

PEEL: Police efficiency (including leadership) 2017

An inspection of Leicestershire Police



November 2017

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Contents

Introduction	3
Force in numbers	5
Overview – How efficient is the force at keeping people safe and reducing crime?	6
How well does the force understand demand?	8
How well does the force understand current demand?.....	8
How well does the force understand things that affect demand?.....	12
Summary of findings	15
How well does the force use its resources?	17
How well does the force understand the capability of its workforce?	17
How well does the force understand the capability of its leaders?	19
How well does the force allocate resources?.....	20
How well does the force work with others?	23
Summary of findings	25
How well is the force planning for the future?	27
How well does the force predict likely future demand?	27
How well is the force planning for the future, in terms of workforce?	29
How well does the force plan for likely future demand?	30
Summary of findings	31
Next steps	33
Annex A – About the data	34

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

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



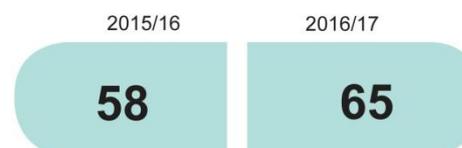
Calls for assistance

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



Requires improvement

Leicestershire Police is judged to require improvement in the efficiency with which it keeps people safe and reduces crime. This overall judgment is not consistent with last year when we judged the force as good for efficiency overall. The force's understanding of demand is judged to require improvement; it is judged to require improvement for its use of resources to manage demand; and its planning for future demand is judged to require improvement.

Overall summary

How well does the force understand demand?



Requires improvement

How well does the force use its resources?



Requires improvement

How well is the force planning for the future?



Requires improvement

Leicestershire Police has recognised that its organisational structure is causing some inefficiencies. The force is addressing this through an extensive change programme that will see a reorganisation of its workforce and considerable changes in how incidents and investigations are managed. The way that the force currently prioritises and manages calls for service from the public creates delays in dealing with non-emergency incidents; it is taking steps to address this. The force is improving how it manages hidden demand and its workforce is becoming more aware of crimes such as human trafficking and so-called honour-based violence.

While the force has a sound understanding of the operational skills of its officers and staff, its understanding of the broader skills, experience and leadership capabilities of its workforce could be improved. The force should consider how it can further

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

encourage talented people within its workforce; there is no formal development scheme and there is an inconsistent approach in how officers and staff identified as having high potential are developed. Encouragingly, the force seeks external applicants during promotion processes for police officers.

The force works in close collaboration with neighbouring police forces, achieving economies of scale for a broad range of specialist policing functions. It undertakes effective joint work with other local agencies, like local councils and other emergency services, but the benefits of some of these collaborations could be more fully assessed and then replicated more widely throughout the force.

It is investing in new technology, such as mobile devices for all frontline officers and staff, a new digital telephony system and better facilities to receive online contact from the public. These initiatives will help to improve the efficiency of the workforce. The force is also exploring how technology might improve the exchange of information between partner agencies to help predict future demand.

The force's finances are stable and it has consistently met savings targets. However, it is entering a difficult period in which the workforce will be restructured so that the force can meet an increasing workload despite gaps in future budgets. The force will need to plan carefully to achieve a sustainable financial position, while meeting that increased demand.

Areas for improvement

- The force should develop its understanding of demand, ensuring that it has analysed appropriate information and intelligence from wider sources.
- The force must ensure call-takers record the outcome of THRIVE assessments and formalise when those assessments are reviewed for unresolved incidents.
- The force should review how incidents are allocated to and resolved by neighbourhood teams, ensuring demand is not suppressed and the public receive an appropriate service.
- The force should ensure it understands fully its workforce's capabilities, so that it can identify and address any gaps. These should enable the force to be efficient in meeting current and likely future demand.
- The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.
- The force should consider how to improve the identification and development of talent in the workforce.

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.

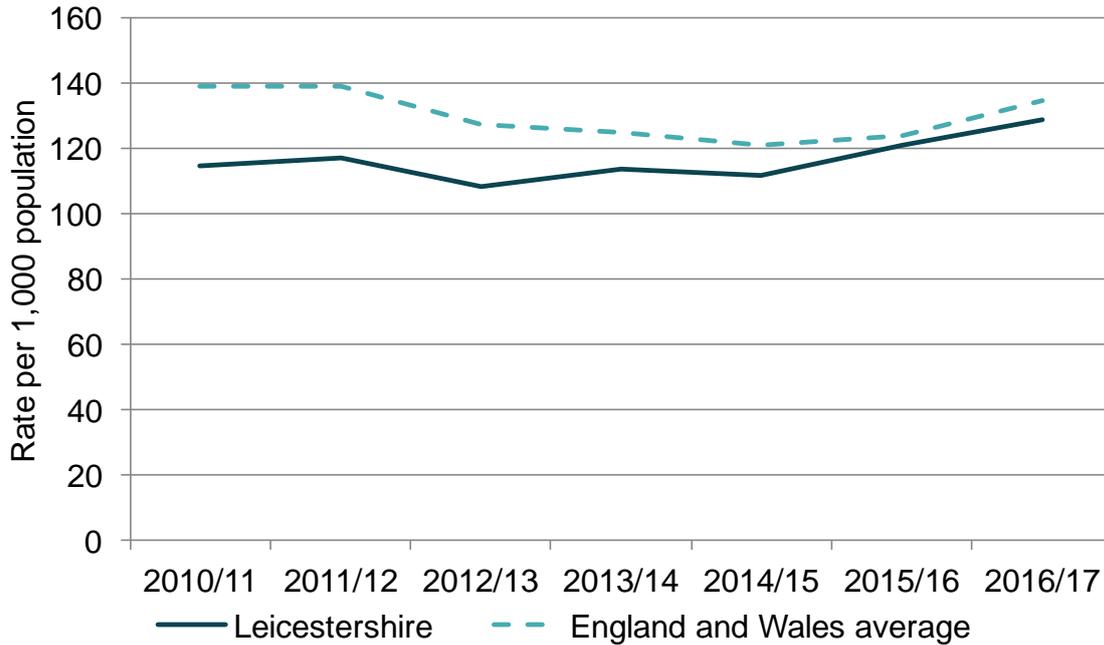
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond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

