

PEEL: Police efficiency (including leadership) 2017

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

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

2017/18	2020/21	Percentage change
£118m	N/A	—



Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
1,087	1,100	+1%

Planned change in total workforce

2016/17	2020/21	Percentage change
1,443	1,501	+4%



Calls for assistance

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

Lincolnshire Police	England and Wales force average
116	135



Recorded crime

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

2015/16	2016/17
49	51

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

Lincolnshire Police	England and Wales force average
+4%	+11%

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

Lincolnshire Police is judged to require improvement in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is not consistent with last year’s assessment where we judged the force to be good for efficiency overall. The force’s understanding of demand is judged to require improvement; it is judged to be good 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?



Good

How well is the force planning for the future?



Requires improvement

Lincolnshire Police provides a good policing service to its communities at one of the lowest costs per head of the population in England and Wales. It has entered into local partnerships, for example, with local authorities, has outsourced services to the private sector and has undertaken extensive collaborative work. However, because its last comprehensive review of demand took place some time ago, the force now has an incomplete understanding of the current, complex and future demand for its services. HMICFRS expects forces to have a continuing process in place to understand demand. In addition, the force is not sufficiently developed in how it plans to respond to an uncertain financial future and to provide efficient and effective policing.

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

Lincolnshire Police continues to prioritise its services and it allocates its resources well. It has introduced a new policing model, which redirects resources to deal proactively with potential problems. The force understands its current workforce's operational skills and capabilities, although it could benefit from recording their non-operational skills such as other languages. It is developing leaders for the future, but it might be missing opportunities to increase the diversity of teams and to seek talented individuals from elsewhere.

The force invests well in ICT and other technology to improve efficiency. It also collaborates extensively, for example with other forces and emergency services, the local council, private-sector providers and academics, to cut costs, increase resilience and improve capacity.

The force predicts a significant budget deficit in April 2018. This is a considerable concern to HMICFRS as it means that the force depends heavily on the police and crime commissioner's (PCC's) financial reserves to balance the budget. Due to the priority-based budgeting exercise not being far enough forward at the time of the inspection, the force was unable to demonstrate a clear plan as to how it will deal with this anticipated budget shortfall. The recent changes in the force leadership team have inevitably resulted in a pause in some of the decision-making processes, to allow the new chief officer team time to review the future plans. HMICFRS looks forward to the new chief constable, and his team, taking on these challenges and is confident that the team will develop clear plans and take swift action to ensure that the force can maintain effective policing if funding is not increased in line with the force's current expectations.

Areas for improvement

- In order to focus its activity more effectively, the force should improve its ability to analyse information and intelligence to gain a better understanding of:
 - current demand
 - crimes less likely to be reported
 - more complex demand in Lincolnshire
- The force should complete an audit of leadership skills which will allow it to understand leadership capacity and capability, to identify any gaps and, if necessary, put plans in place to address them.

Cause of concern

The lack of clear financial plans to deal with a range of future funding scenarios in Lincolnshire Police is a cause of concern to HMICFRS. It means that it is not possible for us to be certain that the force will continue to be able to provide efficient and effective policing in the future.

Recommendation

- To address this cause for concern, HMICFRS recommends that, within three months of publication of this report, the force should work with partner organisations and expert support explicitly to link its financial plans with the revised operating model, the revised operational plans and the revised workforce plans. All of these must be informed by a comprehensive understanding of demand.

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.

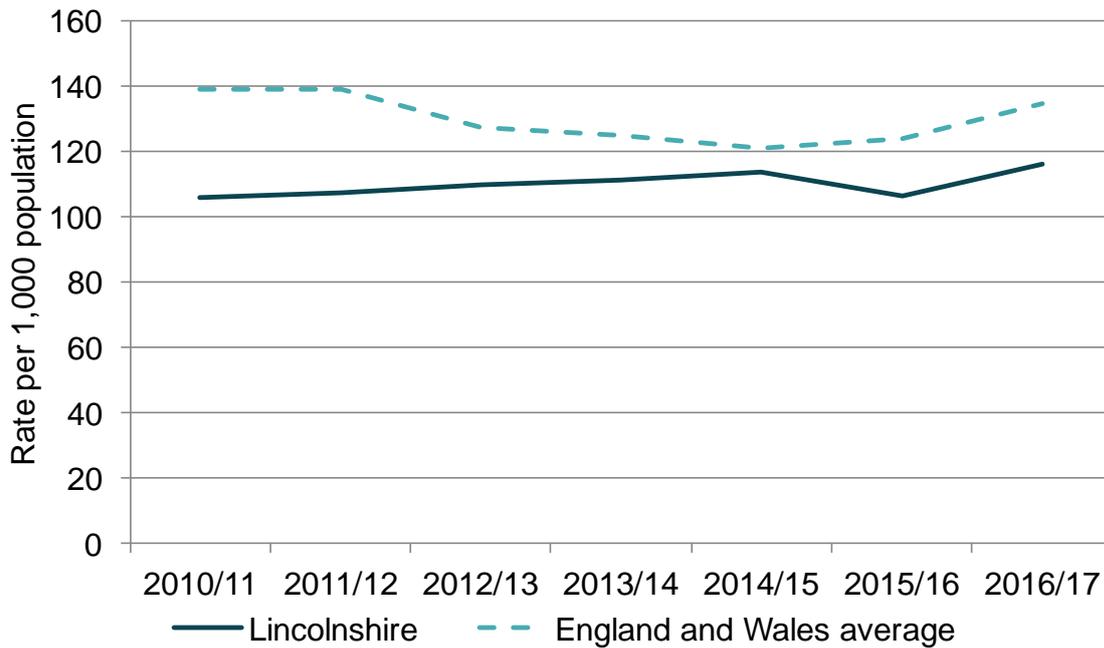
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond 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 Lincolnshire 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 Lincolnshire Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Lincolnshire Police recorded 116 ‘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 106 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was also 106 calls per 1,000.

