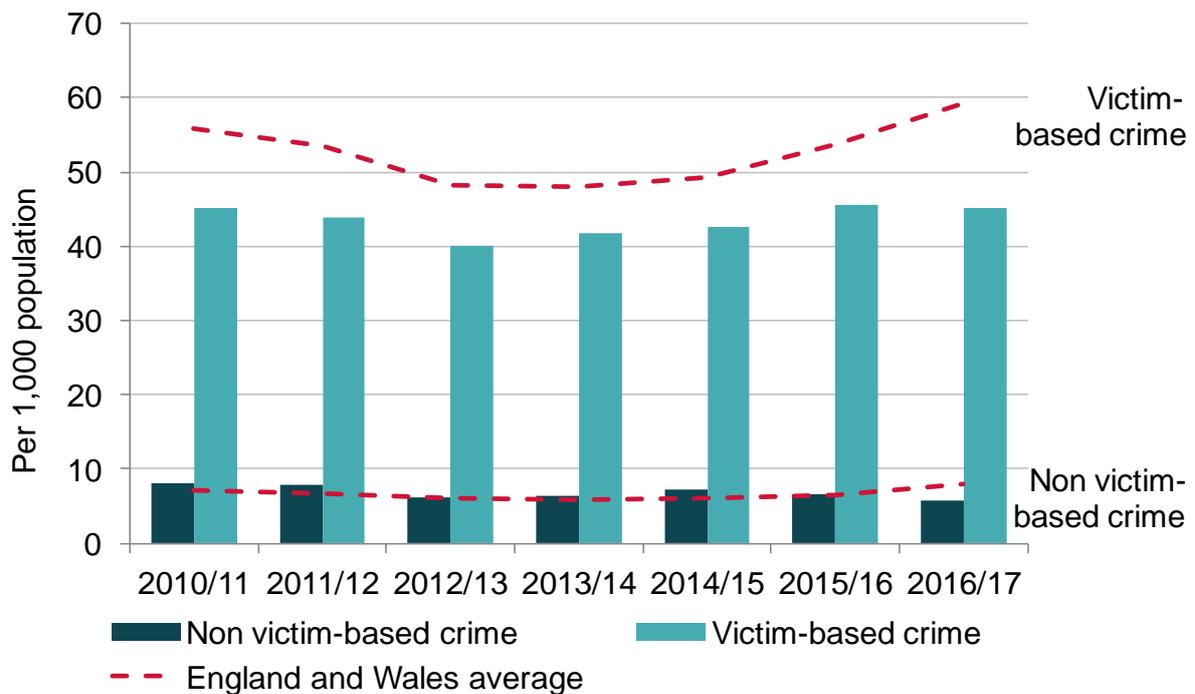
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Cumbria Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Cumbria Constabulary recorded 105 999 calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has decreased from the 114 calls per 1,000 population recorded in 2010/11. However, it has increased since 2015/16, when the rate was 97 calls per 1,000.

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



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 Cumbria in 2016/17 was 45.2 crimes. This is the same as the rate in 2010/11 of 45.2 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 40.0 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 Cumbria Constabulary, the rate of non victim-based crime per 1,000 population in 2016/17 (5.8 crimes) was lower than in 2010/11 (8.1 crimes). The rate has steadily declined over that period. 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

In our 2016 efficiency inspection, we found that Cumbria Constabulary did not yet have a full understanding of the current and likely future demand for its services, although we recognised that the constabulary was aware of this and had plans in place to improve its understanding.

The constabulary has made good progress in the last 12 months in developing a better understanding of demand. This knowledge is being used to make evidence-based decisions about how to allocate its resources and provide its services.

Cumbria Constabulary collects and analyses a broad range of data in order to understand the demand for the services it provides. The assistant chief constable chairs a monthly operational tasking and performance insight meeting to ensure that the constabulary is able to respond to changing demand. Information considered at this meeting includes: levels of reported crime across each area of the county; 999 and 101 calls; major investigations; workload levels; emerging areas of risk (such as human trafficking and protecting vulnerable people); and known future events, for example the 'Kendal Calling' music festival. With this broader understanding of the demand for its services, the constabulary is able to make more informed decisions about the allocation of resources to meet its priorities.

As part of the programme of work to understand and improve the efficiency with which the constabulary meets its demand, it has undertaken a 'day in the life of' analysis of important frontline roles, such as neighbourhood policing and response staff. This has provided a detailed breakdown of how much time frontline police officers and staff spend on various tasks, together with a better understanding of the

demands they face. This has also improved the constabulary's understanding of the increasing complexity of calls for service, the resources that are needed to meet this demand and the changing skills set required within the workforce.

The constabulary has used specialist external consultants to assist them in gaining a more comprehensive picture of the scale and nature of crime investigations in Cumbria. By analysing the crime investigation volume, the changes in crime type and the time taken to complete each stage of the investigation in both CID and the public protection unit, the constabulary has been able to quantify the number of officers and staff needed to undertake normal business, and assess how this may need to change to meet future demand. The review also identified ways to improve the efficiency of processes and working practices.

As a result of this work, a new approach to crime investigation, operating from a newly created 'crime hub', is being piloted in the north of the county. The crime hub brings together public protection staff and reactive investigators to work as one team, providing a better balance of workload and broadening the skills base among the staff. This means that Cumbria Constabulary has increased capacity to deal with priority incidents because the staff within the unit can be more flexible in dealing with different types of incident. While the approach is still to be fully evaluated, the constabulary states that initial feedback and performance data suggest it is more efficient and provides a better service to the public. HMICFRS will monitor the progress with interest.