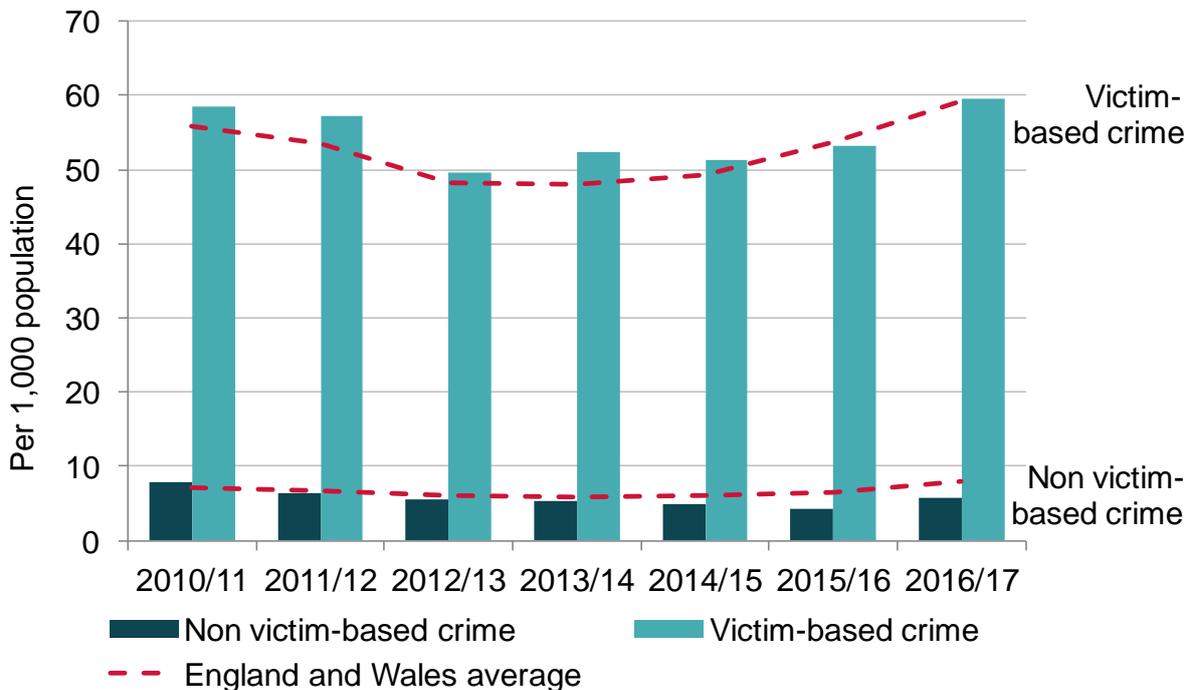
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Leicestershire Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Leicestershire Police recorded 129 999 calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has increased from the 115 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was 121 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in Leicestershire 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 Leicestershire in 2016/17 was 59.5 crimes. This is higher than the rate in 2010/11 of 58.4 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 49.6 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 Leicestershire Police the rate of non victim-based crime per 1,000 population in 2016/17 (5.7 crimes) was lower than in 2010/11 (7.9 crimes). The rate of non victim-based crime per 1,000 population decreased to 4.3 crimes in 2015/16 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

Leicestershire Police does not have a comprehensive, detailed understanding of current demand. The force has recognised that its existing organisational structure is not optimal for meeting demand for services from the public or managing the way tasks flow between teams in the workforce. The force is developing a change programme, called Darwin, that is scheduled to start in October 2017. It will have several phases of activity to improve the way demand is understood, reacted to and managed.

The primary source of demand for the force is telephone calls for assistance from the public. In order to provide an effective service to callers, as many calls as possible must be answered. The force needs to understand the purpose of the calls it receives, for instance the proportion that are not related to incidents or simply seek advice. Force figures indicate that 20 percent of all calls using the non-emergency 101 telephone number are not answered (known as abandonment) and so the purpose of the call is never known and service is not provided to the caller. It is difficult for the force to understand the overall demand that exists for police services when one in five calls is not answered. For answered calls, the force estimates that up to 60 percent do not relate to a crime that has been committed and so do not require an incident record or police attendance. The number of these calls could be reduced if the public had other ways to obtain the information they required. The force plans to introduce a new telephone system in late 2017 that will provide new opportunities to reduce some of those calls by an automated switchboard function and messages directing waiting callers towards online services, which will potentially reduce abandonment.

It is vital that the force addresses its high rate of call abandonment and seeks to understand more fully what callers need. The force is exploring how it could use external expertise to make improvements, but it did not have detailed plans for that at the time of our inspection.

A second critical issue linked to calls for service is the accurate identification of when a crime has occurred, based on the information provided by the caller. All forces in England and Wales follow a standardised methodology to determine what constitutes a recordable crime and the action that must be taken at the initial stages to record that event.³ In April 2017, HMICFRS examined a statistically representative sample of crime records and other incidents, which revealed that the force is not recording up to 24.2 percent of crimes.⁴ This means that victims and witnesses of about 21,200 crimes each year are not receiving the correct service. In addition, the demand associated with investigating those crimes, if recorded, would have a dramatic effect on the workload of officers and staff throughout the force.

In support of the Darwin programme, the force is carrying out research to broaden its understanding of demand. In April 2017 it also formed a demand effectiveness board, led by senior officers, to help analyse the outcomes of that research. The force is working with an external company to assess demand faced by officers and staff at custody centres, where people under arrest are held and interviewed. In July 2017, the first of three activity analysis surveys began. Officers and staff in neighbourhood and immediate response roles compiled daily records of how their time was spent each shift throughout a working week. This information will be used to determine trends in distribution of workload and also any opportunities to reduce internal or unnecessary demand, improving the way work is carried out and removing unnecessary tasks. Further surveys are planned in other frontline and specialist roles, such as those dealing with vulnerable people.

The force has little information about demand coming from its work with partner agencies. It recognises the need both to keep the nature and origin of demand under continuous review, and to encourage partners increasingly to co-operate in the exchange of information.

