

PEEL: Police efficiency (including leadership) 2017

An inspection of Dorset Police



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.

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.

Our report on Dorset Police's legitimacy inspection will be available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/dorset/) 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/dorset/.

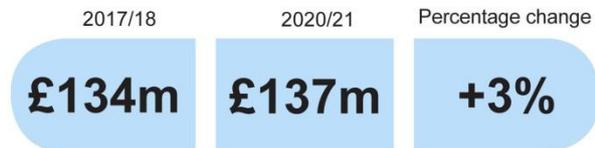
More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/).

Force in numbers



Financial position

Forecast change in total gross revenue expenditure



Workforce

Planned change in officer numbers

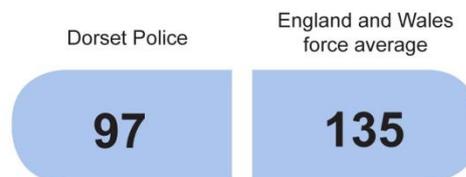


Planned change in total workforce



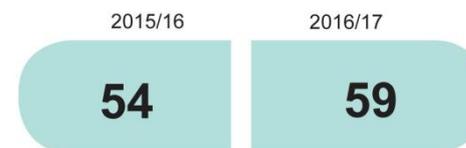
Calls for assistance

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

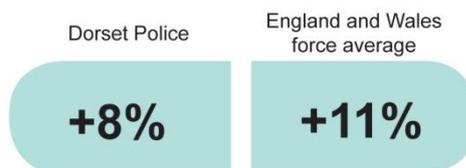


Recorded crime

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



Dorset Police 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 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?



How well does the force use its resources?



How well is the force planning for the future?



Dorset Police is good at keeping people safe and reducing crime. It is an efficient police force with clear plans in place for the future. It has a well-developed understanding of the demands for its services, which allows it to make informed decisions about planning and resourcing. Because of this, it is in a strong position for the next phase of its strategic alliance with Devon and Cornwall Police. This will see the introduction of a new, joint model for service provision aimed at transforming how both forces operate. Within the force's call handling department there are some pressures but the force understands what the problems are. It has now put processes in place to prioritise calls from those people who are most at risk.

The force generally makes good use of its resources. Its investment plans align with the police and crime plan. The plans focus on the benefits that the structured use of new technology can bring to both the public and to the organisation. The force needs

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

to improve its understanding of the skills and leadership potential of its workforce. It has a good track record of working together with other organisations and understands the benefits to be gained.

Dorset Police is planning for its future in a coherent way. The work it has done to identify potential future demand is impressive. The force knows that it needs to replace some inefficient systems and processes to provide a solid basis for its planned changes. In contrast, it does not yet have a clear picture of its future leadership needs. However, the strengths of its existing change programme provide a degree of confidence that the ambitious scale of future change is achievable, both because of its organisational capability and because of its financial position.

Area for improvement

- The force should conduct a 'whole force' leadership and skills audit that will allow it to understand leadership capacity and capability better. This should help to inform the force's succession-planning with regards to its future leadership requirements.

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.

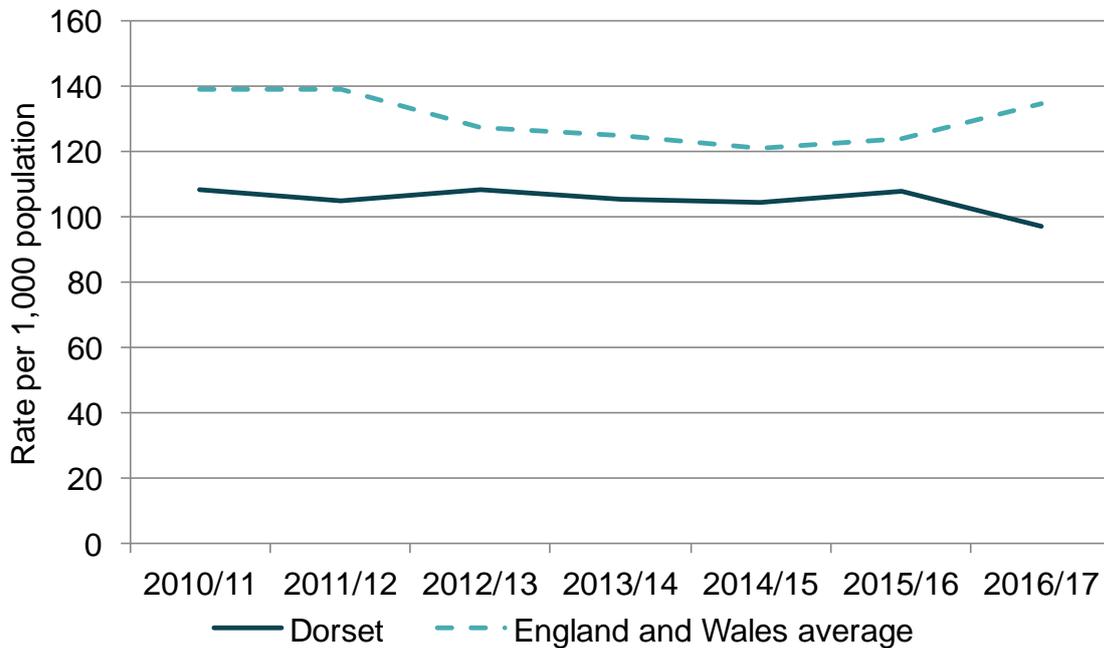
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond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