The force’s control room and call-handling function is managed through a contract with a private contractor who is meeting all the performance indicators. Unlike other forces that do not outsource this work, however, the force supplies no additional resilience in this field from within, for example through the use of reserve trained staff. Performance is monitored daily and a monthly performance meeting assesses the short and medium-term patterns and trends in both 101 and 999 calls. The profiling of demand for the force’s services has identified that these calls increase substantially in summer. Future plans include recruitment of call handlers and controllers who ought to be in their posts and proficient to deal with an expected increase in calls during the summer months.

Figure 2: Police-recorded crimes per 1,000 population in Lincolnshire 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 Lincolnshire in 2016/17 was 45.4 crimes. This is lower than the rate in 2010/11 of 54.5 crimes. The rate of victim-based crime decreased between 2010/11 and 2014/15 to 42.6 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 Lincolnshire Police the rate of non victim-based crime per 1,000 population in 2016/17 (5.2 crimes) was lower than in 2010/11 (5.9 crimes). The rate of non victim-based crime per 1,000 population decreased to 5.1 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.

The level of crime in Lincolnshire is low and the types of crime committed in the county have a less severe impact than those committed in other force areas in England and Wales. The force uses the vulnerable localities index to assign neighbourhood teams to those areas where the risk of incidents of crime and anti-

social behaviour appears highest. This index is an analytical tool, designed to assist the targeting of community safety work and identify those residential neighbourhoods that most need action to improve community safety.

Understanding demand

Lincolnshire Police's understanding of current demand is partially effective. The force uses MoRiLE³ methodology which assesses current and future capabilities to see where the highest threats and risks lie. The force then prioritises these high-risk areas compared to where it assesses that its organisational capability or capacity to respond is low. The assessment is not intended to be a detailed analysis of individual issues but an overview of current activity along with the identification of emerging trends, and confirms or amends joint priorities with partner organisations. It identifies ten priorities for the force, which include: domestic abuse; child sexual exploitation; organised crime to include modern slavery; anti-social behaviour and hate crime; and cyber-crime. However, there is very limited current analysis, known as a problem profile, to understand the nature and scale of some of these priorities and how they may affect the force's response. HMICFRS identified in its 2016 effectiveness inspection that the force's analytical capacity had diminished. This difficulty continues until appropriate expertise is recruited and this detailed analysis can then take place. The force acknowledges this problem and it is addressing this gap in its understanding by increasing the number of analysts' posts.

Due to the limitations of its command and control system, the force periodically monitors some types of calls into the control room to assess the complexity and type of reactive demand it is dealing with (i.e. demand that needs to be responded to quickly). The last comprehensive review of this call demand took place some time ago and, recognising this gap, the force recently undertook a survey of the calls which are not directly connected to a crime but which account for a considerable proportion of the calls that the force receives. Once this analysis is complete, it will help to build a better understanding of reactive demand. The force recognises the limitations of the command and control system and there are plans to replace the system next year. The force has not fully developed its knowledge of other types of reactive demand. These include letters and emails, enquiries at police stations, direct contact with staff and officers, and internally generated demand, such as enquiries about road traffic collisions. The force cannot be confident that it has a clear picture of the range and scale of reactive demand that it faces.

While the force has only a limited ability wholly to assess current and predicted demand, it works well with analysts in Lincolnshire County Council who have access to the same police information and who develop the county community safety partnership plan. This analysis directs police resources, and those of partner

³ MoRiLE is the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council.

organisations, towards those crimes which have the greatest effect on victims. The force is just starting to develop an approach that assesses the likely future effects on demand arising, from, among other things, technological, economic and social changes. Alongside improved analysis of data, this should help complete a picture of likely demand in future.

The force is working to identify ways to manage present levels of demand and the demand created within the organisation so that it can predict future demand more accurately. The College of Policing's daily demand profile,⁴ the monitoring of force systems, and learning from other forces helps Lincolnshire Police to identify a rise in referrals of high-risk domestic abuse cases together with an increase in encounters with people suffering from mental health problems and those who go missing from home. The force's investment in IT also provides it with an opportunity to use information gathered from its crime, road traffic collision and intelligence systems to build a better understanding of demand. In 2015/16, this data was used to develop a new operating model which has recently been implemented. This means that more people are working in those areas that help to prevent, and to respond to, domestic abuse, child sexual exploitation, online grooming and fraud.

An excellent project to reduce and prevent crime involves the use of volunteers to engage with elderly and vulnerable victims of telephone, mail and doorstep fraud. 'Revive' volunteers work with victims to support them and to reduce repeat offences. A review of their work shows a fall in the number of victims that have been targeted again. This won the Lord Ferrers team award and the High Sherriff award (2016).⁵ A recent analysis of fraud victims conducted by Lincolnshire County Council, using police and trading standards data, prioritises high-risk areas. The force then helps to train and provide advice for care professionals and support workers who then educate and prevent the elderly from becoming victims of doorstep crime or fraud schemes.

More complex demand

The force is partially effective at understanding demand which is less likely to be reported. Some very worthwhile individual projects are looking at more complex types of demand, for example concerning cyber-enabled and cyber-dependent crime and crime relating to students and Eastern European communities. An engagement strategy is designed to increase people's confidence in reporting crimes, especially

⁴ In 2015 the College of Policing undertook its first comprehensive analysis of all of the different types of demand on national policing. It created a template to allow a more thorough picture of what demand looks like across policing in England and Wales. Available at: www.college.police.uk/News/archive/February%202015/Pages/national-demand.aspx

⁵ Operation Revive and Repeat are nationally recognised good practice initiatives of working with elderly people who have been or may be the subject of doorstep crime, email, online and telephone frauds.

among communities that traditionally have less confidence in the police. However, the force recognises that analysis of problems which are more likely to affect the communities of Lincolnshire, such as rural crime, modern slavery, human trafficking, prostitution, bank fraud and phishing⁶ has been limited over the last year.