³ For more information about the crime data integrity inspection process and national crime recording standards, see: www.justiceinspectorates.gov.uk/hmicfrs/our-work/crime-data-integrity/crime-recording-process/

⁴ *Crime Data Integrity Inspection - Leicestershire Police*, HMICFRS, 2017. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/leicestershire-police-crime-data-integrity-inspection-2017/

More complex demand

Leicestershire Police is prioritising efforts to understand the demand associated with its main activities, such as calls for services and crime investigations, and internal demand generated by the way it works. There is some evidence that the workforce's understanding of less obvious, more complex demand is improving. The most complex types of crime are investigated by the East Midlands Specialist Operations Unit (EMSOU), which has identified the growing threat to vulnerable people from human trafficking, online crime and so-called honour-based violence. Teams have been created to specialise in investigating each of these types of crime and better understand victims' needs. The force has developed and disseminated short online training packages to promote awareness among the workforce. HMICFRS observed one such session and the subsequent briefing to frontline officers and staff, which aimed to bring the topics to the attention of attendees rather than instruct them how to seek or investigate those crimes. The workforce has found this training useful.

The force recently introduced a digital desk in the contact management department that receives social media and emailed enquiries from the public. Before the digital desk, the force had no way to assess what demand existed for an online service to meet public needs. The force had not yet publicised the service at the time of our fieldwork but nonetheless it was receiving approximately 50 messages through various online routes each day, which is being taken as evidence of hidden demand and as a basis for further development. The force accepts reports of crime and provides general advice through this desk. As well as being convenient, it offers a discreet online method for vulnerable victims to report crimes.

How well does the force understand things that affect demand?

HMICFRS inspected how well Leicestershire 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.

Managing, prioritising and filtering demand

Leicestershire Police has some processes in place to identify unnecessary demand and inefficiency. However, these are focused on frontline staff and officers. The force has little understanding of the composition of calls for service or the reasons for a high abandonment rate. Governance and monitoring of operational efficiency is carried out through monthly performance delivery group meetings. These meetings are attended by senior leaders from all parts of the force to consider analysis drawn from a wide set of management information to detect trends in force activity (such as incident and crime volumes), and workforce pressures (such as absence and

vacancy rates). The demand effectiveness board co-ordinates work to identify and measure sources of demand, as well as to find opportunities to improve how that demand is met.

However, the force has recognised that the current configuration of its workforce and the way work is allocated are generating inefficiencies. The need for major changes is clear. We found parts of the workforce were under considerable pressure and saw examples of demand being suppressed as a consequence of those pressures. The Darwin change programme represents a significant investment by the force to reduce major inefficiencies and improve overall effectiveness and is overseen by senior officers and the office of the police and crime commissioner. Its aims are to remodel the workforce structure and refine processes for managing demand. Initial changes include locating teams closer to areas of high demand and improving how calls for service are then allocated to specialists, for example putting callers directly in touch with neighbourhood teams or safeguarding experts.

The force's call-takers use the THRIVE⁵ assessment process to decide the nature of the police response. We found very few examples of notes on incident records showing how THRIVE was applied and almost no occasions of it being re-applied for incidents that had remained unallocated. As time progresses after the initial assessment, circumstances and a caller's needs can change. The force needs to consider how call-taking staff and supervisors record and revisit THRIVE assessments of unallocated incidents. Our examination of incidents showed that the force's response to non-emergency incidents is often slow, caused by demand exceeding the available resources. Frontline officers and staff gave us examples of victims and witnesses disengaging from the police because of these delays, while in other cases the complexity of the investigation had grown or further incidents had occurred before the police intervened. However, calls for service from the public that need an emergency police attendance are correctly identified by call-takers. During fieldwork we spent time with call-takers and reviewed a random sample of 80 incidents and found that initial prioritisation of those calls was consistent and appropriate.

Members of the workforce told us that because of increased workloads they have to prioritise existing investigations and are often unable to respond to new calls for service, causing attendance at those incidents to be delayed for long periods. This also means that evidence, such as witness statements or exhibits, is not always gathered by officers who first attend, because they are under pressure to attend other incidents. In those cases evidence has to be recovered later, adding to the workload later in the investigation. We also heard that a decision from the Crown

⁵ 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.

Prosecution Service about whether to prosecute is sought much earlier in investigations, as a way to prioritise cases most likely to result in criminal charges. The force must take care that viable prosecutions are not being stopped prematurely.

Neighbourhood officers and staff told us that they were often required to work with immediate response teams or respond to calls on their behalf. They all made it clear that helping members of the public was their primary duty. However, as this practice has continued, their opportunity to work in the community on problem-solving activities has reduced. The unintended consequence of this is that demand is likely to be increased in the future.

A practice that gave HMICFRS concern was how incidents considered suitable for resolution by neighbourhood teams are being closed prior to being attended, and their reference numbers simply emailed to local supervisors, rather than being allocated via the incident management computer system. This process reduces the number of incidents that are unallocated, but means there is no way of knowing if the incident was dealt with at all. The force must review this practice and assure itself that members of the public are receiving an appropriate response for all incidents.

The force takes care to ensure that benefits to be realised from change programmes are clear and tracked. Senior officers oversee projects and are committed to encouraging scrutiny of decisions and to making the most of benefits to the force and public. The Darwin change programme demonstrates senior leaders' willingness to take responsibility for revisiting earlier decisions and changes that have led to unintended outcomes. All changes that will be brought about through Darwin will be introduced at a pace that can be accepted by the workforce, who are already expressing fatigue because of the current organisational structure. This aims to allow a thorough assessment of the effect of those changes and whether improvements have arisen.

Measures to assess effects and benefits are evident in other programmes of work. Data from police vehicles are used to analyse time and distance spent travelling by officers and staff, to compare before and after the roll-out of new mobile office technology. Before laptops and mobile devices were made available, in early 2017, frontline officers and staff had to return to police buildings to update computer systems and carry out administrative tasks. The force has assessed benefits realisation in other large projects linked to ICT, such as the continued improvement in functionality for the main computer records system and a project to reconfigure how property, such as evidence, is stored and managed by the force.

