

# PEEL: Police efficiency (including leadership) 2017

An inspection of Norfolk Constabulary



November 2017

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## Introduction

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

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

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

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

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

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

Our report on Norfolk Constabulary's legitimacy inspection will be available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/norfolk/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/norfolk/)) 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/norfolk/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/norfolk/).

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

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers

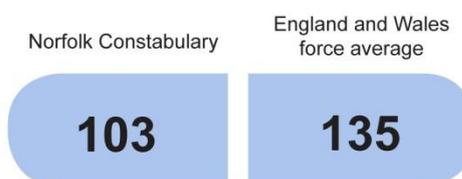


Planned change in total workforce



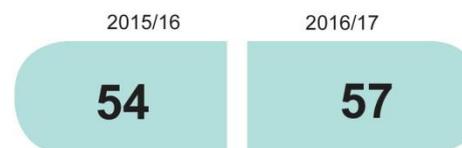
### Calls for assistance

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

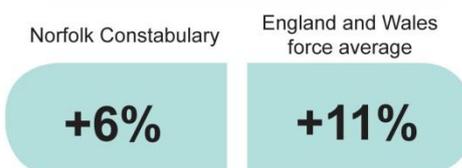


### Recorded crime

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



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



For further information about the data in this graphic please see annex A

# Overview – How efficient is the force at keeping people safe and reducing crime?

## Overall judgment<sup>2</sup>



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

## Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Norfolk Constabulary has an outstanding understanding of the current and likely future demand for its services, which is based on research and analysis. The force analyses data from public organisations such as local councils, health services and the fire service. The joint performance and analysis department with Suffolk Constabulary does high-quality, innovative work, supported by robust academic research and scrutiny. The force has a good understanding of more complex and hidden demands (such as modern slavery and so-called honour-based violence) and has analysed demand which can be prevented or responded to by a more appropriate agency.

The force has effective processes to manage, prioritise and filter demand. Its contact and control room has impressive arrangements in place to ensure that structured assessment is used to manage demand. It is trialling a new district triage team to

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

manage calls from the public which do not require an immediate police response, and is proposing two investigation hubs to group its specialist resources to increase its flexibility.

Norfolk Constabulary has an impressive range of working arrangements with other police forces and external organisations to help save money and improve the services it provides. For example, it has collaborated with Suffolk Constabulary on a revised ICT strategy and is sharing a number of premises with Norfolk Fire and Rescue Service. The force has a culture of innovation and continuous improvement, led by the chief constable and supported by senior leaders, and it encourages its workforce to suggest new ideas.

The force has a good understanding of the current skills and leadership capabilities of its police officers, but now needs to develop a similar understanding for its police staff. The force could do more to understand fully what skills it needs in its leaders now and in the future. It uses the annual staff appraisal and continued professional development plans to identify the development needs of both officers and staff, and is seeking new talent from outside the force.

Norfolk Constabulary has a good record of making necessary savings. The force seeks to identify inefficient processes, and has robust quality assurance mechanisms to ensure that its efforts to achieve efficiency do not lead to demand being suppressed. It engaged external consultants to help develop a new approach to allocating money internally, called outcome-based budgeting, which gives it a better understanding of how it uses its resources and what is achieved as a result. Its plans for the future appear to be realistic and achievable, although it realises that making the required savings will be difficult.

#### **Area for improvement**

- The force should undertake appropriate activities to understand fully its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

## **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.

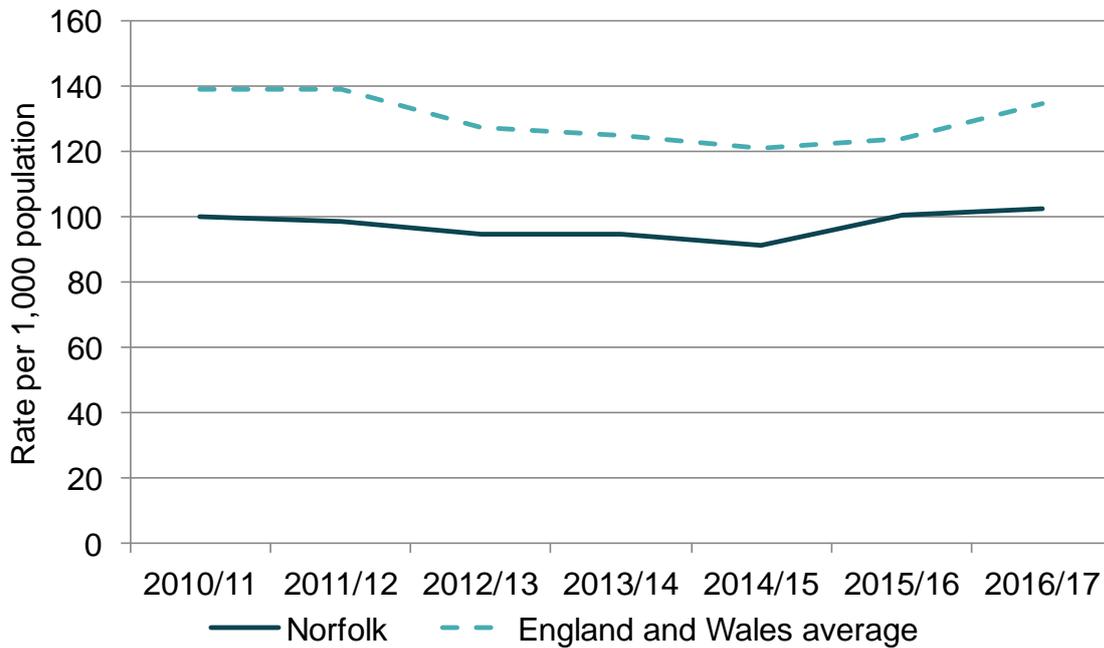
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond 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 Norfolk Constabulary understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