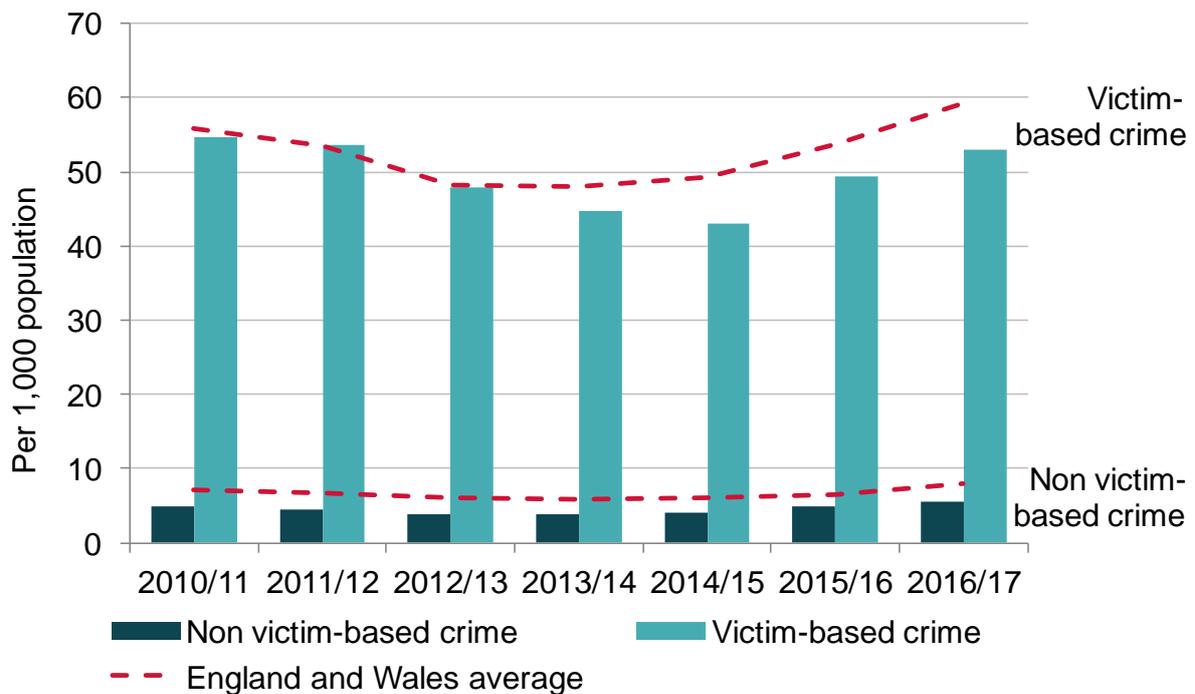
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Dorset Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Dorset Police recorded 97 999 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 108 calls per 1,000 population recorded in 2010/11 and decreased since 2015/16 when the rate was 108 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in Dorset Police 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 Dorset in 2016/17 was 53.0 crimes. This is lower than the rate in 2010/11 of 54.6 crimes. The rate of victim-based crime decreased between 2010/11 and 2014/15 to 43.0 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 Dorset Police the rate of non victim-based crime per 1,000 population in 2016/17 (5.5 crimes) was higher than in 2010/11 (4.9 crimes). The rate of non victim-based crime per 1,000 population decreased to 3.8 crimes in 2013/14 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

Dorset Police has a very good understanding of the demand for its services. The force has developed its own demand assessment framework, 'policing the demand', which is based on examples of good work from other forces, supported by work with Bournemouth University and reviews of historic trend data. This has been effective in tracking the amount of service the force provides to the public, seasonal trends in offending, changing patterns of crime and anti-social behaviour, and fluctuations in calls for service (999/101 contact). The force's understanding of the demand placed on its services includes: contact from members of the public in need of police services (primary demand); the time and resources dedicated to investigating crime and other incidents as well as to supporting victims (investigative/protective demand); and demand generated as a consequence of the force's own internal processes and activity (internal demand). The force also has a clear picture of different categories of demand, such as work the police should be doing (acceptable demand) and work that could have been prevented (preventable demand).

The policing demand methodology is now sufficiently mature for the data to be reviewed at periodic intervals to identify changes in demand patterns. The use of volume crime teams to investigate the most frequently occurring crimes has reduced the workload of the force's frontline response officers and provided a better victim focus. The force command centre (FCC) uses its data to match call handler shift patterns and resources better to periods of peak demand for services. Understanding the demand for its services has helped the force change its operation to provide a better service to the public.

Dorset Police is working with Devon and Cornwall Police to improve its understanding of demand for services across both forces. For several years, the forces have been in a strategic alliance³ and have now begun a far-reaching change programme (PRISM)⁴ designed to create a single structure for service provision by 2020/21. The PRISM programme has four priorities: integration and expansion; connectivity through IT and processes; prevention; and demand management and capability. Significant resources have been committed by both forces to PRISM, with nine distinct work streams in place to implement all of the planned change: victims and witnesses; lead employer; digitalisation; workforce; integrated services; demand management; contact; prevention and partnership development; and strategic alliance (business cases already agreed or implemented). As one of the main work streams, demand management will be central to determining how services are designed to meet future organisational, service provision and financial requirements.

The force continues to broaden its understanding of all forms of demand: internal, predictive and preventable. It undertakes detailed analysis of a range of operational datasets (such as calls for service, recorded crimes and demand for services from vulnerable members of the public) alongside organisational datasets (such as information on vehicle journeys, custody waiting times and instances of police vehicles being crewed by more than one officer), and uses predictive analytical techniques to quantify their contribution to current and likely future demand for services. A pilot project in the FCC is taking a more problem-solving approach, to manage non-emergency calls more effectively. The force is able to demonstrate a reduction in incidents that required the deployment of operational officers, and the learning from this has been built in to the design of the new operating model: the operational business design (OBD). Increased understanding of demand for services now stretches beyond the initial contact with the force and the first phases of the service provided to the public. For example, the resources required to bring an investigation to a satisfactory conclusion are becoming clearer. Similarly, future requirements in high-risk areas such as the management of sex offenders in the community, are being factored into workforce plans.

³ For several years, Dorset Police has been working with Devon and Cornwall Police in a strategic alliance. Over 30 separate business cases for combining resources (such as force operations or human resources) have been agreed or implemented.