Leaders promoting innovative thinking

Leicestershire Police has systems in place to receive feedback and ideas for change from its workforce, but these are not highly regarded by all of the workforce. Ideas and suggestions for changing current practice can be submitted online through the 'ask the question' intranet site or 'solutions' workforce suggestion scheme. We found that awareness of these schemes is variable and people working away from headquarters have little knowledge of them. There were very few examples of changes being made as a result of feedback or suggestions from the workforce.

There are 150 members of the workforce acting as points of reference for their colleagues about changes happening in the force, particularly in relation to the Darwin change programme. These people are called ambassadors and receive enhanced briefing so that they can distribute information among colleagues. Again, among staff and officers we found a mixed level of awareness of who was an ambassador or how to reach them. More generally, the workforce is not encouraged to suggest new ideas or submit feedback, so although the systems to enable this exist, few people are using them.

Summary of findings



Requires improvement

Leicestershire Police does not have a comprehensive understanding of current demand. It has recognised that its organisational structure, including where and how its officers and staff work, is causing inefficiencies and affecting the services the force can provide to the public. A programme of widespread changes, named Darwin, aims to improve processes to allow a better flow of tasks through the force and to where teams are located. The force's understanding of demand is affected by the relatively high rates of telephone calls that are abandoned, approximately 20 percent. HMICFRS also found that the force is not recording about 24.2 percent of crimes, the equivalent of about 21,200 crimes a year. The force is beginning to expand its understanding of internal demand by assessing how frontline officers and staff spend their time. In addition, there is an increased awareness in the workforce about crimes such as human trafficking, so-called honour-based violence and online crime.

Officers and staff are experiencing growing workloads, which in some cases is distracting them from long-term activity aimed at preventing demand and meeting local needs. Demand is not always effectively prioritised, some incidents remain unresolved for long periods and are not the subject of reassessment, which risks disengagement by victims and witnesses. Some incidents considered suitable for neighbourhood teams are emailed to local supervisors, rather than allocated via the incident management computer system, and are being closed without attendance.

This reduces the number of incidents that are unallocated, but means there is no record of whether the incident was dealt with.

The force takes care to ensure that benefits are realised from change programmes. It could do more to encourage the workforce to suggest improvements to the way work is carried out now and to promote innovative approaches for the future.

Areas for improvement

- The force should develop its understanding of demand, ensuring that it has analysed appropriate information and intelligence from wider sources.
- The force must ensure call-takers record the outcome of THRIVE assessments and formalise when those assessments are reviewed for unresolved incidents.
- The force should review how incidents are allocated to and resolved by neighbourhood teams, ensuring demand is not suppressed and the public receive an appropriate service.

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.

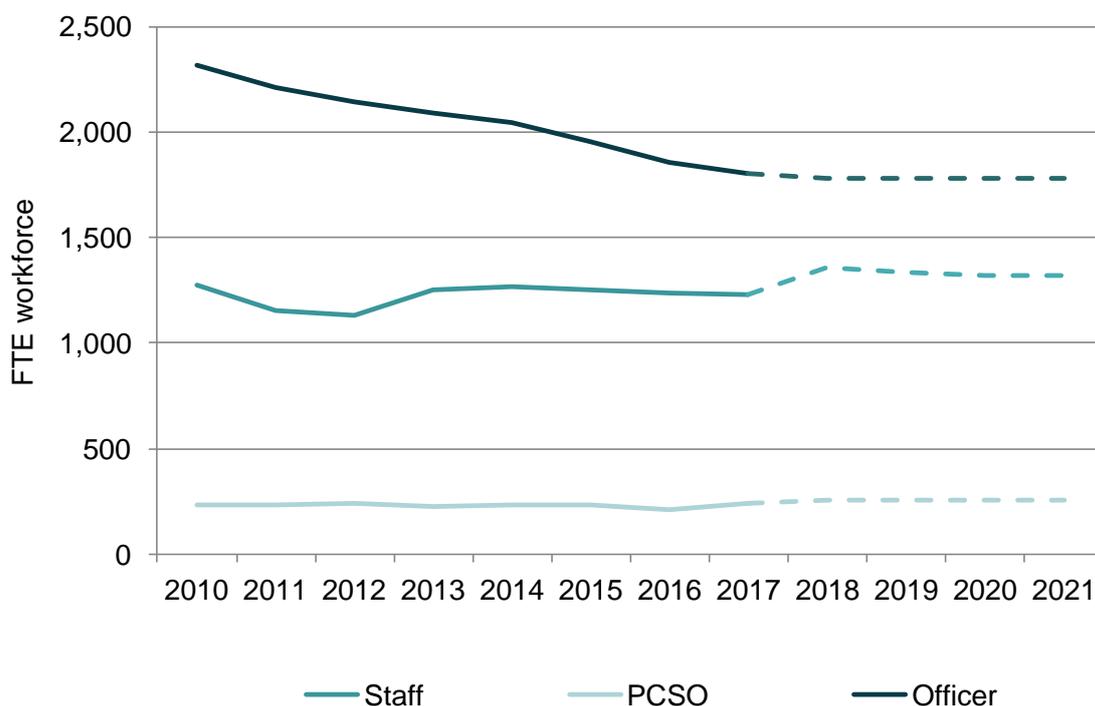
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well Leicestershire 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 20.3 FTE (1 percent) from 1,802 to 1,782. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Leicestershire 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 Leicestershire Police is projected to increase by 90.0 FTE (7 percent) from 1,233 to 1,323 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2.0 percent. The number of PCSOs in Leicestershire is projected to increase by 11.3 FTE (5 percent) from 240 to 251 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Leicestershire Police has a basic understanding of the skills it needs in its workforce. Its understanding is clearest when considering specialist operational skills, such as types of investigator, firearms and public order officers. It is less able to define the skills it needs in other policing roles. It has not taken action to plot likely changes in the required skills of officers and staff in line with changes to crime trends or in society, such as demographics of the local population and evolving online behaviour. The force recognises this as a gap in its knowledge and is planning to invest in new technology to help map its workforce for operational and other skills from late 2017.