The force is developing ways to highlight crimes that are less likely to be reported. A new way of presenting performance information aims to look beyond the traditional areas of crime to help leaders monitor and understand crime and demand which are less likely to be reported, or are likely to be reported less well. For example, a reporting dashboard shows in one place the number of mental health detainees, child sexual exploitation cases and referrals, the number and age group of missing people, referrals for potential human trafficking and modern slavery and fraud cases.

This all demonstrates the force's intention to understand more complex demand better. However, its analytical capacity must advance if it is to achieve its goals.

How well does the force understand things that affect demand?

HMICFRS inspected how well Lincolnshire 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

Effective governance arrangements ensure that the force is efficient. These have been enhanced recently in order to improve oversight of the many different change projects which are being put into operation across the force. Chief officers chair meetings to ensure consistency and continuity in making decisions. The change board brings together several important projects, such as mobile data and blue light collaboration, as well as national projects, such as the Emergency Service Network. This is the national project to provide a new mobile communication network to be used by all three blue light services. Once each project has been assessed for its intended benefits and costs, the board decides which should take priority and, if necessary, delays or cancels a project. As a result, the force knows which projects it can afford and understands the expected benefits. The 'thoughtful' policing board works to improve services to the public, commissioning work that manages, prioritises and filters demand more efficiently.

⁶ Phishing is the fraudulent practice of sending emails purporting to be from reputable companies in order to induce individuals to reveal personal information, such as passwords and credit card numbers.

The force demonstrates a good understanding of internal inefficient practices in most areas. A contract with a private sector partner provides business support services across a range of functions, for example with ICT, finance, human resources, control room, custody suites, criminal justice and firearms licensing. The force has made considerable savings from this arrangement over the last five years. These have been achieved through a combination of improved processes and a reduction in the number of people involved. Research on processes and practices conducted in order to pave the way for a new policing model to be put into practice, and a review of staff resilience, underline the force's commitment to improving its understanding of how inefficient internal processes affect demand.

Demand is being filtered, but is not intentionally suppressed. For example, a re-design of the force website aims to explain more effectively the services that the police provide and directs people to seek advice and make reports to the most appropriate lead organisation. Online reporting of a crime enables a victim to report a crime, receive a reference number and obtain updates on progress in the investigation. Unintended consequences are closely monitored. For example, the Victim Lincs team assesses each online report to decide how best to respond to the report and check whether it requires an officer to attend more quickly, or requires other potential crimes to be recorded and investigated. Drawing on the experience of other forces, Lincolnshire Police expects up to 10 percent of crime to be reported this way rather than through a phone call. Calls which go unanswered are monitored in the control room and form part of the contract performance measures. Any increase in their number is quickly recognised.

In HMICFRS' 2016 efficiency report, we explained the steps that the force had taken to strengthen its benefits realisation arrangements. These help the force to ensure it captures all the positives, and unintended consequences, of change projects. A continuous improvement team uses benefits realisation to understand how to improve processes. The officers and staff that we spoke to explained they had provided feedback on the use of mobile data terminals, and, that, as a result of the changes made, they now work more efficiently while the information recorded is more accurate. Therefore, the force can demonstrate both the financial and non-financial benefits of some of its change programmes. For example, savings have been made from the booking-on and off duties management system. A single ICT system enables the five police forces in the East Midlands region⁷ to access, use and update shared information. The force is also evaluating the non-financial benefits of its mobile data and body-worn video camera projects.

⁷ Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire

Leaders promoting innovative thinking

Leaders listen to the workforce and encourage ideas and suggestions. A well-publicised suggestion scheme, 'Make a difference', encourages officers and staff to put forward innovative ideas. It generated a substantial number – more than 50 ideas over a period of three months. Each has been responded to and the author been given due credit. When we spoke to officers and staff, most of them knew about the scheme and some gave examples of having used it. An evidenced-based policing board, chaired by the deputy chief constable, also looks at proposals and ideas for research in the force and is part of the East Midlands police academic collaboration (EMPAC). This shows that leaders are influenced by, and listen to, the workforce when it comes to innovation and change.

Summary of findings



Requires improvement

Lincolnshire Police's understanding of demand, including demand that is less likely to be reported, is incomplete. The last comprehensive review of demand took place some time ago and there is a limited understanding of the nature and scale of many of its priority areas. The force's analytical capacity has diminished over the last year so it is increasing the number of analysts and is working collaboratively with local partner organisations such as the local council. The force's command and control system does not provide robust data to understand changes in reactive demand fully so the force plans to replace this system in 2018. It has some very good projects to reduce and prevent crime, particularly those crimes which affect people who are vulnerable or less likely to engage with the police. It is also developing ways to highlight more complex crimes and crimes that are less likely to be reported.

The force is committed to improving its understanding of how inefficient internal processes affect demand. It has undertaken research on processes and practices to support a new policing model. The force filters demand, but avoids intentionally suppressing it. Improvements to its website explain its services and direct people to the most appropriate lead organisation and allow victims to report crime online. The force has taken steps to make sure it can realise the potential benefits of its change projects. Members of the workforce are encouraged to make suggestions and put forward ideas and their leaders listen to them.

Area for improvement

- In order to focus its activity more effectively, the force should improve its ability to analyse information and intelligence to gain a better understanding of:
 - current demand
 - crimes less likely to be reported
 - more complex demand in Lincolnshire

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.