⁴ PRISM is the name of the portfolio of change across policing in Cornwall, Devon and Dorset. PRISM stands for policing response, investigation, and safeguarding model. The PRISM change programme aims to redesign their operating models and move towards more efficient and effective provision of policing and support services using single processes across all three counties. Both forces have advanced plans to trial aspects of the intended operating model through operational business design (OBD) work in Dorset Police and a summer policing initiative in Devon and Cornwall. The integrated services design (ISD) programme of PRISM is currently designing and developing the future joint operating model for both forces.

More complex demand

The force has improved its understanding of hidden demand since HMICFRS' 2016 efficiency inspection. Hidden demand is the allocated time and resources that are difficult to record and evaluate. The assistant chief constable is the force lead for demand and monitors the force's work to identify hidden demand (via the operations board). Nominated business leads are responsible for improving information about demand for services in areas that include adult and child vulnerability, hate crime and rural crime. By having a better understanding of hidden demand the force is more able to develop its understanding of possible future demand in different areas.

In addition to considering subjects such as expected population increases and their effect on household crimes like burglary, the force has conducted analysis of the harm caused by more complex crimes – such as child abuse, domestic abuse and modern slavery – and the likely result of any increase in the number of these crimes recorded, in line with Home Office Counting Rules.⁵ The force also reviews the effect of internal demand, such as emails and travel times, alongside the consequences of legislative changes, such as the rules on how police bail must be managed from April 2017.

A separate piece of work has helped provide a better understanding of crime levels in prisons. Additional training has also been given to staff in the FCC to help them identify hidden demand for service (such as child vulnerability and domestic abuse) within calls. This training helps them to be aware of the warning signs and ask appropriate questions to draw out information that might not otherwise be offered. Online reporting of crimes, especially those that are traditionally underreported (such as hate crime), has also been made easier. A better understanding of hidden demand improves services to the public.

How well does the force understand things that affect demand?

HMICFRS inspected how well Dorset Police 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.

⁵ The Home Office Counting Rules provide a national standard for the recording and counting of notifiable offences recorded by police forces in England and Wales (known as recorded crime). Available from: www.gov.uk/government/publications/counting-rules-for-recorded-crime

Managing, prioritising and filtering demand

Dorset Police has good processes in place for managing its response to changing demand. The assistant chief constable is supported by the corporate development team. This team provides performance information and analysis for review and assessment at the operations board and at force performance meetings.

Each day, the force incident commander in the FCC, together with operational managers across the force, reviews current demand for services and assesses risk and other associated factors. Resources are moved around the force, immediately if necessary, for example to search for a high-risk missing person. Inefficiencies in the current FCC IT systems mean that costs are higher than necessary, however the force is working with Devon and Cornwall Police on a more efficient joint call handling and contact management model. External consultants have assessed future requirements and produced a detailed options analysis for a structure that will serve both forces. The relevant work stream within PRISM is responsible for implementing the chosen model (CX Connect).

HMICFRS found that the force is inadvertently suppressing some demand within the FCC, though it has processes in place to manage risk and provide a call-back service. FCC working practices are based on a lean⁶ service that aims to manage more incidents by telephone and deploy police resources only when necessary. Call handlers use a risk assessment method called THRIVE.⁷ If an initial assessment reveals that investigative opportunities are limited (and the caller is not thought to be exposed to harm) then the matter is concluded as quickly as possible by the call handler or incident resolution team (IRT). The force has tested different working models in the IRT, with some success, but staffing levels have fluctuated meaning that its demand-management contribution is not as consistent as it could be.

However, primary call-handling performance is of a good standard with most primary 999 and 101 calls being answered within the force's target waiting times. All 999 calls are managed as a priority, but 101 calls go through a triage system where THRIVE is applied. Once calls have been triaged, those that are higher-risk are prioritised over other calls. If lower-priority call waiting times are high, then the caller is offered the opportunity of a call-back service at peak times (both at triage and after two minutes via an automated message), meaning they can leave their details and be contacted later when demand is lower. Recorded messages for waiting callers

⁶ Lean process aims to create more value for customers with fewer resources with zero waste. A lean organisation understands what customers value and focuses its main processes on continuously increasing this.

⁷ The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

also highlight the option of using the force website or email as an alternative. This means that some lower-priority callers choose different contact options and others abandon their calls before receiving a service without the force knowing the nature of their enquiry, thus inadvertently suppressing demand for services. At the time of our inspection, secondary abandonment rates were over 20 percent, but the force is unable to state how many of these callers opted for alternative contact methods and how many were lost calls. The force has a good understanding of the problems it faces in the FCC through reviewing data and adjusting processes and resources in response. However, performance pressures exist within the FCC and we will continue to monitor this area.

The force is making efforts to eliminate inefficient procedures in the services it provides to the public. The strategic alliance change programme (now part of PRISM) has an established decision-making structure, which includes all chief officers and representation from the office of the police and crime commissioner (OPCC). This has successfully brought together some support functions into single entities across Dorset and Devon and Cornwall forces, by redesigning how they work and combining resources. The new OBD operating model has been designed to mitigate problems such as inefficiencies in the methods used to deploy officers to incidents and manage some crime investigations. Change projects have suitable risk management plans in place with appropriate routes for escalation if necessary. The force has effective measures in place to ensure that expected benefits from its change programmes are realised, and to handle any unforeseen consequences. The strategic change board (which manages in-force change) monitors risk, and any programme which breaches a specific risk threshold is discussed on a monthly basis. Within the strategic alliance change programme there is a strong methodology with established and successful risk management and benefits realisation processes. This methodology now applies to the new PRISM programme. Expected savings have been achieved from business cases, even those that have taken longer than anticipated to implement. Not all change has been successful, for example, the introduction of a new joint HR system had difficulties in both forces and is having to be corrected, with a new target date of March 2018. However, the agile approach taken means that change that does not work can be addressed relatively quickly.

Based on its pilot work for the new OBD model, the force expects the model to increase officer capacity by 20 percent through service redesign and removal of inefficiencies. In last year's inspection HMICFRS identified that the force needed to improve how it assesses the effect of change across its workforce in critical areas that fall outside the scope of its alliance with Devon and Cornwall Police. Some progress has been made, particularly in relation to OBD, but further work still needs to be completed in other areas, for example to assess fully the effect of the introduction of mobile data terminals.