While the force has assessed the skills needed for police staff and has recently conducted a review of job descriptions for all staff, it has not carried out an assessment of the skills actually held by people in the workforce. It does maintain records of the training that has been completed by officers and staff, but it has not sought to gather information about the wider capabilities of its workforce, such as transferable professional skills or academic attainment. The position is made worse by the poor use made of the staff appraisal and development system, known as the

PDR. Members of the workforce have little confidence in the PDR system. Material recorded about staff is not used in an active way by the force, such as a database that can be searched when specific skills are needed to fill a vacancy or meet a specific business need.

Training of the workforce, particularly those in frontline roles, is generally reactive (for example, because of changes in legislation) and is carried out online using locally developed short learning packages that are popular and considered effective by the workforce. The force has a broad understanding of what training will be needed in the next 18 months to fulfil main operational roles, but the gaps it has in skills or specific character traits are not being considered in its recruitment strategy. There has been limited recruitment based on skills in highly technical areas of the force's work, such as to support major investment programmes. The force has a career pathway process for detectives to formalise the route for officers to become investigators. This helps the force to attract and then retain officers in investigative roles by providing a clear programme of training and access to posts in specialist teams, for instance in child and adult safeguarding, cyber-crime or economic crime. The force is considering the development of pathways for other officer roles, but has no firm plan.

The force's establishment board uses information about vacancies, planned recruitment cohorts and forecasts of people leaving to plot moves within the workforce, but these moves tend to be based on the needs of the force rather than personal development. The process will be enriched if the planned investment in new technology for workforce mapping takes place. The system will allow the force to present the skills of people in the workforce graphically and also permit instant modelling of teams based on skills.

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

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

Leicestershire Police does not make clear what skills it needs leaders to have, and then support officers and staff to develop these skills. We spoke to officers and staff throughout the workforce in leadership roles and they could not describe a clear or definitive set of leadership skills the force expects them to hold.

The force has a limited understanding of leadership skills and capabilities in its workforce. It has a grasp of the skills and attributes of police officers at inspector rank and above, but no further. Those officers have access to psychometric assessments, specifically Myers-Briggs type indicators,⁶ to help them understand

⁶ For more information, see: www.myersbriggs.org/my-mbti-personality-type/mbti-basics/

their own character traits and how to express those in their roles as leaders. Additionally, 360-degree feedback processes are available to help improve those officers' self-awareness and establish any development needs linked to how they are perceived by those working closely with them.

In common with the force's limited awareness of workforce skills in general, no thorough audit or review has been carried out into leadership attributes among supervisors. Records held by the force at present are limited to operational training that has been completed, for instance as senior investigating officers or commanders for firearms or public order incidents. Skills developed through these types of training are distinct from specific leadership training. Some officers recalled attending courses once they had been promoted to sergeant and inspector rank, but there was no continuing professional development for leadership as a skill in itself.

The establishment board projects vacancies and proposes how best to fill those by moving existing officers and staff, or recruiting new people to the force. External applications are sought for officer promotion processes, allowing the widest possible pool of candidates to be considered. Recent senior officer appointments have been informed by the use of psychometric assessment and anonymised applications to exclude as far as possible any knowledge of the candidates by the selection panel, when selecting the best candidate. While this is a good example of character traits and innate skills informing a selection process in isolation, that practice should be adopted more widely and all leaders given the opportunity to compare their own skills with those identified by the force as being central to effective leadership.

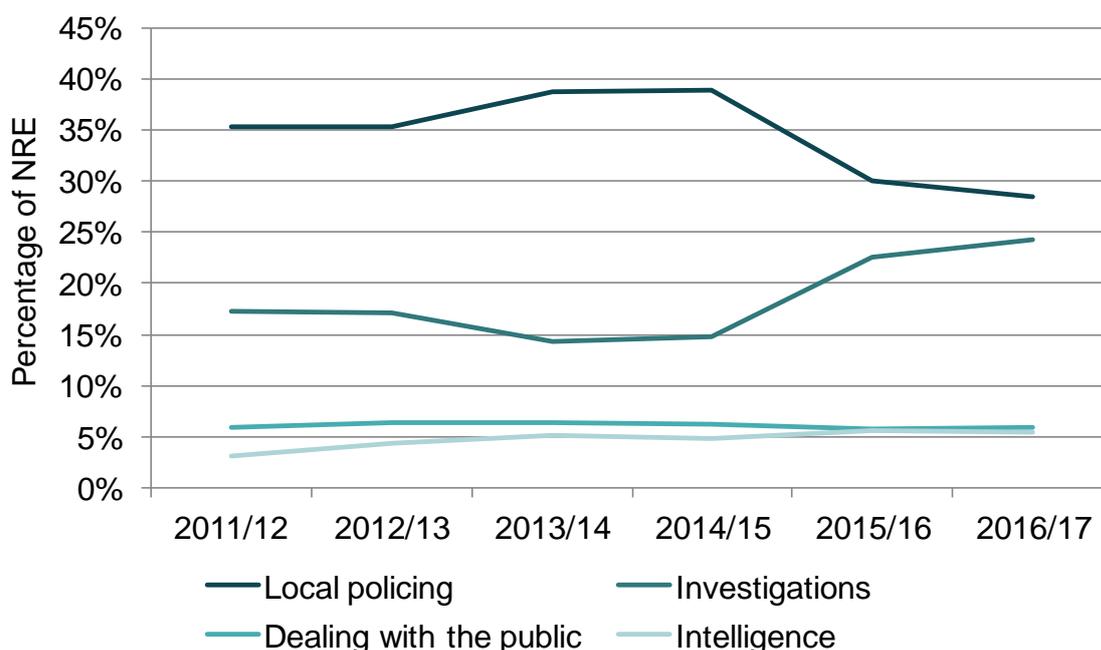
How well does the force allocate resources?

HMICFRS inspected how well Leicestershire 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 Leicestershire 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 Leicestershire, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 35 percent in 2011/12 to 28 percent in 2016/17. Estimated expenditure on investigation has increased from 17 percent to 24 percent, expenditure on dealing with the public is similar to 2011/12 and expenditure on intelligence has increased from 3 percent to 5 percent from 2011/12 to 2016/17.