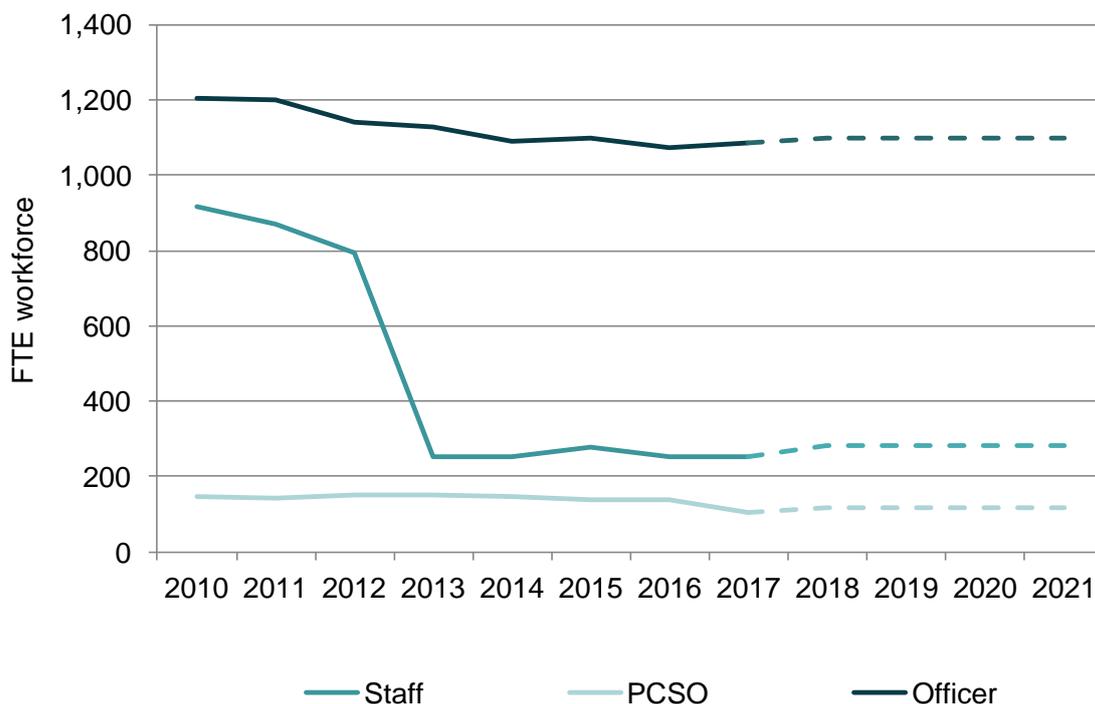
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well Lincolnshire 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 increase by 13.1 FTE (1 percent) from 1,087 to 1,100. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Lincolnshire 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 Lincolnshire Police is projected to increase by 31.6 FTE (13 percent) from 251 to 282 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in Lincolnshire is projected to increase by 13.3 FTE (13 percent) from 105 to 119 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The force has a growing understanding of the skills and capabilities which are needed in the workplace to meet present and future demand. As a result of work conducted last year as part of the policing model project, the force recognises the need for more accredited investigators and for the workforce to possess good skills in investigating digital crime⁸ to meet current and future demand. Senior leaders have expressed an increased interest in a different workforce mix, using more civilian investigators rather than police officers. The workforce planning board aims

⁸ HMICFRS uses the term ‘digital crime’ to encompass four definitions: digital footprint (the trail of data that users of digital services leave behind); internet-facilitated crime (where the internet and smartphones are used in planning or committing traditional criminal or terrorist activity); cyber-enabled crimes such as fraud, the purchasing of illegal drugs or firearms, or child sexual exploitation; and cyber-dependent crimes, which can only be committed using computers, computer networks or other forms of information communication technology. *Real lives, real crimes: a study of digital policing*, HMIC, 2015. Available from: www.justiceinspectrates.gov.uk/HMICFRS/our-work/digital-crime-and-policing/

to develop a model that involves a range of skills, including more volunteers and targeting recruitment from diverse communities. Fifty volunteer police community support officers are working with their local communities while more than fifty police cadets support the activities of local policing and events.

In HMICFRS' 2016 efficiency report, we noted that the force had a very good understanding of the skills and capabilities of its workforce. This relates to operational skills. A system records all training courses and external courses that staff and officers have attended and records the qualifications they have gained. The system alerts its users to the expiry dates of any qualifications, so the force can plan its training for the year ahead. Every year, each department head must complete analysis of the training needs of his or her team and submit a prioritised list of requirements, using the priorities identified in the force's operational delivery plan, to decide what training the force needs to provide. This process recently lapsed but a refreshed professional development board is ensuring that these processes are now firmly back in place. Only immediate line managers have knowledge of the force's 'softer', but equally desirable, skills and capabilities, such as the ability to speak a second language or communicate with a deaf person. This information is not collated in a formal and retrievable way, which means that the hidden talent available within the workforce might not always be well used.

The force can demonstrate to some extent that it has plans in place designed to ensure that it can obtain all the skills and capabilities that it needs. It follows announcements by the College of Policing carefully and is planning for the consequences of all officers potentially requiring a degree, and of senior officers needing a master's degree. The apprenticeship levy is a new requirement that the force is also exploring.⁹

The force is trying to remedy the shortage of suitably qualified investigators through a targeted campaign to attract several transferee officers with these skills from other forces. It is also increasing its provision for training investigators and is encouraging and enabling more officers to transfer to the criminal investigations department. Recent recruitment has tried to increase the diversity of the organisation. However, an attempt to encourage more people from Eastern European communities to join was unsuccessful. A review is being conducted to find out why this carefully targeted campaign met with no success.

Financial priorities sometimes restrict the force from training for the skills that it needs to meet its future needs. An internship programme with the University of Lincoln, which brings different skills into the organisation, together with external and

⁹ Any employer with an annual pay bill of more than £3m each year must pay the apprenticeship levy each month from 6 April 2017. It is set at 0.5 percent of the total pay bill. The levy is designed to encourage employers to support apprenticeships.

internal secondments, is helping to develop skills which will be needed in future. An experienced senior manager is working on understanding what future cyber-skills will be required.

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

HMICFRS inspected how well Lincolnshire 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 good understanding of the skills and abilities its leaders need to meet current and future demand. Working with partner organisations and collaboratively with other forces, leaders are encouraged to develop their skills in negotiating and influencing, in presenting information and in improving their strategic awareness. It is recognised they may also need to develop their abilities to lead a smaller, more geographically-spread workforce whose members work on their own or in small teams. The force recognises that there is a shortage of detective leadership skills, which is mainly an unintended consequence of its regional major crime collaboration, and is examining ways to enable uniformed officers to transfer more easily into detective roles.