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

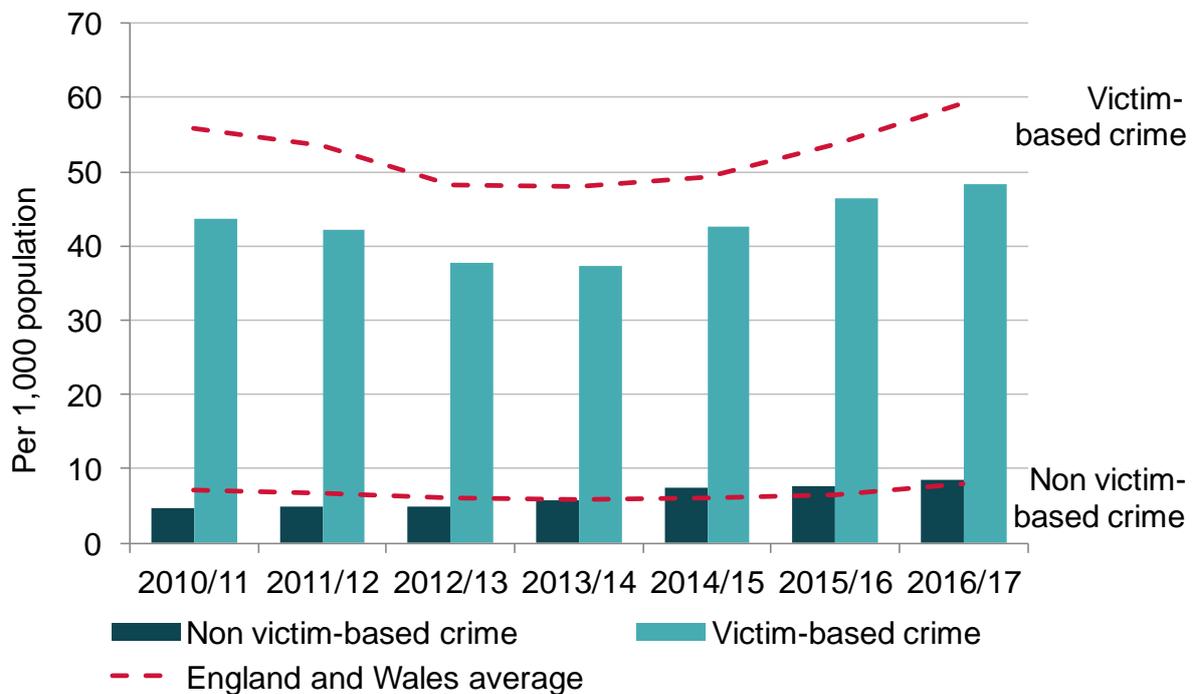
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Norfolk Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

Norfolk Constabulary recorded 103 999 calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has increased from the 100 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was 100 calls per 1,000.

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



Source: Home Office Police-recorded crime data

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

The rate of victim-based crime per 1,000 population in Norfolk in 2016/17 was 48.4 crimes. This is higher than the rate in 2010/11 of 43.6 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 37.3 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 Norfolk Constabulary the rate of non victim-based crime per 1,000 population in 2016/17 (8.6 crimes) was higher than in 2010/11 (4.8 crimes). The rate has steadily increased over that period. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

Norfolk Constabulary continues to have a comprehensive understanding of the current demand for its services. HMICFRS' 2015 and 2016 efficiency inspections found that the force had a very good understanding of its current demand, extending beyond an assessment of calls for service from the public. The force uses comprehensive data sets from other public organisations such as local councils, health services and the fire service to inform its assessments. The joint performance and analysis department (JPAD), makes the analysis. The JPAD is a collaboration with Suffolk Constabulary. HMICFRS considered the work of this department to be of high quality, innovative and supported by robust academic research and scrutiny through the Better Policing Collaborative.<sup>3</sup> Norfolk Constabulary receives regular visits from other police forces in the UK seeking to observe and learn from its approach.

Norfolk Constabulary continues to increase its understanding of other types of demand that affect it and other public organisations. The force is able to anticipate fluctuations in demand throughout the year, making use of historical data and other sources of information, such as assessments of risk in relation to planned events and changes in seasonal demand. The force has undertaken research to project future demand in the longer term and has recognised the inaccuracies inherent in this type of prediction. Accordingly, the force has attempted to develop a more flexible response to meeting demand, in particular for those offences which require

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<sup>3</sup> The Better Policing Collaborative is a joint venture involving a number of universities as well as the organisation Skills for Justice. It provides an opportunity for the force to apply an academic evaluation of specific areas of policing, providing the force with a better understanding of what does and doesn't work and allow it to make future decisions based on strong evidence.

investigators to have additional skills, such as cases of child abuse. The force has undertaken analysis on the demand which can be prevented, or responded to by a more appropriate agency. This includes work with the fire and rescue service in responding to calls from members of the public concerned about friends or neighbours, working with mental health practitioners to provide more appropriate and specialist care within the force contact and control room, and investment in the early help hubs.<sup>4</sup>

### **More complex demand**

Norfolk Constabulary has a good understanding of the more complex and hidden demand for its services. It gained this from the research and analysis it has undertaken in areas such as modern slavery, so-called honour-based violence, vulnerable adults, malicious communications such as sexting, and the effects of an increasingly elderly population suffering from dementia. This helps the force to understand demand in matters that are less obvious, or less likely to be reported by victims or the public. The force continues to develop its understanding of these hidden demands, and is planning to undertake further research in the areas of sexual offences such as rape, stalking and harassment, serious and organised crime, and what makes people vulnerable.

The force, in conjunction with Suffolk Constabulary, has recently refreshed its strategic assessment. The assessment uses this analysis, together with data and information from a wide range of public sector agencies and law enforcement agencies, to identify the risks it needs to address in keeping people safe. This assessment is based on analysis of national, regional and local operational crime threats facing the community. The force has enhanced its analysis and now uses MoRiLE,<sup>5</sup> which is a more sophisticated method of identifying the threat, risk and harm associated with different types of demand, as well as considering the organisation's capability and capacity to respond in addressing the types of demand.