More complex demand

The Local Safeguarding Children Board (LSCB)³, provides assurance that partners share information about the grooming of vulnerable individuals, helping to build a more detailed understanding of the problem. The analysis indicates that there will be an increase in child sexual exploitation (CSE), online abuse, domestic violence, vulnerability, modern slavery, human trafficking and technological crimes. In response, an immigration officer is now working with constabulary staff as part of a modern slavery team. Intelligence information is shared between the partners to develop a better picture of demand and risk. The team provided an informative seven-minute briefing to the workforce on the need to improve the level of intelligence and information about modern slavery. Following this, the constabulary recorded a 300-percent increase in the number of intelligence submissions, which assisted their understanding of the extent of the problem, the risk it presented and the response required.

³ The LSCB is a partnership made up of senior officers from a number of key agencies that work in the Children's Sector, including police, local authority, health, education and voluntary sector organisations.

To increase staff awareness of these emerging crime types, the constabulary has carried out staff education campaigns and briefings. In order to prevent and safeguard potential victims, it has monitored and made use of social media. For example, the constabulary has made good use of Snapchat, and pushed safety messages to children and other potentially vulnerable groups, to increase their awareness of the threat from online sexual exploitation. It also monitors social media sites such as Facebook and Instagram to identify emerging threats and uses the forums to provide preventative information to the public and specific groups such as young people who are often less likely to engage in face-to-face discussion with the police.

How well does the force understand things that affect demand?

HMICFRS inspected how well Cumbria 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

HMICFRS found that Cumbria Constabulary has good arrangements in place to manage, prioritise and filter efficiency.

The assistant chief constable chairs a monthly operations board meeting, which brings together senior constabulary leaders from across all business areas to discuss planned and emerging changes. This aims to ensure that all senior leaders have the opportunity to assess and give their views on the effect of any proposed changes to their business area, identifying any hidden or unintended consequences of change. The business improvement unit (BIU) prioritises getting things right first time and improving productivity through a programme of process reviews.

Cumbria Constabulary's change programme is routinely monitored and reviewed by the BIU so that the effect of each element can be fully evaluated.

The constabulary understands that operational inefficiencies can create unnecessary demand for services. It is striving to address this by continuously reviewing the way it deals with demand. The 101 call system is regularly analysed to establish how well it is working and its performance is closely monitored by both the constabulary and the police and crime commissioner (PCC). The 101 system has an automated answer service and call queuing facility, as the volume of calls often exceeds the number of available operators. In an effort to understand how to improve the 101 service and reduce the number of abandoned calls, the BIU has analysed the process from the point the call is received to the incident being resolved. Whilst this has helped the constabulary to identify and manage some of the inefficiencies within the system, it has been unable to gain a detailed understanding of all call management due to

limitations within the current system. Guidance has been sought from the Association of Call Centre Managers to improve their understanding of 101. As a result, the constabulary is assessing the value of a replacement system, which will provide a better service to the public and also provide more detailed performance data. This will enhance the constabulary's understanding of demand and how the system can be improved for the public.

There are processes in place to ensure that the benefits of change programmes are properly realised and unintended consequences minimised. All change programmes are subject to approval by the business board. The Force Strategic Delivery Board (FSDB) manages a six-monthly evaluation of each change programme, which tracks and monitors the projected benefits. The constabulary uses the 'day in the life' activity analysis to identify how change is affecting the workforce by analysing different roles, for example PCs, PCSOs and sergeants to ensure that any changes have not inadvertently diverted or suppressed demand. In addition, getting staff involved through the 'ask the chief' forum and business improvement groups (BIGs), provides additional safeguards against the hidden effect of change. For example, as a result of staff feedback following the introduction of a new electronic case management system, the constabulary was able to identify that problems with the system were impacting on capacity. It brought staff together to consult on improvements so that informed decisions around changes could be made.

Leaders promoting innovative thinking

The constabulary has a number of ways that allow the workforce to identify and raise ideas for change. Three prominent activities that are used to gather the views of the workforce are the established 'ask the chief' forum, the recently launched staff suggestion scheme and the BIGs. These schemes have already contributed to changes in policies and processes, such as revising the attendance management process and improving flexible working arrangements for police staff, meaning that the workforce is more agile and efficient. In addition, performance development conferences⁴ are held between chief officers and senior leaders to examine a broad range of subjects that impact upon the constabulary's long-term goals. Staff feedback forms part of these discussions.

During our inspection we were told that chief officers had engaged with a cross-section of 100 officers and staff at a seminar, asking: what could we do to make it better? Staff ideas were included in the force improvement plan and individuals from the seminar were given the opportunity to develop their ideas and present them to the chief officer team. As a result, the constabulary has identified areas to improve

⁴ Performance development conferences are meetings held every three months with different department management teams to discuss progress against constabulary objectives and service expectations.

efficiency. For example, police community support officers (PCSOs) are now used to collect video evidence instead of officers, thus freeing up police officers' time.

The constabulary has recently introduced a staff suggestion scheme. Managed by the BIU, suggestions are reviewed and referred to the respective department head. Staff who make suggestions are invited to be involved in the development of their idea. These are presented to the FSDB for approval. The scheme is in its infancy, and we did find that there was limited awareness and understanding of it among some of the workforce. However, the scheme has the potential to be an effective way to engage the views of the workforce and several suggestions are already being progressed through the system.

The constabulary has also set up BIGs, which are formed as required to examine a particular subject or areas for improvement. For example, a BIG has been established – comprising officers who have recently transferred to the constabulary from other forces within the last 12 to 18 months – to examine how improvements could be made in Cumbria Constabulary, based on their previous experiences. A group has also been established for student officers. An example of an idea that has been progressed was to increase the number of officers in each area who had the skills and knowledge to process CCTV. The groups are also being used as a consultation forum in developing the 2025 vision for the constabulary.