A leadership charter promotes and develops clear leadership qualities in the force. However, HMICFRS found that knowledge of this charter among the workforce is limited. The leadership skills and capabilities framework introduced by the College of Policing, and a change in the force's focus towards a 'one team, one purpose' approach, appear to have supplanted the charter. The force plans to review its charter and decide whether it still suits its purpose.

Lincolnshire Police is a small force. Its leaders are known by the workforce and the workforce's 'softer' skills and capabilities are more easily recognised. The force uses a broad range of approaches and techniques to understand the relative strengths of its leadership. Most leaders complete psychometric testing. This aims to identify a preferred leadership style and helps to improve understanding of leadership matters, as well as providing complete 360-degree feedback. The force has started but has not completed a formal analysis or audit of the skills of its leaders, which began at chief inspector level and concentrates on their operational skills. Disappointingly, only six role profiles have been completed so far.

Despite its small size, the force has consistently produced candidates who are successful at the Senior Police National Assessment Centre.¹⁰ However, the force is

¹⁰ The Senior Police National Assessment Centre (Senior PNAC) is a process to identify those officers who are capable of being an effective chief officer. Information available at College of Policing: www.college.police.uk/What-we-do/Learning/Curriculum/Leadership/Strategic-Command-Course/Pages/Senior-PNAC.aspx

still limited in its detailed understanding of the skills and capabilities it requires of its leaders to meet future needs. Furthermore, its recent attempt to recruit officers from across all ranks from other forces was unsuccessful, therefore its pool of talented officers might be being depleted.

The force's leadership development programme for supervisors and managers is changing to meet the needs of the organisation. The force temporarily promotes a number of officers, and occasionally staff, who benefit from a week's leadership course while assuming this temporary role. This means they obtain basic skills at the next level, for example, managing sickness absence. Once permanently promoted, they complete the rest of the course, which includes a work-based assessment. Leaders at the level of chief inspector, or police staff equivalent, complete action learning sets as part of the promotion process. These involve tackling a real problem and learning from the experience. One of the current sets of problems is how to improve digital investigation skills in the force.

The leadership development programme is externally and independently assessed, because the programme leads to recognised management qualifications. The programme is evaluated as is a series of elective one and two-day training days, which focus on the skills required to lead the organisation. The outcome from the evaluations helps to decide the best ways to improve these courses.

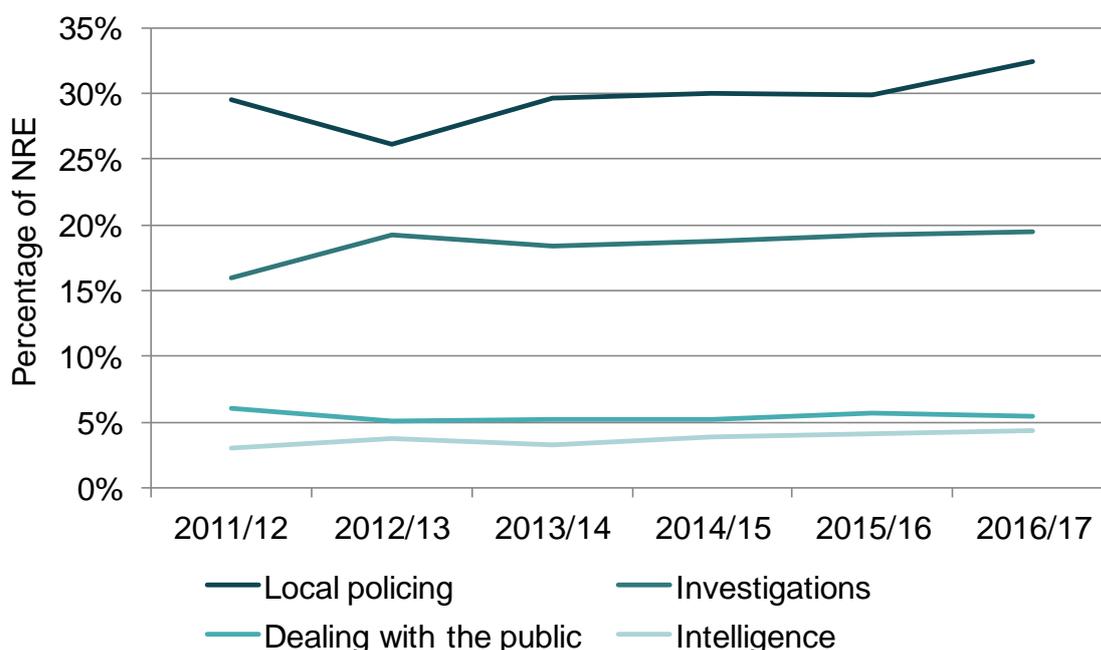
How well does the force allocate resources?

HMICFRS inspected how well Lincolnshire 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 Lincolnshire 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 Lincolnshire, the percentage of estimated expenditure on local policing in 2016/17 has increased from 29 percent in 2011/12 to 32 percent in 2016/17. Estimated expenditure on investigation has increased from 16 percent to 19 percent, expenditure on 'dealing with the public' is similar to 2011/12 and expenditure on intelligence is similar to 2011/12 at around 4 percent.

Prioritisation and cost

In HMICFRS' 2016 efficiency report, we noted that the force reached clear decisions on prioritisation and resourcing that were in line with the police and crime commissioner's (PCC's) police and crime plan, and with the force's strategic priorities. These decisions informed resourcing at an operational level. Specific areas of threat, risk and harm to the public were prioritised and assessed through a series of daily, weekly, monthly and quarterly meetings. The force has continued to prioritise its services and allocate its resources well. Working collaboratively with colleagues in Lincolnshire County Council, it has developed a county community safety plan and an assessment of joint needs that outlines the most important joint priorities for the police and partner organisations over a three-year period.