Prioritisation and cost

Leicestershire Police is sensitive to the needs of the community it serves and works to understand what matters to local people. The policing plan includes a series of priorities that were identified by local people, through a consultation process led by the office of the police and crime commissioner. The force remains determined to maintain an effective neighbourhood police function. We visited neighbourhood teams in urban and rural locations and they are equally committed to working with partner organisations to resolve the concerns of local people and meet priorities set by them. The need to sustain a local, accessible and visible police presence is understood by the workforce, even in areas where demand is relatively low, showing that the force gives priority to local perceptions over statistics.

The force accepts that the current operating model – the way the workforce is organised to meet public demand – is not fully effective and is not supporting its understanding of the full nature of demand. Until revisions are made to the operating model, temporary measures to meet immediate demand from the public will continue, such as neighbourhood officers covering immediate response tasks. A

consequence of this is that those officers have less opportunity to carry out their main role in the local community, which generates a conflict with the force's priorities.

The force understands of how some frontline services will be affected by changes planned under the Darwin programme, scheduled to start in October 2017. In a series of trials, carried out under the operational name Tiger-Lightened, the force tested alternative incident handling and response formats to assess their effect on demand management. In those trials the number of officers available to respond to immediate and emergency calls was increased, and experienced supervisors carried out very early assessments of incidents to direct them immediately to specialist officers when appropriate (known as triage). The trials clearly demonstrated the benefits of greater investment in those roles; however, it is not clear how the effect on the teams that supplied the extra officers was measured.

The force is scheduled to introduce new software in late 2017, which should mean it is better equipped to understand the cost implications of different workforce structures and reconfigured teams. This new software system will be able to model for alternative structures on the basis of costs, which the force can use to inform decisions about affordability against meeting local and national priorities.

Investment

Leicestershire Police is committed to investments that are clearly linked to achieving objectives and meeting priorities. The considerable effort the force is making to carry out the Darwin change programme is being supported through investment to fund scrutiny of current processes and resources, by independent subject-matter experts. In the long term, further investment is being considered to adopt the necessary technology and train local staff to carry out that work in-house. The team managing Darwin has been increased in size and staff have received professional development, which is a prudent investment given the significance of the programme for both the force and the public.

The success of the 'volunteers in policing' programme is sustained by the continued and long-term investment of staff to recruit, train and guide members of the public as police support volunteers.⁷ The benefits gained by the force from the programme include: additional special constables; a reduced likelihood of volunteers who go on to join the force leaving early in their career; and the increased diversity volunteers bring to the workforce (nearly 14 percent of all volunteers have black, Asian or minority ethnic backgrounds).

The force continues to make intelligent financial investments in technology. Examples include: upgrading its main computer records system to improve how information is exchanged with neighbouring forces; new hardware for agile working

⁷ For more information, see: www.leics.police.uk/join-us/police-support-volunteers

by frontline officers and staff leading to cost savings from reduced travel; and development work is under way for a system to blend data from partner agencies to support the families in greatest need, which means a co-operative approach to helping them can be arranged much sooner.

How well does the force work with others?

HMICFRS inspected how well Leicestershire 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

Leicestershire Police has long-established working relationships with local councils, other public sector agencies and emergency services. Senior leaders from the force work with their counterparts from those agencies on many issues, and we saw some effective co-operative work in neighbourhoods. However, there is no strategy in place to understand, manage or meet demand collectively. Senior leaders in the force are seeking to address how to deal with common sources of demand and promote intelligent transformation, for example by operating more joint services or sharing estate, but no agreement is currently in place on how to take this forward.

The force undertakes effective co-operative work at the operational level in a multi-agency safeguarding hub with specialist officers and staff working alongside professionals from health and social services. This is helping the force to understand and meet demand that is linked to the most vulnerable local people. A team comprised of police, ambulance and fire services representatives, known as the Braunstone Blues, carries out a range of preventative and community engagement tasks in Braunstone. All of the team members have equivalent skills in carrying out home safety checks, crime prevention and health assessments. The team takes responsibility for addressing matters that increase demand in the local community, seeking to achieve long-term solutions for anti-social behaviour and nuisance callers, for example. Operation Endeavour is another example of joint working, in which a local council employee works within a neighbourhood team to use information and powers held by the council to resolve problems in the local community. Each of these programmes is considered effective by the force. However, there has been no assessment of demand reduction achieved, and no systematic sharing of good practice with other neighbourhood teams. Similarly, the use of a mental health triage car containing a police officer and a mental health nurse to attend incidents where mental ill-health is a contributory factor is now routine, but its effect on demand reduction is not fully understood.

The force has plans to develop a computer application that will gather data from partner agencies such as councils and health services, to help identify sources of high demand and take effective preventative measures as soon as possible. The system is not yet in operation and its success will rely on both the quality of data supplied by all contributing agencies and their appetite to commit to the system in the long term.

The force is aware that there are reductions in resources within partner agencies and has a broad understanding of their scale. As described above, it has sought to explore this subject in more detail with partners, but it is not aware of how, or when, each organisation will change and what services will be affected. With no specific forum or framework in place for partners to exchange this information collectively, the force should consider how it might bring all parties together to promote closer co-operation.

The benefits of joint working

Leicestershire Police is heavily committed to collaborative working with other forces in the East Midlands region.⁸ The force shares resources in seven separate regional units and in return receives services for complex major crime investigations, forensics, human resources, training, legal advice, counter-terrorism, armed policing, roads policing, criminal justice, commercial negotiations and police dogs. It derives significant benefit from this arrangement, because the units provide an array of high-priority services and capabilities that would not be possible for the force on its own. Each unit is subject to governance arrangements for its effectiveness and efficiency, overseen by a board comprised of senior representatives of all contributing forces.

The force aims to explore joint working further, particularly with neighbouring forces; this will be primarily in terms of ICT, exchanging information and making it easier for staff to work at sites throughout all forces.