Summary of findings



Good

The constabulary has made good progress since our last inspection in developing its understanding of demand for its services, including the less obvious demand. Through the 'day in the life of' exercises and the work undertaken by external consultants to understand the demands on crime investigators, the constabulary has a clearer picture of its total demand. The constabulary has made use of this understanding, increasing its investigative capacity by bringing together its CID and public protection crime investigation resources in a pilot scheme crime hub in Carlisle. Subject to a successful evaluation of the pilot, the intention is to roll this out across the constabulary.

Cumbria Constabulary's current performance data for the 101 system is an area for development; this would improve its understanding of true demand and failure rate. With the existing automated system, it is likely that some calls are dealt with appropriately but are recorded as abandoned. We understand that the constabulary is considering a system update, which should provide a better service to the public and improve the quality of performance data.

The business improvement unit is having a positive effect on the constabulary's understanding of its change programme, its ability to secure the anticipated organisational benefits, and on its workforce. A programme of reviews ensures the effective tracking of expected benefits. The force suggestion scheme has been introduced recently, and already the BIU is progressing ideas that have been submitted. However, we found that there was limited awareness among some staff about how to get involved with innovation and change, other than via the 'ask the chief' forum.

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.

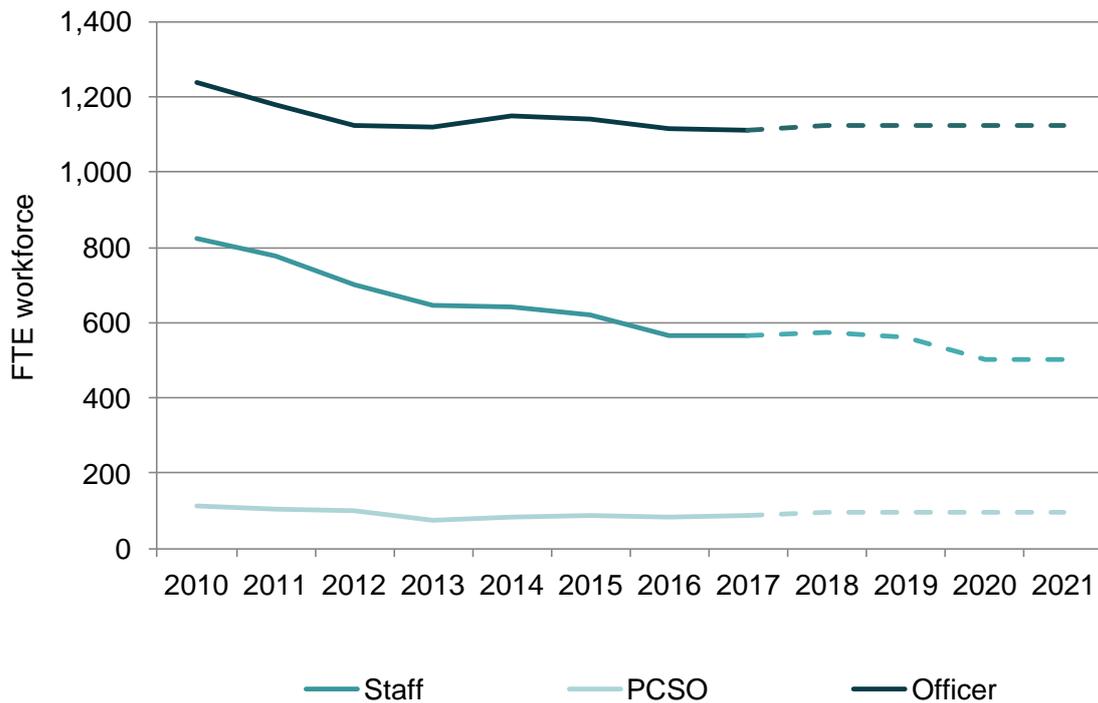
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well Cumbria 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 increase by 11.5 FTE (1 percent) from 1,112 to 1,123. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Cumbria 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 Cumbria Constabulary is projected to decrease by 63.9 FTE (11 percent) from 565 to 501 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Cumbria is projected to increase by 6.1 FTE (7 percent) from 89 to 95 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

In our 2016 efficiency report, we noted that the constabulary had a reasonable understanding of its workforce skills and capabilities, with a comprehensive workforce plan to identify the numbers of staff and the rank mix to meet its priorities. This year, our inspection focused on how the constabulary had developed its understanding of skills and capabilities within the workforce.

The constabulary does not yet have a comprehensive understanding of the current workforce skills and capabilities, having been reliant upon a process of regular one-to-one staff and line manager meetings to identify individuals' skills, with records held locally. To address this, an annual performance development review (PDR) process has been introduced for all staff. This is seen as an interim solution to creating a centrally held record. The constabulary is awaiting guidance from the College of Policing before making improvements to this process.

HMICFRS found that the constabulary has an understanding of the technical policing skills and specialist capabilities among the workforce – for example, the number of trained firearms officers or the number of trained detectives – but no system in place to audit or centrally record other skills that may benefit the constabulary in the future, such as foreign language or advanced IT skills. It is possible for members of the workforce to upload their skills onto a database, but this is on a voluntary basis and is not consistently done, so the constabulary cannot rely on this data to provide a comprehensive understanding of workforce skills. The constabulary plans to introduce a workforce skills matrix over the next 12 months.

Each change programme that is approved by the business board includes a consideration of the skills that will be needed in order for the change to succeed. We found practical examples where the analysis of demand has been used to inform future plans to match skills to demand. For example, the crime review identified that the increased reporting of non-recent abuse (and the associated complex investigations) was reducing the availability of trained detectives to meet new demand. Analysis enabled the constabulary to identify what skills were needed to investigate these historic cases. The constabulary has recently secured funding from the PCC to recruit 16 skilled police staff investigators. The intention is to provide the same quality of investigation and victim service at a reduced cost, creating capacity to use warranted officers for the daily crime investigation demand.