The force is looking for new ways to prioritise meeting different types of demand for its services. We commented in 2016 that the force's understanding of public expectations was less satisfactory in relation to how they might shape future demand. The force's understanding of these expectations remains limited. Meanwhile, it anticipates future financial difficulties and it is looking at the ways in

which it manages scheduled appointments, when officers arrange to speak to victims and witnesses. It is also considering how it can resolve more incidents over the telephone; how it can identify the best partner organisation to respond to a call; and how it can encourage more people to report crime by using the internet.

The force has extensive experience of varying the levels of resources to meet different demands. For example, the policing model project re-aligned force resources around a new operating model. This transferred 47 officer and 5 police staff posts from across the organisation to new posts, to prevent and to investigate crimes such as domestic abuse, child sexual exploitation and cyber-crime more effectively. In the summer of 2016, the number of deployable police officers within the force's local policing function was below what it should have been for several reasons. The force reviewed the main factors that contributed to the insufficient resourcing and made several recommendations to improve resilience. The review involved practitioners and managers and examined a broad range of options, which included using special constabulary officers, temporary employment of agency civilian investigators, reviewing flexible working arrangements, re-allocating training days, and an assessment of how the fitness test requirement for police officers affects the force's ability to respond overall. Through this, the force demonstrates a good commitment to varying intelligently the levels of the service it provides in order to reduce costs or meet changes in demand across public protection and local policing.

Investment

A change board provides effective governance arrangements to help the force to prioritise new change projects, make financial savings and achieve other non-cashable benefits. Although investment in existing projects shows that most benefits are tracked, the force recognises that it could do more to make sure it reaps the benefits of all its investments. For example, a very good volunteer programme shows that for every £1 invested, the return is £4.35. However, the force needs to make progress in quantifying the non-financial benefits as well. Specialist volunteer skills must be aligned to fill gaps in existing workforce skills more effectively.

Recognising that a disparity existed in the way the force dealt with victims and witnesses, the 'Victim Lincs' team was launched in October 2015. This team focuses on providing the correct support for victims and witnesses and on ensuring that referrals to other agencies are tailored to their needs. A risk-based approach is taken to the provision of services. Since January 2017, the team has carried out monthly telephone surveys to evaluate the benefits of the service it provides.

Lincolnshire Police can demonstrate significant benefits from investment in ICT, both at a regional and force level. For example, a single information operating system came into use in 2014/15 that enables the five police forces in the East Midlands to access, use and update shared information across the region. An interim evaluation revealed several valuable results. For example, users obtain a wealth of additional

intelligence and cross-boundary work has improved. This means they are improving their knowledge of criminals who commit crimes across different force boundaries. At force level, the officers and staff that we spoke to use mobile data and body-worn video cameras to improve the way they interact with victims and witnesses, for example, by taking a statement and completing enquiries more efficiently.

How well does the force work with others?

HMICFRS inspected how well Lincolnshire 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

Local partnerships in the county, for example with the local council, trading standards and health, mean that the force can manage demand more effectively, and work collectively with others to offset the effects of reduced resources. The assistant chief constable attends county community safety partnership meetings, which provide a clear structure for handling joint priorities. These include anti-social behaviour and hate crime, domestic abuse, reducing offending, serious and organised crime, substance misuse and sexual violence. This work is further strengthened through a senior officer who is seconded to work in the county council as an assistant director and who helps bring together resources to focus on prevention work. A seminar is planned that will bring together force and partner organisations and their data to understand the total nature of the demand on all partners more effectively, as well as the potential consequences of reduced resources on each other's services. Agreement will be sought on where the most appropriate response to an operational problem lies, and changes will then be made to ensure that the right person, appropriately equipped, can respond to and deal with the incident.

The PCC's police and crime plan has identified collaboration with other blue light services as a way to make further savings and achieve resilience. The force is working well with Lincolnshire Fire and Rescue and East Midlands Ambulance services (EMAS). This collaboration project has made rapid progress and in April 2017 a shared headquarters with the fire and rescue service came into use. Construction of a tri-service campus in Lincoln and an estate review and rationalisation programme with emergency service and public-sector partners is expected to reduce spending on buildings. HMICFRS looks forward to monitoring progress, from joint location of services to meaningful integration and interoperability. As well as these larger projects, HMICFRS found practical examples of working

together. For example, regular contact between the force control room inspector and their equivalent in EMAS creates effective relationships and reduces demand on both organisations. EMAS supports a mental health triage car, staffed by a paramedic and a mental health practitioner, which provides officers with guidance and access to health service information systems.

The force's partnership with its private sector contractor is well established, and the inclusion of senior managers from this company at board level has been positive. The partner provides services across 18 organisational and operational functions. A ten-year contract, begun in 2012, guarantees savings of £36m over ten years. Savings achieved over the first five years exceed the contract commitment and are running at £5m each year.

The benefits of joint working

Collaboration with other police forces, the private sector and a range of other public sector partners is extensive. Over the last two years, HMICFRS has reported positively on how well Lincolnshire Police works collaboratively. Only local policing and crime investigation, including public protection, are provided solely by the force. The force can show that these arrangements have cut costs and increased resilience and capacity. The aim of this collaboration is to improve services for local communities.

The force has been involved in the evaluation of several collaborative arrangements with other police forces in the East Midlands region. The evaluations provide an assessment of the benefits and what potential development areas exist to enhance the service provided. The force is continuing to look for new opportunities to increase resilience across the East Midlands region, for example, through the creation of a shared anti-corruption unit and intelligence team.