Operating procedures with local partner organisations – fire and rescue services, the local authority and health services – have also been adjusted to improve efficiency. For example, the local authority referral process in Poole was reviewed jointly and improvements were made to provide more consistent workloads, rather than having peaks and troughs that caused intermittent capacity problems. The force and its partner organisations are focusing on working in the most efficient ways possible.

Leaders promoting innovative thinking

The force invites consultation and ideas from the workforce in several ways, not all of which are well regarded. Methods include:

- surveys;
- the chief constable’s question time section on the intranet;
- a focus group chaired by the deputy chief constable; and
- meetings with staff associations and unions.

The force developed OBD design following structured consultation with 70 members of the workforce and the strategic alliance change programme also uses formal periods of consultation with affected officers and staff. However, we found mixed feelings among officers and staff, with some stating that most change was generated centrally. Others did not believe their ideas would be properly considered and did not believe the available consultation methods were effective. Consequently, the force is not receiving (and responding to) ideas and innovation from the whole workforce, that could improve its performance. Other forces have been more dynamic in encouraging officers and staff to have a greater involvement in major change. As the force moves into a closer working relationship with Devon and Cornwall Police, it would benefit from greater proactive engagement and participation from its workforce. While the force has several options for working with and consulting the workforce, it needs to review their effectiveness and ensure that all officers and staff feel able to contribute and be part of ongoing change.

Summary of findings



Dorset Police is good at understanding demand for its services. Its demand assessment methodology is comprehensive, well integrated and evolving. It provides high quality information which the force can rely on to make planning and resourcing decisions. Good demand and change management decision-making arrangements are in place, with established and successful methodologies for risk management and for the realisation of anticipated benefits. Within the force control room, there is

a structured approach to demand management, but peak periods of demand for service remain problematic. The force has ambitious future change plans and has processes to engage with the workforce, but needs to review the effectiveness of these processes.

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.

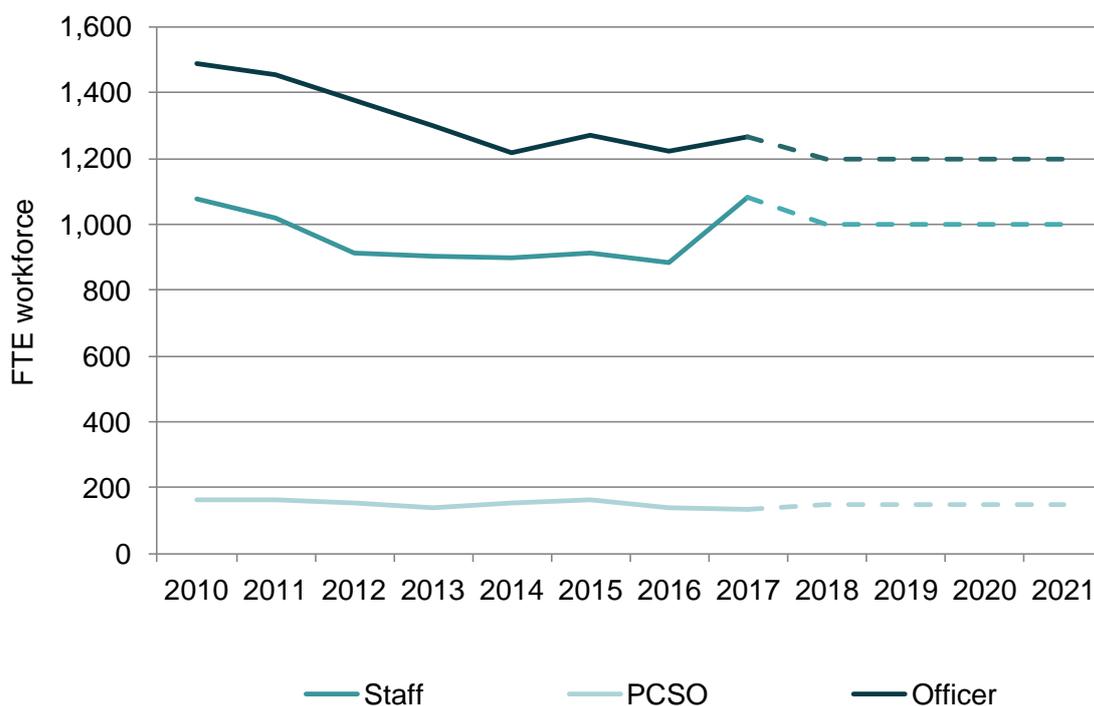
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well Dorset Police 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 66.0 FTE (5 percent) from 1,266 to 1,200. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Dorset Police’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 Dorset Police is projected to decrease by 82.7 FTE (8 percent) from 1,082 to 999 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 Dorset is projected to increase by 14.1 FTE (10 percent) from 135 to 149 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The force has a good understanding of what skills it needs in the workforce as a whole. The force has produced a capability assessment, in conjunction with its demand assessment, to help it understand the type and number of resources and skills that it needs to meet current and future demand for service. The force has developed its own workforce-planning model that is effective and which has been adopted by some other forces. When a shortage of detective skills was identified as a risk the force initiated a recruitment campaign that targeted transferees with relevant skills. These processes ensure that the force can accurately plan recruitment campaigns and organise training schedules – ensuring that the workforce is suitably skilled and vacancies are minimised.

It is less clear that the force understands what skills it currently has in the workforce as a whole. While the force has an understanding of the skills and experience within some parts of the workforce, it does not have a comprehensive assessment that includes all officers and staff and all skills and experience. The force has records of the operational skills and accreditations of some individual workforce members and

this database is available on a 24 hour basis so that officers and staff with specialist skills can be identified when needed. However, workforce plans are not sufficiently developed to equip the force for the future in line with developing operational requirements. The analysis of demand for service across both forces, continued work on the operational business design (OBD) operating model, and decisions on how the force's investigative capabilities will be configured in the future, are included in PRISM work streams nearing completion. It is too soon to judge how successful this work will be in achieving a new structure supported by appropriate skills.