More could be done to use the skills within the Special Constabulary. There are examples where these specialist skills have been used to good effect, such as in the deployment of a special constable with an IT background into the digital media investigation unit. However, there is no corporate understanding of the expertise that lies within the Special Constabulary. Work is under way to increase the number of people within the Special Constabulary and this work presents an opportunity to develop a better understanding of their skills and abilities.

As Cumbria Constabulary's understanding of its demand, both reactive and hidden, has developed over the past 12 months, so has its understanding of its future skills needs within the workforce. The constabulary recognises that an efficient way of meeting future need is to recruit externally, rather than relying on developing new skills from within the workforce. As a result, all recent promotion processes have been advertised externally and several successful candidates have transferred from other police forces. In addition, the constabulary has advertised and recruited police officer transferees from other police forces. This strengthens the skills base and capability in some specialist areas, e.g. firearms officers and detectives.

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

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

Cumbria Constabulary has invested in developing a better understanding of its workforce's leadership skills and capabilities. Demand analysis has provided the constabulary with an understanding of how the changing demand for its services will affect its future requirement for leadership capabilities. A leadership skills audit of senior and middle leaders, both police officers and staff, was conducted in 2015, which guided the development of the leadership programme to 2020. However, this audit has not been extended to the whole workforce and so the constabulary cannot have a full understanding of its current and future leadership capabilities.

Work has also been done to develop the constabulary's leadership skills to meet future policing needs. Leadership programmes are in place to support those at the rank of inspector and above, including leaders within the Special Constabulary. The leadership framework, set out in 2016, outlines the expectations that the constabulary has of its staff. Leadership standards are set out as part of the 'big six' priorities. Through this, leaders understand what is required of them in ensuring that the priorities are met and the workforce is supported by them in working to these priorities. The constabulary has invested in leadership development through work with Lancaster University, where three cohorts of officers and police staff equivalents from inspector to chief superintendent rank studied leadership, strategy and organisational theory. Following the training, each group of managers gave a presentation to the chief officer group, explaining what they had learned and how they intended to put the learning into practice.

The constabulary recognises the need to broaden its leadership base to address future policing demands and has advertised externally and internally for all recent leadership recruitment and promotion processes. All internal candidates undertaking the promotion process are provided with feedback from a senior officer if they are unsuccessful and given a development plan to help them achieve success in the future.

Career pathways are now in place to retain and develop leaders in specialist areas. The constabulary recently held a specialist promotion process for detective superintendents focusing on the leadership skills required to manage increasingly complex crimes such as CSE, modern slavery and cyber-crime.

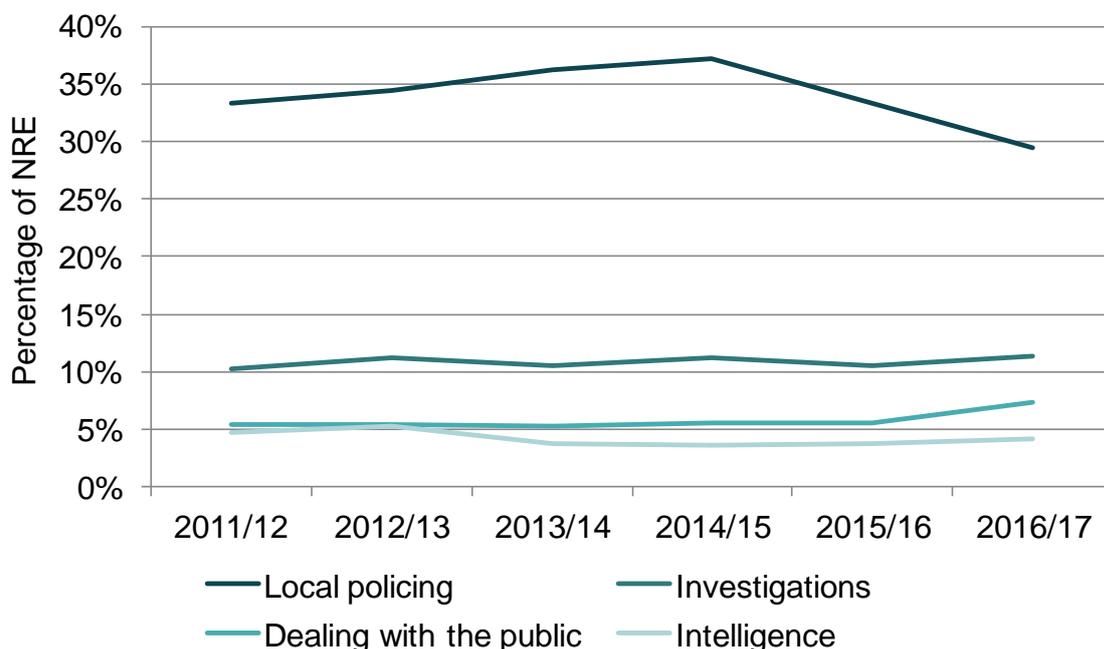
How well does the force allocate resources?

HMICFRS inspected how well Cumbria 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 constabulary 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 Cumbria 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 Cumbria, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 33 percent in 2011/12 to 30 percent in 2016/17. Estimated expenditure on investigation is similar to 2011/12 at 10 percent, expenditure on 'dealing with the public' has increased from 5 percent to 7 percent and expenditure on intelligence is similar to 2011/12 at around 4 percent.

Prioritisation and cost

Senior leaders in each area of the constabulary meet daily to review the demands on the service, examine the level of resources available and review and redirect accordingly. This is followed by a daily operational review meeting involving leaders from across the constabulary to review demand and ensure the adequate resourcing of the day's priorities. Through this structure, the constabulary is able to make informed decisions, both locally and county-wide, about the most efficient use of its available resources.