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

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

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<sup>4</sup> Early help hubs, by providing a single location where a range of agencies and public services offer help and support to members of the public, aim to prevent problems from reaching a crisis point that requires a police response.

<sup>5</sup> MoRiLE is the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes, which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

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

Norfolk Constabulary has effective arrangements to manage, prioritise and filter demand. The force prioritises demand as identified in the force's strategic assessment. It manages those identified risks through its control strategy, which is aligned to the police and crime commissioner's (PCC) police and crime plan. The force is effective in how it manages demand, using a structured assessment known as THRIVE (which considers the factors of threat, harm, risk, investigation, vulnerability and engagement) to help determine how it deploys officers to incidents or calls for service from the public. The force contact and control room has impressive arrangements in place to ensure that this assessment is appropriately applied. The force is currently trying out a new district triage team, located at Diss police station. A small team of staff oversees and manages locally those calls from the public that do not require an immediate response. This allows for local resources to be used more effectively in managing appointments with members of the public. The force will assess this new approach, comparing it with how demand is managed across the rest of the county, to see if locally managing demand is more efficient.

Norfolk Constabulary has a culture of continuous improvement. It routinely identifies inefficient processes, improving how it operates and becoming more efficient. The force has an impressive change team with a detailed programme of work, continually assessing how the organisation operates, to identify better ways of working. The force undertakes analysis of internal demand, such as why people are absent from work due to sickness, and the extra demand on resources when officers are required to guard people who have been arrested but need to attend hospital to receive medical treatment, or who require constant observation while in police custody.

The force, together with Suffolk Constabulary, is developing a system to predict how likely it is that a crime will be solved based on the information available. The 'solvability matrix' takes into account factors which are associated with a higher probability of a crime being solved, and can be used to assess the most effective allocation of resources to investigate the crime. The work, developed by JPAD and the Better Policing Collaborative, is currently being tested against several crime types to assess whether it will enable both forces to predict accurately whether a crime can be solved before allocating resources to the investigation. This will help both forces to allocate their resources efficiently to investigations which have the best likelihood of success.

Norfolk Constabulary has robust quality assurance mechanisms in place to prevent its efforts to achieve efficiency inadvertently leading to some areas of demand being suppressed, and some members of the public receiving a reduced service. HMICFRS observed arrangements within the force contact and control room, the various daily management meetings which consider demand and the resources

available to respond, as well as various force performance meetings, and found no evidence of calls for service from members of the public being downgraded until resources were available.

Norfolk Constabulary is good at making sure it achieves the benefits from changing how it operates to become more efficient. The force has made good progress since HMICFRS' 2016 efficiency inspection, where we identified that the force needed to ensure it made the most out of its investments in ICT, and needed to consider how it make better use of ICT to manage demand more efficiently.<sup>6</sup> The force is currently in the process of equipping frontline staff with body-worn video cameras, and is purchasing the equipment its workforce will need to enable them to become more efficient while working away from police premises and on patrol. Staff told us that the initial problems experienced with the introduction of the Athena crime and intelligence system appear to be improving, although there is still much to do before the force realises the full benefits of this new system. The force has effective governance arrangements in place to monitor the benefits of its various change programmes and recently employed an ICT specialist to oversee the implementation of the force's finance and human resources system, to ensure it makes the most of this investment.

### **Leaders promoting innovative thinking**

Norfolk Constabulary has an impressive record of innovation and continuous improvement, led by the chief constable and supported by senior leaders across the organisation. The workforce is encouraged to suggest new ideas by various means, including the evidence-based policing group, chaired by the chief constable, which gives staff the opportunity to bid for funds to test new ideas. Staff were aware of the various ways of suggesting new ideas and felt comfortable in using them. Overall, staff we spoke to felt that the force was receptive to new ideas, and we found evidence of the force adopting suggestions from the workforce to improve efficiency and the service the force provides. A recent example is the use of unmanned aerial vehicles, commonly known as drones, to support frontline policing. This idea was suggested by a member of the workforce, and is now in operation by the force.

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<sup>6</sup> Our recommendation was that Norfolk Constabulary should develop a better understanding of how the benefits of investing and using ICT affect its ability to meet current and likely future demand efficiently, with a view to updating its ICT strategy.

## Summary of findings



### Outstanding

Norfolk Constabulary is outstanding in how it evaluates current demand for its services. It uses data sets from other public organisations such as local councils, health services and the fire service to inform its assessments. Analysis is undertaken by the joint performance and analysis department with Suffolk Constabulary, which does high-quality, innovative work, supported by robust academic research and scrutiny. The force is able to anticipate fluctuations in demand throughout the year, and has undertaken research to project future demand in the longer term. It has also undertaken analysis on demand which can be prevented or responded to by a more appropriate agency. The force has a good understanding of more complex and hidden demands for its services.

The force has effective arrangements to manage, prioritise, and filter demand. Its contact and control room has impressive arrangements in place to ensure the structured assessment known as THRIVE is applied appropriately. The force is trialling a new district triage team that manages those calls from the public which do not require an immediate police response, which allows more effective use of local resources in managing appointments with the public.

Norfolk Constabulary has an impressive culture of innovation and continuous improvement, led by the chief constable and supported by senior leaders. Its change team has a detailed programme of work. The force routinely identifies inefficient processes, improving how it operates and becoming more efficient. Robust quality assurance mechanisms ensure that the force's efforts to achieve efficiency do not lead to demand being suppressed. It is issuing its frontline staff with body-worn video cameras, and purchasing smart phones and tablets to improve mobile working. The workforce is encouraged to suggest new ideas, and is confident in doing so. For example, a member of the workforce suggested the use of unmanned aerial vehicles, commonly known as drones, to support frontline policing and this idea has been adopted by the force.