Leadership driving innovation

The force has a good and growing appreciation of new ideas and approaches. Previously, new ideas could only be submitted alongside a fully developed business case. This is changing to widen the scope for innovation. For example, research was undertaken in other forces to identify a better replacement for the force's telephone system. It should be noted that the force implemented its mobile data solution, and listened carefully to frontline officers and their needs. It made these a priority and fixed problems quickly when they arose. For example, over 12 months (January to December 2016), the number of stop and searches that were recorded, using a mobile data device, rose from 25 per cent to 87 per cent. Most opportunities to exploit innovation and best practice are researched and put into use. For example, the force is collaborating with academics to bring in new ideas.

Summary of findings



Good

Lincolnshire Police has a growing understanding of the skills and capabilities it needs to meet present and future demand. The force records the training courses which members of the workforce have undertaken and the qualifications they received, but it does not collate information on non-operational skills such as other languages. It uses a broad range of approaches and techniques to understand the relative strengths of its leadership. However, it has not yet completed its formal audit of the skills of its leaders, which concentrates on their operational skills.

The force recognises the need for more accredited investigators and for the workforce to possess good skills in investigating digital crime to meet current and future demand. It is trying to recruit suitably qualified investigators from other forces, is increasing its provision for training investigators and is encouraging more officers to transfer to the criminal investigations department. However, financial priorities sometimes restrict the force from training for the skills that it requires to meet its future needs.

The force continues to prioritise its services and allocate its resources well. It has extensive experience of varying the levels of resources to meet different demands or reduce costs. The new policing model redirects resources to deal proactively with potential problems. The force can demonstrate significant benefits from its investment in ICT, such as mobile data and body-worn video cameras.

Lincolnshire Police is working well with others to manage demand and improve its services. It collaborates extensively with other police forces, the local council, other emergency services, academics and private-sector providers. The force can demonstrate how its collaborative work with others has cut costs and increased resilience and capacity.

Areas for improvement

- The force should complete an audit of leadership skills which will allow it to understand leadership capacity and capability, to identify any gaps and, if necessary, put plans in place to address them.

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 Lincolnshire 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

The force's assessment of emerging and likely future demand for its services is limited but developing. At a force level, there is a three-year planning cycle with partner organisations, such as the local authority and social services, which examines and agrees joint priorities. These priorities are documented in the 2015-18 community safety agreement for Lincolnshire and the community safety partnership has agreed to focus on: anti-social behaviour and hate crime; domestic abuse; reducing offending; serious and organised crime; sexual violence; and substance misuse. This works well and priorities are checked and refreshed on a yearly basis to ensure they are still suitable.

A series of awaydays, involving senior leaders, is planned over the months ahead to examine future demand in more detail. A previous session discussed the potential effect on workforce mix, and this links to future sessions on demand management; confidence and satisfaction; and on the use of IT and future technology.

Future considerations

Future plans should be influenced by public expectations of the police. An understanding of how this is changing should affect the ways in which the force plans to provide services. The PCC has an engagement strategy which explains how the PCC will engage with local communities on specific issues, and the public is able to submit its views annually on budget proposals.

The force expects public expectations of the police's provision of services to change. This is informed by research and by examining good practice in other organisations and police forces, but not always by asking people who live in Lincolnshire. For example, implementation of online crime reporting, which also enables the victim to

track the investigation of the crime, called 'Track my crime', is based on research and good practice from other forces. Analysis of the public's use of this facility in those forces shows that approximately 10 percent of crime is now reported this way. There are good examples of the force asking particular groups about their expectations. In one case, for example, it led to the production of comprehensive information in 'easy-read' format for people with learning disabilities and visual impairments, and for those whose first language is not English. However, no force-wide approach is planned, which would inform future plans in terms of what the public expects of the police, and how that is changing.

Investment in ICT and innovation are important elements of the PCC's police and crime plan. In addition, the force's comprehensive ICT plan demonstrates a commitment to tackling the changing nature of crime, harnessing opportunities, and improving productivity and public satisfaction. The force is using Home Office funding to improve its ICT and that of the East Midlands region. It plans to spend £9.53m over four years to develop a non-crime ICT system, carry out an ICT refresh, including the purchase of a new command and control system, and invest in the emergency services mobile communication programme. The force is upgrading its mobile automatic number plate recognition system to prevent criminals from using the roads, and it is exploring the use of drone technology.

Good local working arrangements are in place and service-level agreements exist with partner organisations, such as the county and district councils. A senior officer is seconded to the county council as an assistant director to help build up existing relationships and promote partnership work. Several good operational examples show how the force is working with others to become more efficient. For example, an arrangement is being extended for a mental health triage car, staffed by a paramedic and mental health nurse, and a mental health professional is being recruited in the force control room to ensure that the most appropriate agency deals with calls. The number of mental health beds has increased, the inspector in the control room and EMAS meet daily to identify calls relating to 'concerns for safety'¹¹ and to improve the work of the two services together. Collaboration between forces in the region is well-established, and the force misses few opportunities to collaborate further. Meanwhile, it continues to work with EMPAC and the University of Lincoln to examine research ideas and good practice which might improve efficiency.

This means that the force invests in ICT and technology and has good working arrangements in place with partner organisations to improve efficiency. What is less developed is how well it considers public expectations, and how well it is able to assess emerging or likely future demand.

¹¹ Concerns for safety are also known as 'safe and well' or 'concern for welfare' checks. Information available at: www.app.college.police.uk/app-content/mental-health/awol-patients/safe-and-well-checks/?s=safe+and+well

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

HMICFRS inspected how well Lincolnshire 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 is led by a new chief constable, who started in February 2017, and his senior team is changing after a significant period of relative stability. The deputy chief constable, an assistant chief constable and an assistant chief officer are new in post.

On the whole, the force's succession planning is mostly good, although a destabilising effect is visible at some ranks, as officers in temporary or acting roles carry out many jobs. Changes are often well thought through and support the development of the individual as well as meeting the organisation's needs. However, in other cases, for example in public protection teams, some officers and staff we spoke to felt that the frequent placing of new supervisors and managers had upset the balance of the organisation.