Cumbria Constabulary is able to use its resources more efficiently due to its improved understanding of current and future demand. For example, the constabulary is currently trialling an appointment system in the north of the county to improve the quality of service to the public and reduce the amount of time wasted as a result of officers attending calls at a time when the caller is unavailable. After an appointment is agreed, there is a system in place to send the caller a text message reminder on the morning of the appointment. To date, only a handful of appointments have been missed. The early results are positive, but the constabulary plans to evaluate the project before extending it across the county.

The demand work has allowed the strategic workforce planning group and force resourcing panel to make considered decisions about where officers and staff are most needed. These meetings also ensure that the workforce plan considers the interdependencies between vacancies, retirements, abstractions and recruitment so that resourcing levels are maintained wherever possible and gaps are identified.

Through the change programme and demand analysis work, Cumbria Constabulary is establishing areas where it can vary the level of service it provides in order to reduce costs and enhance the quality of service. In response to a review of demand within the CID and public protection unit (PPU) in Carlisle, it was established that there was an imbalance of resources. An increase in reports of sexual abuse was resulting in pressure on specially trained PPU staff, with a negative effect on service delivery. The constabulary has responded by creating a crime hub which brings together both CID and PPU staff, developing the skills set of all staff working within the hub and increasing overall capacity. The hub is currently being evaluated but there are plans to extend this across the constabulary, if successful.

Investment

The chief officer group considers likely future demand on the service in the short and medium term (one to three years). It is difficult for Cumbria Constabulary to consider a longer-term view to 2025 at this stage, owing to uncertainty about the outcome of the planned review of the national police funding formula. However, the improved understanding of hidden and future demand allows chief officers to make more informed decisions about investment.

The constabulary's medium-term financial forecast to 2020/21 has modelled a range of budgetary scenarios to ensure there is a co-ordinated and prioritised programme of investment to address current and future difficulties. The investment plans include a significant investment in ICT, with a plan to spend £12.7m over four years. The constabulary recognises that, in the face of reducing finances, it is vital that it makes best use of technology in the provision of future services. There are planned investments to support the national emergency services network (ESN) programme which will replace the police radio system (Airwave), and also replace ICT systems and equipment such as the new Red Sigma crime and intelligence system that is being developed in conjunction with Durham Constabulary. There will continue to be significant investment in mobile data technology for staff and officers. Further applications are being developed to enhance the handheld device capability. The constabulary has made use of the N8 academic partnership⁵ to support its assessment of the value of its current investment in ICT, and inform its future investment.

All frontline staff are issued with handheld devices which give them remote access to some constabulary systems, enabling them to undertake more tasks away from the police station. The constabulary has evaluated the benefit of this investment in terms of additional time officers spend in communities. This has increased from 42 percent of time spent to 66 percent following the introduction of mobile working. This means that officers are now more productive and more visible, spending less time travelling back to police stations to file reports or update records. The N8 partnership has assessed this 24-percent increase in time spent out of the station as being equivalent to an extra 55 officers, or the equivalent of £2.3m saved. The constabulary is currently considering the benefits of issuing laptops to all frontline staff in an effort to enhance mobile working and increase visibility within the communities of Cumbria.

⁵ The N8 partnership is a collaboration of the eight most research intensive universities in the north of England. The 11 forces involved match fund resources alongside £4.2m worth of investment into policing-related research by the universities.

The constabulary is investing in its estate, planning to spend £6.3m over four years. This includes the need to invest in police buildings in both North and West Cumbria to alleviate flood risk. The constabulary is also investing in its vehicle fleet, planning to spend £5.6m over four years as it replaces vehicles that have come to the end of their useful life. In financing the capital plans, no external borrowing is proposed.

How well does the force work with others?

HMICFRS inspected how well Cumbria 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 constabulary 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

In our 2016 report on efficiency, we noted that the constabulary had combined its learning and development function with Lancashire Constabulary, which had led to cost savings and more comprehensive service provision for both constabularies. In 2017, we found that this arrangement was working well and continues to provide an enhanced service to the constabulary. Progress has also been made in the constabulary's work with Durham Constabulary to develop a bespoke IT platform to manage crime and intelligence.

The constabulary has a number of arrangements in place to work with partner organisations. The multi-agency safeguarding hub (MASH) brings police and partner organisations including social care, health and the voluntary sector together with a common objective of co-ordinating their response to safeguarding matters. The constabulary has a considered approach to working with partner organisations to manage demand and has found that the geography of the county, with widespread communities and a limited road infrastructure to connect to main through routes, is such that working together is most effective at local neighbourhood level.

It is for this reason that emphasis is placed on developing a hub-based approach, with local partner services and local neighbourhood policing teams (NPTs) in the more established larger communities around the county. This is reflected in the trialling of a partnership hub in the western area, which brings together several partner organisations, including police and district council, which combine their resources and expertise to deal with community problems. It is too early to assess the benefits of this approach as is still subject to evaluation; initial signs are that it is having a positive effect on communities and that police and partner organisation resources are being used more efficiently.

Cumbria Constabulary understands the potential negative effect of reducing resources for partner organisations such as the local authority and health trusts, and is working to mitigate the risk of increased policing demand. The constabulary received Home Office funding as a result of a successful bid to the police transformation fund to improve the service available to support people with mental health issues. Through a new single point of access (SPA) line, officers across the county can use their handheld devices to contact a crisis team and obtain live-time information and advice when dealing with people in crisis and respond more appropriately as a result. Police and partner organisations within the constabulary area know that mental health resources are limited. This new approach means that people in need can receive more appropriate and timely advice and support. While officers who attend calls to deal with people suffering from mental health issues cannot make clinical decisions, they are now able to consult with practitioners and make informed decisions to make people safe.