Dorset Police's current recruitment and training plans are well developed. The force is responsive to changing organisational needs and training is evaluated to measure its effectiveness. The recruitment of officers, transferees and special constables is co-ordinated through workforce planning processes, supported by a detailed training schedule. Ensuring that workforce plans are linked to future operational requirements is the objective of the lead employer work stream in PRISM. This aims to help recruit and develop the future workforce for both Devon and Cornwall Police and Dorset Police, continuing the previous successful arrangements in place under the strategic alliance. Work is under way to assess the benefits of making better use of PCSOs and civilian investigators in criminal investigation. Trials will take place in both forces to inform future developments.

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

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

The force has a developing understanding of the future leadership skills it needs, but it is incomplete. At the end of 2016 the force conducted a self-assessment against the College of Policing guiding principles for organisational leadership and produced an analysis that showed it had gaps in its management and leadership development approaches. The audit findings provided the basis for the development of the organisational development strategy (with accompanying draft plan for 2017-18), but at the time of our inspection the level of detail supporting some of the specific identified areas for development (such as talent management) was unclear. This work is encouraging, but still at an early stage. It is too soon to assess whether it is likely to identify future leadership skills and lead to appointments based on a thorough understanding of leadership credentials.

The force's understanding of its current leadership skills and capabilities is inconsistent. A variety of recognised techniques including the 'nine box talent grid', Myers Briggs personality type indicators⁸ and 360-degree appraisal feedback, have

⁸ Available at: www.myersbriggs.org/my-mbti-personality-type/mbti-basics/home.htm?bhcp=1

been used across the force, but activity has not been focused evenly across all ranks and roles. Leadership information held by the force reflects the depth of work conducted in some areas, but does not provide the full breadth of understanding that the force requires to assess the skills and abilities of leaders at all levels, including both officers and staff.

While information about force leaders is used for selection and training, more needs to be done to ensure future appointments are made using a thorough understanding of leadership credentials. The ambition and magnitude of the PRISM programme for both Dorset Police and Devon and Cornwall Police means that it will need strong and able leadership for it to succeed. The commitment that the two forces have made to appoint a dedicated deputy chief constable to lead the programme is very clear. However, it is less clear whether there is a plan across the programme to ensure that it is supported by individuals with a track record of successful change, particularly in those portfolios that are technology-dependant. As the force's future operating model evolves, an opportunity exists to define its leadership requirements. When organisational requirements are sufficiently understood, an audit of existing leadership skills could be completed by the force to identify any gaps in capabilities.

Leadership training is currently provided in different courses to sergeants and inspectors, and senior officers can access several methods of leadership development training. Although we did find examples of leadership development, the force needs to enhance this capability and has plans in place to do so.

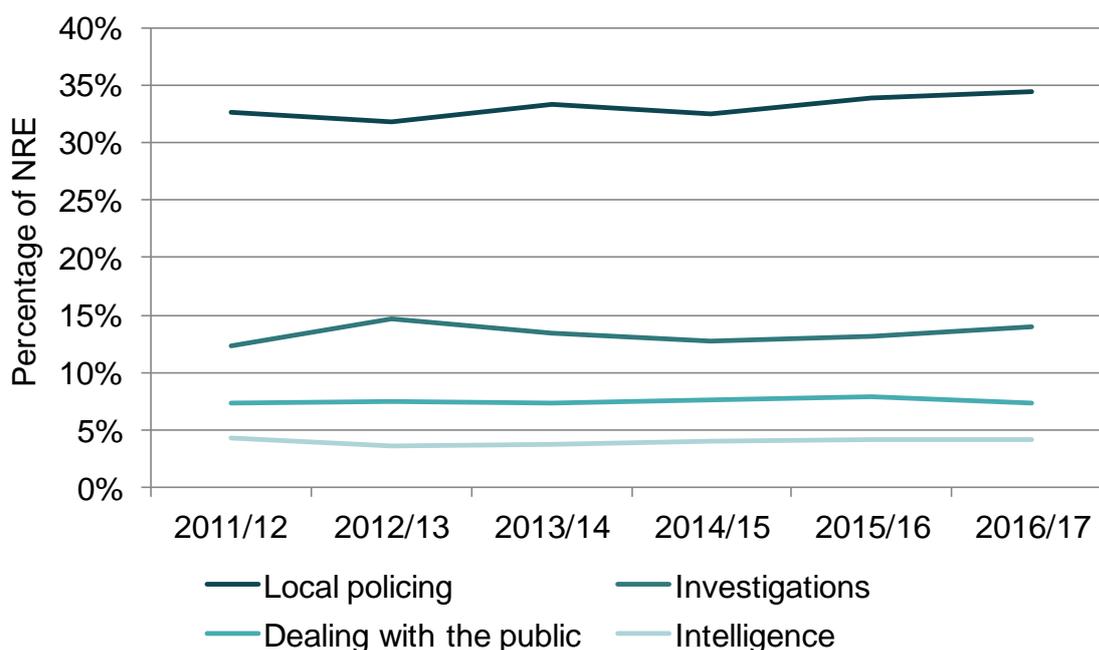
How well does the force allocate resources?

HMICFRS inspected how well Dorset Police 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 Dorset Police 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 Dorset, the percentage of estimated expenditure on local policing in 2016/17 has increased from 33 percent in 2011/12 to 34 percent in 2016/17. Estimated expenditure on investigation has increased from 12 percent to 14 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

The force prioritises its activity well, based on a good understanding of the demand for its services and resources. A clear planning cycle incorporates demand data, short and long-term strategic assessments and the objectives in the PCC’s police and crime plan and the force mission statement. The force has produced a ten-year strategic assessment that indicates the changing nature of Dorset and its communities and informs policing priorities. Public feedback is included through Your Dorset Your Voice and other community sources such as neighbourhood-level meetings. Short to medium-term planning is focused on the redesign of the operating model and the increasingly close alliance with Devon and Cornwall Police, both of which are planned to increase efficiency, reduce costs and align resources with those areas deemed the most important. Prioritisation decisions are made in the FCC, with resources being allocated to those incidents and crimes assessed as posing the greatest risk of harm. We found consistently good levels of understanding among officers and staff about the importance of making risk-based decisions and

prioritising activity according to where the threat is highest. The force priorities reflect the spectrum of threats and risks, striking a balance between national threats such as cyber-crime, and concerns that are important to the communities of Dorset.