Continuous professional development is limited, although the new professional development review process is designed to identify training and development needs more effectively and ensure that they are tailored to the individual's development. In the six-monthly supervisor and line-manager seminars, the content is customised to reflect requests and feedback from officers and staff.

This means that leaders are being developed for the future, but, as the force faces significant financial difficulties, the force may have to take hard decisions. The number of temporary ranks, and the effect this has on effective succession planning, sometimes distorts decision making.

Recruitment

The force recognises that identifying and responding to the gaps in leadership capability will be important when it comes to putting new ways of working in place. It supports Fast Track applications, although it does not support Direct Entry candidates.¹² A talent management programme develops the most talented one percent of its workforce up to inspector level and police staff equivalent. However, there are no officers and staff from black, Asian and minority ethnic communities above the rank of inspector and very few women officers and staff hold senior positions. The force recently ran inspector-to-superintendent promotion processes

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

but, because it chose not to advertise these positions externally, it might be missing opportunities to increase the diversity of teams and to seek talented individuals from elsewhere.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Lincolnshire 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 force provides policing services to the communities of Lincolnshire at one of the lowest costs per head of the population in England and Wales in 2016/17. It has a small workforce, and relies heavily on local funding through the council tax precept. Work conducted by the Home Office in 2015 on a revised police funding allocation formula estimated that Lincolnshire Police could expect to receive an additional £8m of government grant each year. In March 2016, the government announced that the application of this revised formula would be suspended pending an announcement in June 2017. The force has prepared a medium-term financial plan (MTFP), which assumes that by 2018/19, a revised police funding formula will be in place, and that Lincolnshire Police's share of government grant will rise by £3m in 2018/19 and £6m each year thereafter.

The force has a good track record of meeting its required savings target, but the impacts of changes to the funding formula are potentially significant. At the time of inspection, the force predicted a significant budget deficit in April 2018 and this is a considerable concern to HMICFRS as it means that the force depends heavily on the PCC's financial reserves to balance the budget. Should the formula review not provide the increased funding currently included within the MTFP, further use of reserves to balance the budget will not be sustainable. This is a real risk to the force and means that it might have to make important decisions on an alternative way of organising itself, its operating model, with a reduced budget.

In HMICFRS' 2016 efficiency report, we explained that, in order to make these savings and balance its budget, the force would need to reduce significantly the number of officers and PCSOs, as well as the staff who support these services. We recommended that the force 'should continue to develop more detailed plans in relation to how it will continue to provide services, with regard to potential changes in future funding arrangements'.

The force began a priority-based budgeting exercise to model potentially significant changes to the level of services. The exercise examined those functions that lie solely within the domain of Lincolnshire Police. Departmental business leads produced a number of fully costed options to the following levels: enhance, maintain, or reduce the service, or to provide a minimum service. These plans went through a

formal challenge process, led by chief officers. At the time of inspection, the plans were not fully developed so the force is not yet able to make decisions about how different options may affect service in different ways. Each option identifies some potential interdependencies, but these are not fully mapped across the four different service levels, including the risks and problems associated with combining different options.

The force estimates that if it maintains the current budgeted number of police officers, staff and a planned reduced number of PCSOs, it will have a budget deficit in 2018/19. Because the priority-based budgeting exercise was not far enough forward at the time of the inspection, the force was unable to demonstrate a clear plan about how it will deal with the anticipated budget shortfall in April 2018. The force can take some decisions this year to give itself more time, for example, it can stop planned officer recruitment. However, this may mean a less co-ordinated workforce plan and sporadic succession planning, as the force rapidly falls below a deployable strength of 1,000 officers.

The recent changes in the force leadership team have inevitably resulted in a pause in some of the decision-making processes, to allow the new chief officer team time to review the future plans. HMICFRS looks forward to the new chief constable, and his team, taking on these challenges and it is confident that they will develop clear plans and take swift action to ensure the force can maintain effective policing if funding is not increased in line with expectations.

Savings

Despite the financial problems that the force is facing, it is making savings to invest in activities that will maintain or improve its efficiency. The force has already reconfigured 47 police officer posts and 5 police staff roles to make better use of its resources to meet changing demand. This has enabled it to move people, for example, into child protection, missing persons, domestic abuse and integrated offender management. The force has also invested in additional posts in certain principal areas, for example, in the professional standards, performance and analysis departments. The investments in ICT (£1.21m) and the force's blue light collaboration arrangements (£6.9m) have already been set out in this report, as has the work it is leading in the region by implementing a non-crime ICT operating system (£9.53m). The investment in mobile data devices and body-worn video cameras to officers in the field is notable. This means the force is still showing commitment and is investing to increase its capacity and capability.

Summary of findings



Requires improvement

Lincolnshire Police's assessment of emerging and likely demand for its services is limited but developing, and it does not always consider public expectations. The force invests well in ICT and other technology to improve efficiency and shows a good commitment to projects that should increase its capacity and capability.

The force's succession planning is mostly good. The new professional development review process is designed to identify training and development needs more effectively and ensure they are tailored to the individual's development. Future leaders are being nurtured but the force might be missing opportunities to increase the diversity of its teams and to seek talented individuals from elsewhere.

Although its priority-based budgeting exercise produced a number of fully-costed options on future service levels, the force was not far enough ahead at the time of inspection to show a clear plan to deal with an anticipated budget deficit in April 2018. HMICFRS looks forward to the new chief constable, and his team, taking on these challenges and maintaining effective policing if funding is not increased in line with expectations.

Cause of concern

The lack of clear financial plans to deal with a range of future funding scenarios in Lincolnshire Police is a cause of concern to HMICFRS. It means that it is not possible for us to be certain that the force will continue to be able to provide efficient and effective policing in the future.

Recommendation

- To address this cause for concern, HMICFRS recommends that, within three months of publication of this report, the force should work with partner organisations and expert support explicitly to link its financial plans with the revised operating model, the revised operational plans and the revised workforce plans. All of these must be informed by a comprehensive understanding of demand.

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.¹³ 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).

¹³ 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.