The constabulary has embarked on an ambitious project of collaborative working across the three main emergency services, working with the fire service and North West Ambulance Service (NWAS) to mitigate the negative effect of reducing resources across each of the organisations. This approach builds on already strong connections developed jointly through responding to recent disasters (flooding). To support these different programmes there is a blue light collaboration board, which is supported by a more tactical blue light programme board. Work on these different projects began in earnest in April 2017. HMICFRS is keen to see how this collaborative approach progresses. Although it is still in the early stages of development, this innovative work will potentially transform the way emergency services are managed and provided to communities across Cumbria.

The benefits of joint working

Although Cumbria Constabulary is exploring and developing opportunities for working with partners, there are limited arrangements in place to evaluate the benefits of joint working within the current collaborative programmes. HMICFRS could not find any evidence that a measurement of current performance (in relation to the services the pilot partnership hub provides) had been taken by any organisation working within the project. Nor was there a clear performance framework to monitor how the hub affected demand, improved services or otherwise. Therefore, we could not be confident that there was a capability to assess which elements of the hub worked well and those that could be further improved. Without such a framework in place, it is difficult to determine accurately the hub's success or what benefits (either financial or quality of service) have been realised. The constabulary is aware of this and measures are being put in place as part of a review of the project. The intention is to develop a supporting framework for all organisations prior to the potential rollout across the rest of the county over the next 12 months.

The blue light collaborative working project is still at a very early stage. However, we were pleased to note that there are clear arrangements in place through the blue light collaboration board and the blue light programme board to ensure that benefits are properly identified and considered.

Leadership driving innovation

There are a number of pilot projects currently running across the constabulary area, which have been implemented following learning from other forces. The western area neighbourhood partnership hub was developed following an assessment of a similar project in Greater Manchester Police. The constabulary has signed up to a staff exchange scheme with West Yorkshire Police and Cheshire Constabulary whereby good ways of working are observed and brought back to the constabulary. This builds confidence in individual staff members and is an additional way of developing them for promotion.

The willingness of chief officers to seek out new opportunities for improvement to the service is demonstrated through the continued involvement with the N8 partnership. A project led by a temporary detective chief inspector is using the N8 to consider different approaches in using data to develop new ways of tackling domestic abuse. In other areas within N8, the constabulary is sharing ideas with Nottingham Trent University, exploring different approaches to creating contingency plans to respond to large-scale disasters. There is also work under way with Plymouth University to develop new approaches to policing rural areas, with the University of Cumbria to examine future opportunities for handheld technology, and with Lancaster University to develop leadership skills within the constabulary.

Summary of findings



The constabulary has good systems in place to manage the skills and capabilities of the workforce through the force resourcing panel and the strategic workforce planning group, which ensures effective sequencing of promotion, recruitment and training. However, the constabulary does not yet have the comprehensive understanding of the skills and abilities it has in the workforce to be able to conduct a meaningful gap analysis and establish its future needs. The recently introduced interim performance development review (PDR) system should go some way to addressing this, but there is no specific link to any skills audit or training system. HMICFRS is aware that the constabulary is still awaiting guidance from the College of Policing before further evaluation of PDR, and that a skills matrix is being developed to capture the quantifiable skills across the constabulary.

Cumbria has a developing understanding of its workforce's leadership skills, capabilities and gaps, but it is not complete. The constabulary has some appreciation of how changing demand will affect the skills they need. The constabulary has carried out a leadership skills audit and established leadership programmes; however, it has not done a full skills audit of the workforce. An executive and junior leadership development framework is in place and the constabulary is considering ways in which it can develop leadership skills among constables.

The enhanced understanding of demand has allowed the constabulary to develop a business case and secure additional funding to support the recruitment of additional staff to respond to historic abuse allegations, creating capacity for warranted officers to focus on current demand. This has yet to be realised and remains a risk for the constabulary in dealing with crime demand. An appointments system to manage calls for service more effectively is also being piloted, which should assist in better demand management. HMICFRS understands that it is still being developed and will require a full evaluation to ensure that it meets the objectives of quality service provision, demand management and effective use of resources.

The constabulary has good arrangements in place to look externally for innovation and best practice through its continued involvement with the N8 partnership. The partnership hub at Whitehaven demonstrates that the constabulary is committed to working with others locally to manage demand. However, HMICFRS inspectors were unable to establish the existence of any service level agreement or performance framework to evaluate the success of the project. This is something that the constabulary should address to ensure that it is providing value for money.

The single point of access (SPA) line has been successful in terms of efficient use of resources and quality of service. However, anecdotally, there are inconsistencies in the level of service provided by the partner organisations in the time taken to answer the telephone. The constabulary needs to be confident that there is a performance management framework in place to ensure that service level agreements are met and there are effective performance monitoring systems.

The constabulary has embarked on blue light collaborative working with the fire service and North West ambulance service (NWAS) to mitigate the negative effect of reducing resources across each of the organisations. This approach builds on already strong connections developed jointly through responding to recent disasters (flooding). Although at an early stage, this work is potentially both innovative and transformative. We look forward to monitoring the progress of this work.

Areas for improvement

- The constabulary should undertake appropriate activities to understand fully its workforce's capabilities, in order to establish any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The constabulary should put in place better processes and governance to understand and realise the benefits of collaborative work, and how they affect the force's ability to meet current and likely future demand efficiently.

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 Cumbria 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

The partnership hub in the west of the constabulary does not yet record the level or source of demand. Without any analytical work to understand this, the constabulary cannot accurately measure the levels of demand on each partner organisation. This means the constabulary cannot reliably assess how much benefit this approach brings. In addition, it means some of the demand on the constabulary is not currently assessed within its broader demand analysis. The constabulary is aware of this and plans to resolve it prior to the pilot being considered for implementation across the constabulary area.