## 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.

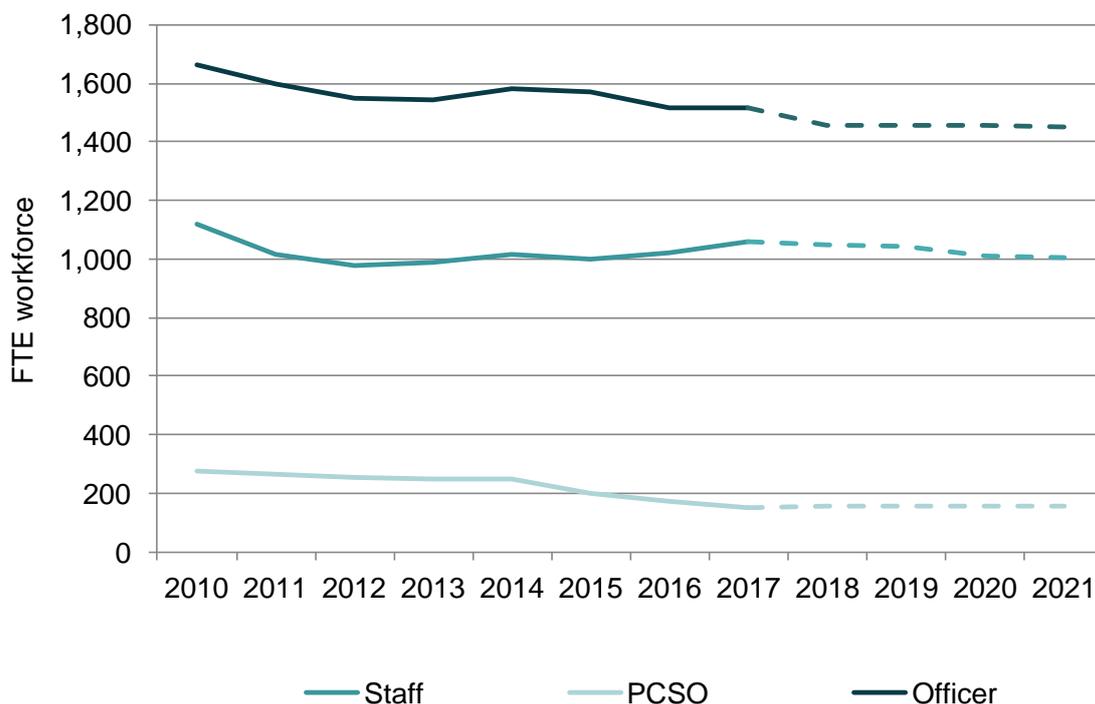
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

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

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will decrease by 65.0 FTE (4 percent) from 1,515 to 1,450. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

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



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

The number of staff working in Norfolk Constabulary is projected to decrease by 53.9 FTE (5 percent) from 1,060 to 1,006 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Norfolk is projected to increase by 6.1 FTE (4 percent) from 149 to 155 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Please note that this information is based on data submitted by the force at the time of inspection and does not reflect subsequent public announcements by the force that by 2020 it will no longer employ any PCSOs.

In HMICFRS’ 2016 efficiency inspection, we stated that the force needed to understand fully its workforce's capabilities, in order to identify any gaps, and put plans in place to address them. The force has made progress in this area and has developed an understanding of the current capabilities and gaps in skills among police officers. The force now understands what skills are needed in specific posts as well as those gaps in skills across the organisation. The force has achieved this by improving how it supports and engages with heads of department to identify gaps in meeting current and future demand, and through more effective workforce and succession planning for 2017/18. The force now needs to ensure it develops a similar understanding about the capabilities of police staff across the organisation.

The force's joint human resources (HR) department with Suffolk Constabulary currently monitors over 200 separate skills required by the workforce to enable them to perform their roles effectively. The force has collated the operational skills of its officers, and these are now stored and monitored centrally. This work, together with the assessments undertaken by heads of department, has enabled the force to identify gaps in the skills it requires for officers. The force has yet to conduct an audit of the skills held by all police staff, or of non-operational skills, such as the ability to speak a second language, knowledge of which is still held locally.

The force has made progress in addressing the gaps in the skills of its workforce. Plans to address these gaps are outlined within its workforce plan for 2016/17, which identifies both shortages and surpluses in skills within the Norfolk and Suffolk Constabularies. The force is currently addressing a shortage of detectives by means of a recruitment strategy, which includes attracting qualified detectives to transfer from other forces and using police staff investigators.

The force has recognised that it will need a more flexible workforce to meet future demand. It is currently researching the development of two investigation hubs across the county, housing specialist investigators able to support a range of different investigations, such as child abuse and serious sexual offences. HMICFRS has reviewed these plans, which reveal a detailed understanding of the type and number of skills required.

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

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

Norfolk Constabulary needs to do more to understand fully what skills it needs in its leaders, both now and in the future. The force needs to build on the work it has undertaken to understand the leadership capabilities of its officers in order to have the same level of understanding for police staff leaders. The force sets out its leadership expectations, and how it plans to understand future leadership capabilities, within its joint leadership strategy with Suffolk Constabulary. The strategy is inclusive of both officers and police staff, and outlines the courses and or qualifications expected for each leadership role. These include external courses with the College of Policing, and internal courses and modules within the force's online learning portal. The force has recognised the need to train its leaders in the skills needed to make sensible decisions that are based on sound evidence, to ensure that decisions made now and in the future meet both demand and public expectations. The force has arranged master classes in evidence-based policing, and offers master's degrees in evidence-based policing for selected staff.

Although the products and support available to its leaders look impressive, the force needs to continue its work to collate the current capabilities of its police officers beyond that of operational skills so that it can identify development opportunities to ensure that it has the ability to meet future leadership demands. It then needs to expand this process to include police staff, to enable the organisation to understand fully the current capabilities of its leadership.

The force has a joint leadership development programme with Suffolk Constabulary which provides the tools and support to develop its leaders, to ensure that they have the necessary skills to meet the current and future needs of the organisation. The force routinely selects police staff leaders from outside the organisation to fill specific roles, for example the recent employment of the head of learning and development. It has also recruited senior police officers from outside the force for several significant roles.

The force has a workforce strategy to help manage the numbers and skills of its workforce. However, we found that the links between the workforce strategy and the force's leadership and development strategy could be improved to ensure that the workforce and leaders have the appropriate skills and experience to meet current and future demand.