Generally, the force is agile with its use of resources. Being clear about its prioritisation has allowed the force to use resources effectively, both locally and in collaboration with Devon and Cornwall Police. The OBD model has been developed to accommodate varied resourcing levels that can respond to changes in demand for services. The strategic alliance programme has brought together operational services, such as roads and armed policing, along with organisational functions, such as human resources, into shared departments that are more cost effective. The alliance programme has been well managed and continues to merge some business functions as it becomes part of the broader PRISM change programme. Separately, the force recruited 115 officers (both new trainees and transferees from other forces) throughout the year ending 31 March 2017, which, after accounting for leavers, raised the force's total establishment of full-time equivalent officers from 1,223 to 1,266 compared to the previous year. This is to provide extra resilience at a time of high demand for service in the current operating model and to address the need for additional resources to support the PRISM programme. The increased costs incurred have been factored into financial plans with anticipated future reductions in officer numbers (leavers and retirements) expected to reduce total officer numbers to levels in line with what is needed for the new OBD operating model.

The force uses its resources flexibly to respond to different types of demand for its services. Resources are moved around the force on a daily basis in response to immediate operational need as part of a co-ordinated review process that includes the national decision⁹ and THRIVE models. The force's principle of total resource management¹⁰ is applied to ensure that all resources are reviewed and used appropriately. Examples include searches for high-risk missing persons or the need for extra detectives when a major crime occurs. In the short to medium term the development of OBD will see a shift in the use of PCSOs to a more investigative role and the aligning of neighbourhood policing more closely with Devon and Cornwall.

⁹ National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

¹⁰ The force developed its total resource management process to encompass all aspects of resourcing: resource requirements, allocation and use, as well as abstraction management. It begins with the determination of appropriate resource requirements based on demand for service, and then moves forward to consider the allocation and appropriate deployment via the use of demand-based shift patterns to ensure resources are available in the right place, at the right time with the required skills. The process is conducted annually but can be updated as and when demand and priorities change.

The force recognises that the current operational model is putting officers and staff under strain so it has placed an increased focus on wellbeing in a joint programme with Devon and Cornwall.

Investment

The force is clear about its principal areas of investment over the forthcoming years. The police and crime plan aims to provide local policing services that protect those people at the most risk of harm, working with communities, supporting victims and witness, reducing reoffending and transforming the force for the future. To achieve these aims, the force is focusing on completing the existing strategic alliance work through the PRISM programme, including the introduction of OBD, modernising the police estate and the digitalisation work stream that incorporates information and communications technology (ICT) convergence across both forces. Benefits analysis and realisation is a prominent theme across the different aspects of the force's change activity and a central element of the PRISM programme. Change projects are properly constructed and evaluated so that benefits are understood and realised.

Current investment includes a focus on increasing the use of technology to improve efficiency. The force suffers by using some older IT systems that are not flexible enough for modern needs – such as the current command and control system in the FCC. The force has made a commitment to replace this with the system in use in Devon and Cornwall Police. The move towards better systems used jointly in both forces should bring financial savings through more efficient working practices and economies of scale. The force has its own mobile data project that had to restart in 2016 after problems with a previous supplier. Large-scale rollout of devices has now begun with limited initial functionality but this is expected to grow as more applications are added. The force's commitment to mobile data is evident and it is working with the separate project team in Devon and Cornwall with a view to combining the programmes when the next generation of equipment becomes available. Recent investment in fixed workstations, remote laptops and tablets also offers benefits in terms of video conferencing, reduced travel times and more agile working. This is a significant investment that offers a real change in working practices and resource management, bringing benefits to the force and the public if implemented effectively.

How well does the force work with others?

HMICFRS inspected how well Dorset Police 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

The force has a good track record of working productively with other police organisations and service providers. A large proportion of the main business of the force is now being provided in conjunction with Devon and Cornwall Police. This includes plans to increase collaborative working, through the PRISM programme, to virtually all areas of the force. Initially a response to reductions in public funding, the collaboration between the two forces is extensive and made possible by the chief officer teams and PCCs having a unified vision of the future with a strong commitment to protecting and serving the public. Both forces have committed resources to the PRISM programme team and are following the successful methodology developed during their strategic alliance joint change programme. PRISM is a broad and ambitious programme that is not without risk, but offers significant benefits if implemented successfully.

Dorset Police also works closely with other forces in the region. It is a member of the regional forensic investigation service and the south west police procurement service, and benefits from being able to reduce supplier costs by working with other forces. Close working with public and third sector partners is evident at both local and force level. Working with Dorset & Wiltshire Fire and Rescue Service means both organisations share some premises, which allows the force to retain a cost-effective presence in local communities. In March 2017, following complex work with local authorities, a co-located multi-agency safeguarding hub (MASH)¹¹ was established in Poole, that now serves all parts of Dorset. By sharing its demand assessment, the force works with other bodies at senior levels to understand and influence decision making. The force is aware of declining partner resources and the shift in demand for service that may occur as a result (particularly when dealing with vulnerable people) and continues to engage with partners to mitigate the effect on force resources. For example, the creation of the MASH has improved working relationships and information exchange between the police and other involved agencies.

The benefits of joint working

Dorset Police is clear about the benefits it derives from joint working. These include financial savings, creating greater organisational resilience and providing a better service. The strategic alliance with Devon and Cornwall Police has a clear benefits programme with chief officer and PCC oversight. Benefits are managed in accordance with established strategies for each business case that is approved. The force does not restrict its options when evaluating business cases, and alternatives

¹¹ A multi-agency safeguarding hub (MASH) brings together the main safeguarding organisations in a single location, to identify risks to children (and in some areas, vulnerable adults) better, 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 safeguard and protect the individual effectively.

such as outsourcing are considered where appropriate. The force has an agreement with a local NHS trust to provide occupational health services on a contract basis and part of the force's external consultation process with diverse communities is contracted out.