Cumbria Constabulary undertakes an annual demand analysis to assess the year-on-year changes in demand across all areas; for example, changes in crime levels and crime types, 999 and 101 calls. Using this data and statistical modelling software the constabulary has been able to forecast what demand on the service might look like up to 2021. This has been used to guide the constabulary's future planning in respect of what services it needs to provide, how it provides them and the level of resources required. It has also assisted in its scenario planning in preparation for any future funding reductions. The constabulary is considering investment in a business intelligence modelling system, which will enable it to conduct more detailed predictive analysis of future demand, but this is not yet in place. The constabulary does not currently use data from partner organisations to assist with its demand forecasting. The pilot joint working projects and future collaboration plans present an excellent opportunity to develop the future demand assessment.

Future considerations

The workforce recognises, through the big six priorities, that the constabulary's purpose is to serve and protect the people and communities of Cumbria. We found that the constabulary gives consideration to changing public expectations in its assessment of likely future demand for its services, but this is not comprehensive. For example, a consultation exercise has been conducted to gain a better understanding of public expectation of the way the police deal with and respond to calls for service. This information enables the constabulary to plan resourcing levels and decide appropriate deployments to satisfy the public. The appointments system that is currently on trial in the north of the county is intended to provide a more bespoke service in line with the caller's need and expectations. A reduction in officer travel time and in the number of wasted visits due to the caller being unavailable are potential efficiency benefits that should increase the capability of the constabulary to meet the demand for its services. The system is still in its early stages and has yet to be evaluated.

The constabulary undertakes an annual public survey via the citizens' panel to gauge expectations. Through this, members of the public are randomly selected via the electoral register to receive the survey and others may contribute via the website. The focus is on groups and communities that are less likely to engage with the police, such as youth, black and minority ethnic communities, as well as new and emerging communities e.g. the Nepalese community. This assists in setting the constabulary priorities, plans and performance framework.

At present, the neighbourhood hub pilot scheme does not have the facility or capability to receive referrals directly from the public. This limits the constabulary's ability to capture and understand public expectations. This is something that the constabulary is aware of and is seeking to address prior to the hub concept being extended across the other areas of the constabulary.

The constabulary has a good awareness of the opportunities and threats presented by changing technology (in relation to policing and criminality) and has appropriate plans for digital and ICT investment. The DCC chairs the information security board meeting, which assesses the risk presented to the constabulary's systems by the latest technology and co-ordinates the response. In addition, there are staff in place within the constabulary's professional standards department to manage information security. The constabulary also employs a technical architect to assess current and future capabilities. Frequent tests of system security and infrastructure safeguards ensure that cyber-security measures are effective. A cyber-crime plan has been developed, which details how the constabulary will meet the increasing threat to the public from cyber-crime. The plan follows a 4P approach (prepare, prevent, pursue, protect) and funding has been secured from the PCC to promote greater awareness within communities. The constabulary has both a local and regional capability to respond to cyber-crime via its contribution to the regional organised crime unit.

We noted in our 2016 efficiency report that the constabulary is represented on a number of national groups that highlight new ideas in IT and develop new plans for the benefit of the service as a whole. This enables the constabulary to remain at the forefront of developments in IT functionality and implement ideas for improved use of current technology. Through new applications for the handheld devices, such as a mental health awareness application, frontline staff are now better equipped to deal with calls for service. The constabulary is also exploring new technological opportunities, such as cloud-based data storage. The investment in drone technology presents the constabulary with the scope to improve efficiency in a variety of areas, including public order and roads policing, as the technology will enable an earlier assessment of incidents and allow a proportionate level of resource deployment.

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

HMICFRS inspected how well Cumbria 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

Through the workforce planning group, Cumbria Constabulary ensures that there is an annual plan for promotion opportunities, linking projected vacancies and retirements with leadership needs. In order for the constabulary to have the best people qualified and eligible to apply for promotion, the promotion selection process occurs after the national police promotion examinations.

A leadership development framework is in place that sets out the four areas around which the constabulary develops its current and future leaders: the big six priorities, the policing professional framework, the Code of Ethics and the College of Policing review of leadership. Programmes are in place to develop the leadership skills that the constabulary will need in the future through the executive leadership programme for chief inspectors and above, and also the middle management development programme. A number of police officers and staff are currently seconded to Home Office departments and projects, such as the future national development of ICT in policing. In this way, the constabulary demonstrates that it is supportive of secondment opportunities for individuals to assist their development and increase the diversity of skills among its current and future leaders.

There is a less well-defined framework for the succession planning of future police staff leaders, but police staff roles are considered as part of the force resourcing panel and the workforce planning group. Lateral development opportunities for both

officers and staff are advertised across the constabulary, but geographical and travel time considerations can often reduce the pool of people for whom these opportunities are realistic.

The decision to develop career pathways for roles within the area of crime investigation and operational support means that the constabulary can harness its investment in developing the specialist skills and knowledge in these areas with its leadership development programmes and projects.

Recruitment

All recent promotion selection processes have been advertised externally, and Cumbria Constabulary intends that future processes will also be externally advertised. The constabulary has recently recruited external candidates at a senior level and has reviewed the performance of internal candidates against this standard. It has incorporated this into the leadership development programmes to ensure that it is developing the skills within the workforce that external candidates are bringing to the process.