## **How well does the force allocate resources?**

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

### **Prioritisation and cost**

Norfolk Constabulary is able to prioritise its resources effectively, having a detailed understanding of the current and likely future demand, together with a good understanding of what the public expects from the force. The force has recently revised its profile of the risks facing the people of Norfolk. This analysis has now evolved to consider the threats, risks and harm caused by a wide variety of crime types, while also taking into account the force's ability to respond. As a consequence of this work, the force is able to apply robust analysis to its decisions on how best to prioritise its activities and allocate its resources to meet local, regional and national policing requirements and the expectations of the public.

In October 2016 the PCC published his police and crime plan for 2016 to 2020. The plan identifies his policing priorities following consultation with the public and other interested parties, and has been used to support the force's understanding of what

the public expects from the force.<sup>7</sup> In addition, in 2015 the force undertook its own appraisal of public expectations in the form of a community safety survey, with over 3,000 responses across both Norfolk and Suffolk. The force plans to repeat this survey in 2017, making extensive use of academic sources and expertise, to assess how public expectations may have changed. The force's understanding of demand and of public expectations enables it to ensure that its approach both keeps people safe and meets the needs of the community it serves.

Norfolk Constabulary made progress after HMICFRS' 2016 efficiency inspection in developing its understanding of the costs of each of the services it provides, and what outcomes or results are achieved. The force recognised that, although it had a good understanding of the costs of the services it provides, it knew less about outcomes or results. To improve the latter understanding, the force engaged external consultants to help develop a new approach to allocating money internally, called outcome-based budgeting. This new approach gives the force a better understanding of how it currently allocates its money and uses its resources, and what is achieved as a result. This information has been used by the force to support decisions to identify savings or to increase existing levels of investment in particular areas.

The force is able to redirect its resources quickly to meet demand. Local officers who attend emergency calls are often asked to work from different locations to support colleagues where officer levels are low, or to manage increases in demand. The force acknowledges that this is happening regularly because of current abstractions from frontline policing (how often staff are taken away from their own roles to support others) and is currently recruiting more frontline officers. During our inspection, we spoke to frontline staff who said they felt particularly stretched, and expressed views about the force's leadership. As a result, we reviewed a wide range of performance information but found no evidence that the current levels of abstraction were impairing the operational effectiveness of the force. Although the force is unable to predict the impact of moving officers and staff around the force, it is closely monitoring performance and the welfare of its staff, to ensure that maintaining the current level of performance does not impair the health and wellbeing of its workforce.

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<sup>7</sup> Details of the consultation conducted by the Norfolk police and crime commissioner can be found at: [www.norfolk-pcc.gov.uk/documents/meetings/panel/june-16/Police-and-Crime-Plan-Consultation-2016-20.pdf](http://www.norfolk-pcc.gov.uk/documents/meetings/panel/june-16/Police-and-Crime-Plan-Consultation-2016-20.pdf)

## **Investment**

Norfolk Constabulary is able to demonstrate that, overall, it uses its investments to best effect, in line with the PCC's objective of ensuring good stewardship of public money. The force uses the knowledge and information gathered through the Better Policing Collaborative, the Norfolk 2020 challenge programme, and outcome-based budgeting to inform its investment decisions.<sup>8</sup>

In HMICFRS' 2016 efficiency inspection, we noted that the force needed to ensure it achieved the maximum benefit from its investment in ICT. We found evidence of progress during this year's inspection. A specialist has been employed to ensure the force makes the most out of its investment in its new finance and HR system, to make it more efficient and reduce paperwork. The workforce told us that they were beginning to see improvements in the stability of the new crime and intelligence system.

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

HMICFRS inspected how well Norfolk Constabulary has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include working jointly with other police forces, local public sector organisations, the private sector and the voluntary sector. We looked at whether the force has a clear rationale for the decisions it has taken about how it works with other organisations and other forces, and whether it has a good understanding of how successful its joint working is.

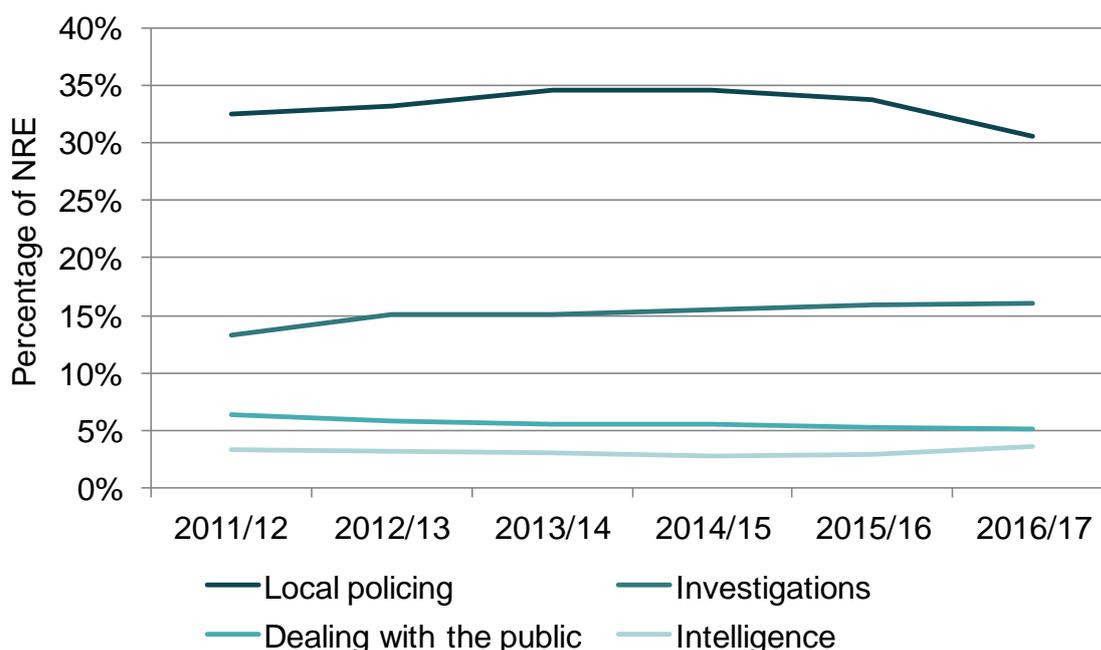
The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

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.