Leadership driving innovation

How leaders in Leicestershire Police seek and apply innovation is mixed. We found that officers and staff are not routinely considering what innovations can be brought to their work, and while some leaders that we spoke with are keen to gather and adopt examples of best practice, this is not necessarily innovative practice. Similarly, the introduction of a digital desk in the contact management department is new to the force and beneficial, but it is innovative only in the local context. The force will seek innovative approaches to the management of calls for service following the introduction of a new digital telephone system in late 2017, which will offer considerable functionality not previously available to the force.

⁸ Leicestershire Police is part of formal collaborations with the Nottinghamshire, Northamptonshire, Derbyshire and Lincolnshire police forces.

The force has a progressive approach to working with volunteers. Some volunteers have been used to give advice and feedback about force practices, particularly about cyber-crime, recognising their professional and background skills.

The force can demonstrate an open-minded approach to new ideas in its support of evidence-based policing and co-operation with academia through the East Midlands Police Academic Collaboration. Members of the workforce are encouraged to pursue research, working with academics to refine existing techniques or develop new ones to tackle policing concerns.

Summary of findings



Requires improvement

Leicestershire Police has a basic understanding of the skills it needs in its workforce. The force has not matched likely changes to the skills it will need among officers and staff with changes to crime trends or the demographics of the local population. It has also not assessed the skills its workforce holds, except for police officers at inspector rank and above. It does maintain records of training undertaken, but has not gathered information about the wider capabilities of its workforce, such as languages, transferable professional skills, academic attainment or leadership capabilities. The position is made worse by the inadequate use of the staff appraisal and development system. The force does not make clear what skills it needs leaders to have, and then support officers and staff to develop these skills. The force has a broad understanding of what training will be needed in the next 18 months to ensure people have the main operational skills required, but any shortages of skills or specific character traits are not informing its recruitment strategy. The force has prioritised investments sensibly to improve workforce diversity and introduce better technology for frontline officers and staff.

The force is sensitive to the needs of the community it serves and works to understand what matters to local people. It is committed to providing a neighbourhood policing presence in urban and rural locations. The force accepts that the current operating model is not fully effective and is not supporting its understanding of the full nature of demand. It does have some understanding of the effect redistributing the workforce will have on the services it provides, but this is confined to the perceived benefits of having more frontline officers. It is less clear what effect redistributing staff would have on the teams that supplied them. The force should be better equipped to understand the cost implications of different workforce structures and reconfigured teams when new software is introduced in late 2017.

Leicestershire Police has well-established relationships with partner agencies such as local councils, other public sector agencies and emergency services. It is seeking to highlight areas of mutual demand with them, promoting increased joint work and shared use of resources, but there are no formal plans agreed as yet. There are pockets of co-operative work with council and other emergency services staff, but the force has not assessed the resulting demand reduction or systematically shared any good practice. The force is heavily committed to collaborative working with other forces in the East Midlands region. It shares resources in seven separate units, which supply a wide array of specialist skills, and is exploring more joint working with neighbouring forces, primarily for ICT.

Officers and staff are not routinely considering what innovations can be brought to their work. However, the force is open to new ideas and supports research into policing techniques in co-operation with academia through the East Midlands Police Academic Collaboration.

Areas for improvement

- The force should ensure it understands fully its workforce's capabilities, so that it can identify and address any gaps. These should enable the force to be efficient in meeting current and likely future demand.
- The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.

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 Leicestershire 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

Leicestershire Police is seeking to improve its understanding of current demand. The force routinely gathers data to analyse and identify trends in demand, which is then presented at the monthly performance delivery group meetings. That meeting performs a monitoring function, while efforts to rectify growing pressures linked to demand are addressed through the demand board, led by a chief officer.

However, the force needs more accurate data (such as the nature of phone calls and amount of crime recorded), to make effective plans that match resources to future demand; and it needs to include wider sources of information. The force is less able to distinguish demand that stems from other sources – such as referrals from partner agencies when not received through the contact management department – or from carrying out tasks that should be performed by other agencies. The force does not have widespread access to data from other organisations that might help it to understand causes of demand and inform joint plans to meet that demand. The force is hopeful that the development work it is carrying out for a computer application to share data, if adopted, will improve that position.

The force has sought assistance from academia to help determine likely future demand. It is also exploring the purchase of bespoke software that can offer a predictive capability. However, these are both recent activities.

Future considerations

Leicestershire Police has a good general understanding of what the local community expects of its services, through traditional techniques such as surveys and formal consultation programmes. It has less understanding of how public needs are changing and does not seek to understand how partner agencies are confronting changes in public expectation for their services.

The force has improved public access to services through its website and its new digital desk. These changes reflect the force's desire to update the way it interacts with the public and are based on, or designed in response to, feedback from the public. Use of social media by the force is well established. We saw good examples of neighbourhood teams using it to publicise activity taken in response to incidents and requests (such as speed enforcement), and then gauging public reaction through online comments and 'likes'.

The force is adopting new technology: several new systems are being implemented in 2017. New mobile devices and laptops have improved the efficiency and effectiveness of frontline officers and staff. The force has assessed that, as a direct result, they spend 10 percent more time in public and attend more incidents per shift. Work is under way to simplify how members of collaborated units access computer systems in different force areas. This means that record systems for all neighbouring forces will be instantly populated, improving the dissemination of information and joint working between teams. The digital telephony system that will be introduced in late 2017 aims to allow better analysis of calls, an automated switchboard, and the use of messages about current incidents or where information can be found online while callers are waiting. The force is taking a progressive approach to developing capability for tackling cyber-crime. Volunteers, who are subject-matter experts, work with the force to provide and inform strategy and the best technical approaches. The force is considering how technology can help it to predict future demand. A trial of software that uses incident and demographic data for that purpose is planned for later in 2017.

In two neighbourhoods there is joint working with other agencies to deal with current demand, but there is little evidence of collective plans to meet future demand. The force has some specific areas under review with partner agencies to reduce or remove inefficiencies. These include better management of people detained under the Mental Health Act⁹, closer co-operation between agencies involved with young people frequently reported as missing, and better digital systems to disseminate

⁹ Section 136 of the Mental Health Act 1983. This enables a police officer to remove, from a public place, someone who they believe to be suffering from a mental disorder and in need of immediate care and control, and take them to a place of safety – for example, a health or social care facility, or the home of a relative or friend.

information and evidential material within the criminal justice system. However, a more coherent approach is needed to identify areas of common ground with other organisations so that plans can be made for cooperative working in the future.