In addition to the financial benefits the force accrues from collaborative working, Dorset Police is also improving service provision and reducing demand. A mental health professional is based in both 24/7 custody suites at Bournemouth and Weymouth at times of peak demand for service. They provide advice and on-street triage services; this immediate medical attention often removes the need for further police intervention. Neighbourhood teams and public protection staff work with local partners (such as housing officers and social services staff) to identify and respond to safeguarding concerns such as adults and children at risk. The force has a broad understanding of the benefits of collaborative working.

Leadership driving innovation

Force leaders are committed to identifying the best ways of doing things within UK policing, academia and other sectors to meet future organisational requirements. The force has used examples from other forces to inform its business planning cycle, OBD work and the strategic alliance with Devon and Cornwall Police. Academic links include Bournemouth University in relation to cyber-crime and Bath Spa University for ethics in policing. Other examples include the inclusion of a volunteer non-executive director who provides independent advice at senior leadership meetings and the development of customer insight based on a model used by the DVLA. Leaders show a willingness to experiment with new approaches and this has resulted in innovation.

Summary of findings



Good

Dorset Police is good in the way it uses its resources. It has a good understanding of the skills it needs to operate effectively and well-developed plans for recruitment and training, although it would benefit from a more comprehensive understanding of skills across the whole workforce. The force has a developing understanding of its future leadership needs with plans in place to broaden the leadership training it provides. As its strategic alliance change programme (PRISM) develops, it needs to conduct a new leadership skills audit that will allow it to understand leadership capacity and capability. The force prioritises its activity well, based on a good understanding of the demand for its services and agile use of resources. The main focus of its investments in future years is aligned to the objectives of the police and crime commissioner and supported by the PRISM programme. In addition to its close relationship with Devon and Cornwall Police, the force has good collaborative links

with other police and partner organisations across the region. It has a clear understanding of the benefits of joint working and is open to new ideas and innovation to improve the way that it operates.

Area for improvement

- The force should conduct a 'whole force' leadership and skills audit that will allow it to understand leadership capacity and capability better. This should help to inform the force's succession-planning with regards to its future leadership requirements.

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 Dorset Police 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

Dorset Police is good at analysing and identifying trends in demand for its services and is able to estimate what demand will look like in future. Its comprehensive approach to demand assessment provides it with a detailed understanding of different types of demand, such as internal, predictive and preventable demand, and it uses commonly recognised techniques such as statistical projection and seasonal trends to identify future demand for services. The current demand assessment provides the force with information about the most frequently occurring incidents involving concerns for safety, anti-social behaviour, less serious violence and suspicious circumstances. This has led to work with the local authority to reduce demand for services, such as focusing on neighbour disputes (anti-social behaviour). Factors that generate demand for services have also been analysed and, by taking a problem-solving approach, demand from the top 25 callers (including the health and fire services), has reduced by about 50 percent. Demand trend analysis is also used to assess operational pressures and move resources in response to changes in demand for services, such as the increase in staffing in teams investigating sexual offences.

The force has a good understanding of the potential extent and nature of the demand for its services in the future. In addition to its annual strategic assessment (policing the demand), the force has produced a ten-year version looking at the period 2016-26. This anticipates the effect of certain trends over this period, including: an ageing population; an increased number of registered sex offenders; and the effect of technology on the force and communities of Dorset. Over 30 recommendations for further work were made which have, in part, contributed to the future design of the force and which continue to influence force thinking. The force has also undertaken research with Bournemouth University to determine how

services will be provided in the future and this work is about 50 percent complete. These studies will now converge with parallel studies under way in Devon and Cornwall Police to form part of the PRISM change programme. The expertise available in force, and that available through academic and commercial partners, provides a solid foundation for the design of future services in line with operational requirements.

Future considerations

Public expectations contribute significantly to Dorset Police's future plans. The PCC conducts widespread public consultation through the Your Dorset Your Voice survey and extends market research beyond routine victim surveys to deepen the understanding of public expectations of Dorset Police. The force also conducts public satisfaction surveys with users of its services, and wider surveys that it uses to review and assess its performance. The research into a new contact model (undertaken by external consultants) used public data to make proposals regarding the types and methods of contact to be considered for the future. Public views are playing an important part in shaping the force's future design of services.

The force has a good understanding of how technology can shape the future of policing as well as how the criminal use of technology is advancing. The limitations and inefficiencies of existing systems are recognised and plans are in place to upgrade capability. The digitalisation work stream of the PRISM programme charts the direction that both forces want to follow, including improved functionality, increased connectivity, and the savings to be obtained from the convergence of ICT platforms and the contact management function. These plans are potentially transformative and, while still being developed, it is encouraging that advice has been sought from outside the force to shape and validate the proposals, including from the private sector. The force must ensure that its technological plans are supported by sufficient expertise and capability to implement the planned changes successfully.

In relation to the criminal use of technology, the force has created a unit with specialist trained staff to respond to the threat from cyber-enabled crime. Within the operational workplace, work is well under way to introduce new technologies. In early 2017, new mobile data devices were issued to frontline officers after a previous programme had been unsuccessful. Aerial drones are now used more frequently and the force's body-worn video camera pilot scheme (running jointly with Devon and Cornwall Police) is making good progress, with the new equipment also being supplied to firearms officers. As the use of new technology becomes increasingly widespread, the force must remain responsive to officer feedback to maintain confidence and make the most of the benefits on offer for both the force and the public.