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<sup>8</sup> The Norfolk 2020 Challenge Programme undertakes detailed analysis of the policing services provided by the force, to drive improvements in public service and identify efficiencies in both time and money.

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



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

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

In Norfolk, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 32 percent in 2011/12 to 31 percent in 2016/17. Estimated expenditure on investigation has increased from 13 percent to 16 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.

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

Norfolk Constabulary has an impressive range of working arrangements with other organisations to manage demand and improve public services. It engages in a wide variety of force level and local initiatives, and shares costs, premises and staff to provide a more efficient service to the public. A good example is the introduction of an early help hub in South Norfolk. This single location is occupied jointly with other public services such as children's services, an independent living team and a family intervention project as a one-stop shop to help the public. After a robust evaluation, a similar hub is now operating in Broadland District, and the model is being developed in a further four locations. The force works with external agencies to manage demand jointly in other areas, such as working with health professionals and the voluntary sector to reduce street drinking and to manage the night-time economy.

The force recognises that reduced public sector funding poses risks to current and future joint working across a range of public sector organisations. The deputy chief constable meets senior leaders from the county and district councils, together with children's services and directors of voluntary sector organisations, in order to gain a

better understanding of the position of all those agencies that provide services to the public, and to develop a joint response to maintaining public services. The force recognises that a new approach to how services are maintained in the future will be required as a result of a reducing level of resources across a range of public sector and voluntary organisations. The force has created opportunities to involve local people in addressing local problems, by introducing seven community engagement officers who are responsible for recruiting, training and deploying volunteers in areas such as the Special Constabulary, for the police cadet scheme, and for forming local community speed watch teams to reduce speeding in local communities.<sup>9</sup>

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

Norfolk Constabulary has an impressive record of working collaboratively with other police forces and public sector organisations to reduce costs, manage demand and provide a more co-ordinated service. The force has an established approach to working with others. It recognises that this is not just about savings, but should also focus on providing better public services. The force has a strong record of achieving savings through collaboration, and the force stated in its updated medium-term financial plan that it had saved £15m over the last spending review period from 2010 to 2015 through collaborative working with Suffolk Constabulary.

The force recognises that in order for organisations to work together effectively, they need to be able to share information quickly and securely. The force has developed a revised ICT strategy with Suffolk Constabulary which recognises the need to invest in a sound ICT infrastructure that will enable a range of public services to achieve the most out of joint working. The force is establishing what ICT systems the different organisations across the region use, a process which will provide further opportunities to share services and reduce costs. Both constabularies are now actively working with other police forces within the region to achieve greater economies of scale in the area of staff vetting. They have also appointed a regional head of procurement to make the procurement of goods and services more efficient, as well as establishing a specialist unit to identify and investigate allegations of police corruption. The force is also realising the non-operational benefits of collaboration, and is working with Norfolk Fire and Rescue Service to share premises, which will help to reduce estate costs. It currently has joint facilities at Sheringham and Wymondham, with an additional three sites identified for occupation in 2017–18.

### **Leadership driving innovation**

Norfolk Constabulary is an innovative force, with a culture of continually reviewing how it can improve the services it provides to the people of Norfolk. Innovation is led by the chief constable, supported by senior leaders across the workforce, and staff

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<sup>9</sup> More information can be found at: [www.norfolk.police.uk/join-us/volunteers](http://www.norfolk.police.uk/join-us/volunteers)

told us they felt confident in suggesting new ideas. The chief constable takes personal responsibility for promoting innovation, and chairs a board at which officers are invited to bid for funds to test new ideas, and are often given the opportunity of taking these ideas forward as part of their personal development. Strict criteria are set to ensure that bids are objectively based on best practice, innovation and sustainability.

The force evaluates the effectiveness of new ideas through a rigorous process of assessing existing academic research in specific areas, engaging with the workforce to seek their views, piloting new projects and conducting robust evaluation through external academic institutions or JPAD, before ideas are adopted. For example, the University of East Anglia evaluated the benefits of mental health triage within the force contact and control room before it was introduced. By training its staff and ensuring that current and future leaders are able to assess the benefits of proposals and ideas, the force is putting in place a culture of making decisions based on evidence. This should ensure that decisions affecting how services are provided in the future are based on a robust evaluation of evidence.

## Summary of findings



**Good**

Overall, Norfolk Constabulary is good at how it uses its resources to meet demand and public expectations. The force has made good progress in understanding the current capabilities and gaps in skills among police officers. It has collated the operational skills of its officers and these are now stored and monitored centrally. The force now needs to develop a similar understanding of the capabilities of police staff. It understands what skills are needed in specific posts, and the gaps in skills in the force.

Although it has a good knowledge of the current leadership capabilities of its officers, it needs to develop this for police staff. The force could do more to understand fully what skills it needs in its leaders. It has recognised that leaders need the skills to make sensible decisions based on sound evidence and so has arranged classes and master's degrees in evidence-based policing for selected staff.

Norfolk Constabulary has highly effective processes in place to prioritise its activities and allocate its resources, based on a detailed understanding of current and likely future demand. The force engaged external consultants to help develop a new approach to allocating money internally, called outcome-based budgeting, which gives it a better understanding of how it allocates its money and uses its resources, and what is achieved as a result. Overall, it uses its investments to best effect.

The force has an impressive range of working arrangements with other police forces, public services, voluntary organisations and the public to help save money and improve the services it provides. The force has collaborated with Suffolk Constabulary on a revised ICT strategy, on a regional head of procurement to make the procurement of goods and services more efficient, and on a specialist unit to identify and investigate allegations of police corruption. Norfolk Constabulary is an innovative force, with a culture of trying new ideas which are evaluated robustly to establish what works. The chief constable takes personal responsibility for promoting innovation and chairs a board at which officers are invited to bid for funds to test new ideas.