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

HMICFRS inspected how well Leicestershire 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 skills and traits expected of leaders within Leicestershire Police are not specified or known to officers and staff who hold supervisory positions. Generic role profiles and competencies are used as the basis for performance assessment, but these are regarded by the workforce as part of the PDR system and as such generally not considered to be meaningful. Therefore, defining what skills the force needs from future leaders, and how to develop them, is very difficult.

We found few examples of officers or staff who had benefited from development opportunities; those who had were investigators taking part in the career pathways programme. The purpose of the programme is to develop and retain investigators. It is not linked to leadership development, but it does mean successful promotion candidates are more likely to stay in investigative roles at their new rank.

The force does not have a recognised talent management system for officers or staff. Members of the workforce that we spoke with did not know how to access development tools, such as psychometric testing or mentoring, to help them reach a higher rank. Some did have experience of coaching, but this was carried out at a local level and because a suitably experienced colleague was available.

Recruitment

Leicestershire Police does seek external applicants during promotion processes for police officers and, in some cases, transferees for vacancies in specialist roles. In late 2017, two Direct Entry¹⁰ superintendents are scheduled to join the force and begin their training; the force has recruited in this way once before. It also accepts constable recruits through the graduate entry scheme, Police Now. We found poor awareness among constables of the Fast Track scheme for existing officers to achieve inspector rank quickly.

¹⁰ For more information about College of Policing leadership programmes, see: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Leicestershire 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

Senior leaders of Leicestershire Police have a clear grasp of the financial position of the force and understand that plans need to be refined as demand becomes better understood and changes to the workforce structure take effect.

The force has recognised that the complexity of the work it carries out is increasing. There have been successive years of growth in the number of reported serious sexual offences, and cases of cyber-crime, such as fraud and online paedophilia, have all added to more referrals about vulnerable people, including high-risk cases of people missing from home.

Complexity of workload is a significant factor for a force when considering how it distributes and trains its workforce. When demand that has been missed through unrecorded crime and the reduction of resources available amongst partner agencies are also considered, it is clear that the force is facing pressure to sustain services with the resources it has available.

The force has realistic plans to improve ICT systems and remodel the workforce, and their success is central to how the balance between demand and resources will be achieved. In the case of infrastructure investment, it is vital that the benefits forecast are realised and maximised, especially those systems that promote better management of demand and more efficient working for the frontline workforce. To achieve that, the force faces a difficult period during which it must accurately measure the effect of changes to the operating model while also obtaining robust evidence for the next phases of the programme. Expertise from outside the force has been used to carry out diagnostic activity to inform decisions made as part of Darwin, and senior members of the force have also scrutinised those decisions. It is important that the force validates improvements and that senior leaders react quickly if there are any negative outcomes.

It is understandable that plans for change in the force are not innovative when compared with those of other forces. The force's priority has been to stabilise how demand and savings targets are met, after finding shortcomings in the operating model introduced in 2015. If the planned new techniques and systems are successful, they will improve how large parts of the workforce carry out their tasks and allow new ways of using information. This will include being able to place more services online, reconsider where people work and therefore reconsider what estate it needs, and plot the sources of current and future demand.

Savings

Leicestershire Police has consistently met annual savings targets. It has a balanced budget for the current financial year and is not calling upon reserves to support its budget at the moment. The force is projecting a budget shortfall for each of the next three financial years, being; £4.2m, £5.5m and £7.9m respectively.

Senior leaders understand that efficiencies arising from new ways of working will not yield financial savings in the short term as those changes having been designed, primarily, to better meet current demand with existing resources.

The force is working hard to bridge future budget gaps, it is exploring more ways to collaborate, considering carefully the amount and type of buildings it needs, and, whether reductions in salary budgets can be achieved without reducing services to the public.

Plans to achieve the savings for the next three financial years had not been set by the force at the time of our inspection. However detailed projections of potential savings likely to be generated through increased sharing of administrative and ICT support functions with neighbouring forces have been carried out and will form the basis of its plans. The force is also be able to draw upon reserves to meet budget gaps, however, this would not be a sustainable long-term approach and should be balanced decisive steps to return the budget to being balanced.

Summary of findings



Requires improvement

Leicestershire Police has limited capability to predict future demand. It needs more accurate data, such as the nature of phone calls and amount of crime recorded, to make effective plans that match resources to future demand, as well as wider information from partner agencies. It does have a sound understanding of what the local community wants but less understanding about how public expectations are changing. The force makes good use of social media and is gradually putting more services online. However, it is not assessing how other agencies are recognising and confronting changes in demand for their services.

The force is investing in technology, such as mobile devices and a new digital telephony system, to improve how frontline officers and staff work and how calls for service are handled. The force is exploring how technology might be used to draw on data from partner agencies to help predict future demand.

The force has extensive collaborative working arrangements with neighbouring forces and is considering other opportunities for common services like ICT facilities. There is joint work with other emergency services and the local council in some neighbourhoods, but the force does not assess the benefits and extend these to the rest of the force area.

Leicestershire Police does not have a recognised talent management system for officers or staff. We found few examples of officers or staff who had benefited from development opportunities. The force does seek external applicants during promotion processes for police officers and, in some cases, transferees for vacancies in specialist roles, but its use of national development and leadership programmes varies.

The force recognises that the complexity of its work is increasing and has realistic plans to improve ICT systems and remodel the workforce. It understands that efficiencies from new ways of working will not yield financial savings in the short term (because they have been designed mainly to meet current demand with existing resources) and that plans will need to be refined as demand becomes better understood and changes to the workforce structure take effect. The financial position of the force is stable, with a balanced budget for this financial year.

Area for improvement

- The force should consider how to improve the identification and development of talent in the workforce.

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.¹¹ 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).

¹¹ 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.