The force's plans for major change with Devon and Cornwall Police are extensive, and designed to ensure that they collectively meet local demand for services and become more efficient. The collaboration has resulted in 37 different business cases to merge services or support functions, with 17 already implemented at the time of our inspection. The development of the PRISM programme will see the remaining business cases implemented within the appropriate work streams in the new structure. Beyond the alliance, the force continues to work with public sector partner organisations (including social care, health and education) on the development of joint services in the MASH, and it shares its demand for services data with the local authority to improve joint understanding of problems and help shape future service provision and resource allocation. Finally, the force is part of the South West regional collaboration with fire and rescue services, which is establishing closer working practices designed to prevent the duplication of services by identifying the most appropriate resource for each incident.

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

HMICFRS inspected how well Dorset Police 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

The force has not yet completed a comprehensive audit of its future leadership requirements. The people strategy clarifies the force's expectations of its leaders and the identification of future leadership requirements is a project within the lead employer work stream of the PRISM change programme. Requirements cannot be accurately defined until the force's service design for the future has been finalised. In the meantime, it is important that plans to identify and nurture talent and to bring future leaders to the fore continue to be developed.

The force undertakes succession planning, particularly with critical posts that are dependent on specific skills. This is important in maintaining business as usual. A new resourcing and talent post has been created to develop succession planning and talent management further. The force runs a programme called 'admit', where staff are supported in developing their professional skills in areas where the force has identified potential future gaps, for example in specialist finance functions. The identification of potential leaders is an important element in sustaining the future development of the force and work is under way to develop a talent management programme. PRISM is designed to take this to the next level, but it remains an area for improvement.

Recruitment

The force uses a good range of recruitment processes for police officers. Student police officers are being recruited and the force has a targeted recruitment campaign to attract transferees with the specialist skills it needs, such as detectives. The force participates in the direct entry scheme to inspector, but does not accept Direct Entry candidates to superintendent.¹² Some internal selection processes stipulate that candidates can be posted to work in either Devon and Cornwall Police or Dorset Police, which offers development benefits to both the individual and the organisation. Both forces have recently signed up to the Police Now scheme¹³ for 2018 that will see talented graduates being recruited directly into challenging postings across the alliance. External recruitment into police staff posts is more limited. There is no planned PCSO recruitment and many staff posts are often advertised internally before being opened to external candidates. However, the force does advertise externally to fill senior staff roles. The force is exploring the possibility of police staff apprenticeships and management traineeships in specialist roles. As the force broadens the available pool from which it recruits it should benefit from access to a wider range of skills and abilities.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Dorset Police'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

The PRISM programme is well resourced and has a good blend of project management and operational experience among its membership. It is a transformative programme with a focus on service provision that builds on a successful record of change with Devon and Cornwall Police. The force recognises that its existing operating model is becoming increasingly strained as demands for policing services increase in different ways and finite resources need to be prioritised and used more efficiently. The need for change is evident and the process has started with design work on the new operating model, operational business design (OBD), due to be tested in parts of the force. The scale of change is ambitious (particularly in the digitalisation work stream), and not without risk, but if successful should meet the force's intentions for the future.

¹² College of Policing Leadership programmes: information available at: www.recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx

¹³ *Ibid*

The force is realistic in what it hopes to achieve and has good supporting evidence for its proposals. A new contact management structure will handle as much demand for service as possible at the first point of contact, managed by a mixed team of officer and staff investigators. The force has sufficient decision-making and prioritisation processes in place and the change programme is appropriately funded. The change plans strike a good balance between technological innovations, the replacement of old computer platforms and a comprehensive analysis of current, future and hidden demand. The use of external consultants to research and advise on the future contact management model is welcomed. The PRISM programme would benefit from more external scrutiny and validation as it develops and it is not yet clear how the force will secure the relevant expertise for the technological improvements that it is seeking. Overall, the force's plans are realistic and underpinned by sufficient evidence.

Dorset Police's plans for the future represent a significant change from its current policing model. Its intention to combine almost all policing services with Devon and Cornwall Police and change the way it operates to a single model across both forces is a level of collaborative working not seen in many police forces. The force's plans for technological change will see a transition towards the use of single systems providing services to Dorset and Devon and Cornwall forces with a greater capacity to trial new technology and develop new ways of working as operational procedures in both forces increasingly converge. It is pleasing that the main objective of change plans is a desire for service improvement and efficiency rather than primarily the need to reduce costs. The intention to work more closely with other police forces and partners is encouraging and will build on existing strong relationships. The effect of significant change on the workforce has been recognised by the force, which has invested in both cultural change and wellbeing resources to provide support as new structures and working practices are introduced.

Savings

The force has a good record of making savings. It saved £32.2m (the equivalent of 24.1 percent of its gross revenue expenditure) over the last spending review period with an increasing focus on the strategic alliance with Devon and Cornwall Police. It is planning to make total savings of between £2m and £6.3m annually between 2017/18 and 2020/21, largely from reductions in salary budgets due to the changing workforce profile. The force aims to save £13.6m over the next four years through collaborative working with Devon and Cornwall Police and other south west forces. This has been a major reason for change during 2016/17 and will continue into 2017/18. The collaboration plans will need to be successfully implemented for sufficient savings to be made.

Savings plans are based on appropriate assumptions including the grant settlement, potential precept increases and pay and price increases. The force's financial plans are well-integrated with its workforce and ICT plans. Of the savings still to be made,

there is a strong focus on the remaining services due to enter into the strategic alliance. Indicative figures have been provided to HMICFRS and these savings are to be made from across a range of departments and business functions. A significant portion of the remaining savings has been aligned with the convergence of public contact and control room arrangements as part of the PRISM change programme. The force is making good progress in many areas, but some of its plans are still new and it needs to maintain momentum and focus to achieve everything that it wants to do.

Summary of findings



Dorset Police has developed good plans for the future. In particular, the work it has done to identify potential future demand for service is impressive. The force has made a good start in developing a transformational approach to its future policing services that incorporates joint working, public feedback and the effect of technology. The understanding of future leadership needs is less defined, but should become clearer as change plans evolve. The force's plans for the future are ambitious, but realistic when considered against collaboration progress already made. The change programme is well resourced and the force plans for future savings seem achievable so long as momentum is maintained.

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.¹⁴ 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).

¹⁴ 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.