#### **Area for improvement**

- The force should undertake appropriate activities to understand fully its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

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

### Predicting future demand

Norfolk Constabulary has a highly effective process in place to analyse demand and identify trends. The force uses data from a wide range of sources and other agencies such as health, local authority and the voluntary sector. The force has a programme of research and analysis, supported by robust academic evaluation through the Better Policing Collaborative, to enable it to understand demand better and identify trends. The JPAD has designed and maintains a performance framework which considers relevant data from the police and other agencies to show current demand and predict future demand. Reports are produced monthly and are reviewed by senior leaders and managers, enabling them to understand current and future demand better, as well as the implications on resources to meet demand. At the time of inspection, the JPAD was planning to pilot a new version of the performance framework in August 2017, aiming to improve its ability to predict future demand, allowing for a more accurate reflection of seasonality or predictable trends.

Norfolk Constabulary has a good understanding of the parameters of future demand, having completed a force strategic assessment in September 2016. This assessment considers a wide range of problems that will affect the force now and in the future, and supports the force in developing a coherent response to meeting future demand. HMICFRS has reviewed this document and found that it addresses a wide range of concerns, including reduction in European funding following Brexit, as well as emerging crime trends such as modern-day slavery, as well as national, regional and local policing demands. The force has carried out analysis to predict trends in future demand, and to identify how demand may change over time, but recognises the inherent limitations of such predictions, which are based primarily on

historic data. Through this analysis, the force has recognised that it will need to use its workforce in a more flexible way in the future, if it is to meet changes in crime types and the predicted increase in demand.

### **Future considerations**

Norfolk Constabulary has developed a good understanding of the public's expectations through undertaking wide-ranging consultation with the public at force and local level. Norfolk and Suffolk Constabularies undertook a community safety survey in 2015 through the Better Policing Collaborative, receiving over 3,000 responses across both forces, to identify the public's concerns and expectations about the police. Both forces plan to repeat this exercise in 2017 to identify how expectations have changed. The force also uses feedback received from the public from various engagement events and activities conducted by the PCC, as well as undertaking various surveys of victims of crime, to inform its overall understanding of public expectations. The feedback from consultations with the public has influenced the force's priorities contained within the PCC's police and crime plan. Changing public expectations have led the force to develop its force website to allow members of the public to find information and to report crime online.<sup>10</sup>

Norfolk Constabulary has considered how technology can help the force to improve, while also recognising that criminals are exploiting changes in technology. The force has made good progress since last year's efficiency inspection. It started equipping its frontline officers with body-worn video cameras in May 2017 and is currently in the process of purchasing smart phones and tablets that will enable frontline officers to work more efficiently when on patrol or responding to incidents. The force has revised its joint ICT strategy with Suffolk Constabulary for 2017–20, which is currently awaiting agreement from the two chief constables before it is published. This strategy considers how new technology will support how the force works in the future. The force, together with Suffolk Constabulary, has invested in new technology to enable digital evidence to be downloaded from computers, tablets and mobile phones. HMICFRS visited the joint high-tech crime unit during 2016's effectiveness inspection and found it to be impressive. The unit has the ability to download data from several machines simultaneously, and the number of devices awaiting examination was low. The ability to analyse devices quickly to secure evidence provides effective and timely support to investigations.

The force has effective working practices in place with other police forces, public sector organisations such as children's services, and voluntary sector organisations such as Autism Anglia. The focus on working together is to identify savings, but also to ensure that organisations work more effectively in providing more co-ordinated and effective services to the public. The force is making additional collaborative

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<sup>10</sup> Details of how to report a crime online can be found at: [www.norfolk.police.uk/contact-us/report-something/report-crime](http://www.norfolk.police.uk/contact-us/report-something/report-crime)

arrangements with the other police forces in the region (Suffolk, Bedfordshire, Cambridgeshire, Hertfordshire, Essex and Kent) to improve savings, efficiency, and value for money. The force's investment in ICT infrastructure will have longer-term collaborative benefits through the use of a secure network to support the sharing of information as well as the ability for organisations to share ICT systems to improve interoperability and save money.

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

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

### **Succession planning**

In HMICFRS' 2016 efficiency inspection, we stated that Norfolk Constabulary's chief officers had a good understanding of the relevant skills, experience and development needs of senior leaders. The force has developed its understanding of the leadership skills and capabilities across all its police leadership ranks, but needs to do more to develop an understanding of what leadership skills will be required in the future. The force needs to develop a similar understanding for police staff leaders. The force sets out its leadership expectations for both police officers and police staff at all ranks and grades, within its joint leadership strategy with Suffolk Constabulary. Potential and current leaders are expected to gain the necessary qualifications and/or skills before they seek promotion, and the leadership and development strategy outlines the courses and/or qualifications expected for each leadership role.

The force does not have a formal talent management scheme, but is able to use a variety of methods to identify future leaders within the organisation, including recognition by managers and supervisors, the Direct Entry scheme for inspectors and the Fast Track constable to inspector programme.<sup>11</sup> This year we spoke to numerous leaders who are currently coaching or mentoring staff to support them in their development. HMICFRS is aware of many instances of officers and staff being given the opportunity for lateral development within the organisation, or the opportunity to perform at a more senior rank in preparation for promotion. However, the process for allocating these opportunities needs to be more effectively communicated across the organisation to ensure that all those who wish to develop have the prospect of doing so.

The chief officer team within Norfolk Constabulary has a good understanding of the relevant skills, experience and development needs of senior leaders. It considers the

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<sup>11</sup> More information on the national Direct Entry and Fast Track schemes can be found at:

[www.college.police.uk](http://www.college.police.uk)

requirements of the individual as well as the force when forming leadership teams, resulting in diverse leadership teams. The annual staff appraisal and continued professional development plans are used to identify the development needs of both officers and staff, and the force has improved the quality of the information which it uses to identify and plan replacements for changes in leadership roles. As an example, the workforce strategy 2016–17 identifies that 11 senior leaders of chief inspector rank and above may leave the organisation by 2019–20.