Through the force resourcing panel, careful consideration is given to achieving a balanced workforce that can provide policing services in line with local needs. The process of posting to new roles takes into consideration personal, professional and organisational needs. Following the recent recruitment and selection process, the panel decided to post more new recruits into areas where there is a greater proportion of officers with requests to transfer elsewhere, in order to grant those requests. In this way, the balance is maintained between organisational and individual need.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Cumbria 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

An area for improvement for Cumbria Constabulary in our 2016 efficiency report was to ensure that it had adequate plans in place to show it can provide services while making the necessary cost savings. Our 2017 inspection focused on how the constabulary had responded and whether it has made the required improvements. HMICFRS is pleased to note that the constabulary has developed plans for the future that are realistic and built on sound assumptions. They have been subject to adequate challenge by experts. The constabulary still faces a level of uncertainty from the proposed changes to the government's funding formula for policing, but it has developed innovative plans, which include extending its blue light collaboration, ICT collaboration and sharing its support services to meet the funding challenge,

which will change the way the constabulary operates in the future. With the establishment of the BIU, the constabulary has been able to develop a more evidence-based approach to its planning, with a review and assessment of demand, performance and change. Building on the success of the 'day in the life of' work for frontline roles, the constabulary intends to extend this to examine the communications room and the different roles within CID and crime investigation. It is anticipated that this information will reveal how changes have affected the workforce and will inform future plans. The acquisition of a business intelligence predictive demand system will bring further improvement to its future planning. The constabulary is currently carrying out a future planning exercise, using independent assessors working with the chief officer team, to help the constabulary understand and prioritise where it wants, and needs, to be in the future.

The force change programme aims to save £6m over four years through innovation, maximising technological advances to support changes in working practices and implementing continuous process improvements. The constabulary is making process changes, investing in ICT and restructuring and realigning its resources to achieve its long-term goals. For example: the introduction of an appointments system will reduce the amount of officer time lost in failed scene visits; a new automated response system to deal with the 101 demand will give a better service to callers and provide the detailed performance data that the constabulary needs to make informed changes and service improvements; and the pilot crime hub in Carlisle and the neighbourhood partnership hub in West Cumbria are broadening the skills base of staff to meet a changing demand picture across the constabulary. The workforce planning meeting ensures that the resourcing, training and recruitment plans are all coordinated to meet this evolving demand picture.

Savings

The constabulary is continuing to make savings to invest in its future development. Through the star chamber - a meeting chaired by the DCC which ensures that savings are made at an early stage and are reallocated in line with constabulary priorities – there is long-term planning through to 2025. The head of business change has developed detailed long-term plans on how investment will realise important benefits for the constabulary.

Through the established framework for its change programme, the constabulary ensures that it has the means to track the benefits of its investments and that projected savings are being made, with the exception of its collaboration with partners. The BIU has suitably skilled staff in place to identify and rectify areas where benefits are not being realised. The constabulary recognises that there are some pilot projects that have been subject to investment e.g. the neighbourhood partnership hub, where the business benefits have not been tracked from the outset. There are plans in place to develop evaluation frameworks for these projects and enable the benefits to be assessed.

Summary of findings



Good

The constabulary has undertaken some work to predict future demand, and is in the process of developing a predictive analysis tool. As part of the annual demand analysis for Cumbria in October 2016, the constabulary used statistical modelling to forecast what demand will look like in 2021. The constabulary is also considering using business intelligence modelling to carry out predicted intelligence analysis. Currently, the constabulary does not use data from partner organisations, though its future intention is to use this data where possible.

The partnership hub in the western area of the constabulary is unable to measure respective levels of demand accurately due to the lack of demand recording and analytical work. While the hub is a step forward in joint working, partner organisations are not all fully engaged in the project, therefore all data are not being analysed. At present, there is no referral system to the hub directly from the public. However, we understand that a review has recommended processes be implemented to assess public expectations. There are plans to introduce the hub to other areas of the constabulary and only once fully implemented will the constabulary have a true picture of public expectations. The constabulary should ensure that it has frameworks in place across all of its collaborative working arrangements to enable it to understand demand and track the benefits of the collaboration.

The constabulary is prepared to go outside the organisation to find future leaders. This increases the diversity in its leadership teams, as demonstrated by the recent ACC and superintendent selection processes. All recent promotion processes have been advertised externally to attract the best-skilled people. Leadership development programmes and specialist career pathways are in place. The constabulary has also recruited a number of officers from other forces and is ensuring that it gains the benefit of their previous experience to improve Cumbria Constabulary. The pilot project talent identification scheme in West Cumbria is proving successful. HMICFRS is keen to see how this scheme develops across the constabulary and how the constabulary ensures that there are sufficient staff available to support its coaching and mentoring needs in the future.

We found that the constabulary's financial plans are realistic and are built on sound assumptions. During inspection, the head of corporate development provided contingency modelling plans to 2025, showing details of how the constabulary intends to save between £2m and £6m. There is still uncertainty regarding the revised police funding formula, and the disproportionate effect on Cumbria Constabulary remains a significant concern, but the contingency planning has considered the worst-case funding scenario. An important element of the

constabulary's ability to meet both demand and its financial plans lies in enhancing the mobility of its workforce; it has invested in IT accordingly. While most staff are making effective use of handheld devices, there is scope for further development to increase agile working. The constabulary is aware of this and is currently evaluating the business benefits to providing all frontline staff with a laptop with increased functionality over the handheld device.

The constabulary has developed a more evidence-based approach to realising the benefits of its change programme with the introduction of the business improvement unit. The unit has integrated learning and created a culture where officers and staff are clear about expectations and are comfortable with having their work critiqued through the quality counts programme. The unit brings together all recommendations and actions from HMICFRS and other areas, which are monitored through performance meetings. The unit reviews and checks actions to ensure the benefits have been realised. The unit also monitors the force suggestion scheme.

The constabulary is also carrying out capability maturity modelling, which is being led by the chief constable, using independent assessors. There are plans to hold workshops with the chief officer group, chief superintendents and heads of departments with the intention of developing the constabulary's priorities to meet fully the future policing needs for Cumbria.

Area for improvement

- The constabulary should do more to explore opportunities for further collaboration with local partner organisations to improve services, drive efficiencies and better manage demand for its services in the future.

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/). 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), 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 investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.⁶ 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).

⁶ See sections 38 and 39 of the Police Reform Act 2002. Available at: 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). 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). 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.