## **Recruitment**

Norfolk Constabulary is taking steps to select new talent from outside the organisation. Although the force does not subscribe to the national Direct Entry scheme for superintendents, it has recruited one external candidate via the national Fast Track promotion scheme from constable to inspector, and has two applications for direct entry to inspector who have been successful at the national assessment stage. In addition, the force routinely selects police staff leaders from outside the organisation to fill specific roles, such as the recent employment of a specialist contractor to assist in the implementation of a new ICT system. The force has explored other opportunities to recruit external candidates with skills and experience that would benefit the organisation. These initiatives have included targeting universities for degree-level entrants and local military establishments, and developing relationships with a local university's school of computing science.

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

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

## **Plans**

The force has a vision for the future, but this has yet to be published and explained in any detail to the workforce or the public. Managers in the constabulary and from partner organisations have been provided with a strategic overview, and the chief constable has carried out internal and external communications to explain his overall vision for the future of policing in Norfolk. This vision is based on information gathered from a range of sources, including the force's assessment of future risks, feedback from the public, and the opportunities and risks presented by changes in technology. This information influences the force's programme of continuous improvement in deciding the future profile of the organisation. The force has developed plans sufficient to achieve this future vision. The proposed development of two investigation hubs across the county is a good example. The force has identified the likely increase in demand across a wide range of crime types, such as crimes against the elderly, children and other vulnerable groups within its communities which will require investigation by specially trained officers and staff.

The force recognises that current and future financial constraints will not permit continual investment in these areas without significantly affecting those resources available for frontline policing, thus having an adverse effect on public expectations. To address this problem, the force has identified that it needs to group its specialist resources into two locations, giving the force greater flexibility to meet increases or surges in demand while still providing a high level of service to those victims.

HMICFRS has assessed the plans for the investigation hubs as well as other plans developed by the force. Norfolk Constabulary's plans are based on a wide range of data, academic research and evidence of what works, and they appear to be realistic and achievable. The force has mature and effective mechanisms in place to test the development of new ideas rigorously, involving the heads of departments, including ICT, HR and finance, as well as local policing commanders. The force routinely tests new ways of working and evaluates their effectiveness robustly. It also identifies any unintended consequences of change before new ideas are adopted across the organisation. This approach was recently taken with the introduction of body-worn video cameras and mobile data.

Norfolk Constabulary is an innovative force, and its commitment to continuous improvement is impressive. The force has a strong culture of challenging the way it works in order to identify improvements, and decisions are based on evidence of what works following robust evaluation. The force's innovative approach is demonstrated through the introduction of the early help hubs to improve how agencies can work together to support the public, and the development of the new investigation hubs intended to increase the flexibility of a highly specialised workforce.

## **Savings**

Norfolk Constabulary has a proven record of achieving savings, and has skilled and experienced officers and staff to implement change and make the organisation more efficient. The force works well with others to reduce costs, as demonstrated with the mature collaboration with Suffolk Constabulary. The force has identified the need to save a further £9.5m by the end of the 2020/21 financial year, based on its current financial assumptions which have been independently assessed by external auditors. The force has already developed plans to save £6.6m, leaving a further £2.9m to be identified. The force recognises that achieving this level of saving will be difficult, without affecting the service it provides to the public, and is currently assessing a range of options.

Notwithstanding the need to identify savings, the force recognises the need to continue to invest in projects to reduce year-on-year costs, to put in place the things that will enable the force to make greater savings in the future, or improve the services it provides. Examples of recent investments of this type are the allocation of body-worn video cameras and the introduction of mobile data to frontline officers. The force is also undertaking a programme of work to ensure that the premises it

uses meet its needs, and an ICT infrastructure programme to allow for greater connectivity and subsequently greater collaborative working with a range of public sector organisations.

## Summary of findings



**Good**

Norfolk Constabulary is good at planning for the future. The force uses data from a wide range of sources and other agencies, such as health, local authority and the voluntary sector, to analyse demand and identify trends. It has a programme of research and analysis, supported by robust academic evaluation through the Better Policing Collaborative to help predict future demand.

The force uses a variety of methods to identify future leaders, including recognition by managers and supervisors, the Direct Entry scheme for inspectors and the Fast Track constable to inspector programme. However, it needs to do more to develop an understanding of what leadership skills will be required in the future. It uses the annual staff appraisal and continued professional development plans to identify the development needs of both officers and staff. The force is taking steps to select new talent from outside the organisation, including from universities and local military establishments.

Norfolk Constabulary's plans for the future are based on a wide range of data, academic research and evidence of what works and appear to be realistic and achievable. The force recognises it will need to use its workforce more flexibly in future if it is to meet changes and increases in crime, and is proposing two investigation hubs to group its specialist resources. It works well with other forces and partner agencies to reduce costs but also realises that it needs to invest to make greater savings in future and improve the services it provides. The force has a joint ICT strategy with Suffolk Constabulary for 2017–20 that is awaiting approval. This considers how new technology will support the force's work in the future.

## Next steps

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

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

## Annex A – About the data

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

### Methodology

Please note the following for the methodology applied to the data.

#### Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service within the average in this publication.

#### Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

#### Population

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

## **Force in numbers**

### **Forecast change in gross revenue expenditure**

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](http://www.gov.uk/government/collections/police-workforce-england-and-wales)), or the Home Office police workforce open data tables (available from [www.gov.uk/government/statistics/police-workforce-open-data-tables](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.<sup>12</sup> The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances, therefore, an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a high vacancy rate which masks this change.

### **Calls for assistance**

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

### **Recorded crime**

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

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

## Figures throughout the report

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

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

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

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)). Total police-recorded crime includes all crime (excluding fraud offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

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

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. The percentages used in figure 3 are derived from the total FTEs within forces and therefore may differ slightly from the exact figures quoted within the report. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between forces, not all changes in workforce figures reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore, sharp increases or decreases need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces did not have confirmed plans for workforce projections. It is important to note that figures are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

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

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

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

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

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