

PEEL: Police efficiency (including leadership) 2017

An inspection of North Yorkshire 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 North Yorkshire Police’s legitimacy inspection will be available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/north-yorkshire/) 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/north-yorkshire/.

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

Force in numbers



Financial position

Forecast change in total gross revenue expenditure



Workforce

Planned change in officer numbers



Planned change in total workforce



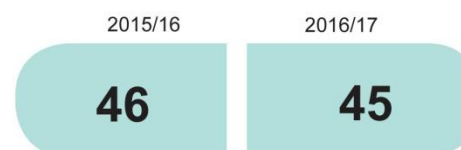
Calls for assistance

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



Recorded crime

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



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



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

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

Overall judgment²



Requires improvement

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

Overall summary

How well does the force understand demand?



Requires improvement

How well does the force use its resources?



Requires improvement

How well is the force planning for the future?



Requires improvement

North Yorkshire Police is judged to require improvement in how it understands the demand for its services. The force has a good understanding of current demand, gathering and analysing data from a variety of sources. It is enhancing this through a review of its response services to provide a more sophisticated understanding of how best to allocate its workforce according to demand. While the force is increasing its understanding of future demand, it could do more to understand its growing communities, such as eastern European communities, and how it needs to develop its policing services and skills for the future. It also needs to do more work to understand and reduce inefficient processes.

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

North Yorkshire Police has a good understanding of the skills and capability of its workforce and the skills and experience that it needs to maintain a skilled workforce. The force has plans to recruit and fill identified workforce gaps in the future. While it is seeking to enhance the way it works with other organisations, it does need to address the problem of the negative impact that working with some other organisations, such as the Yorkshire Ambulance Service, is having. This is increasing demand on police time. It also needs to improve how it implements its plans for the introduction of new technology as it has experienced significant delays in providing frontline staff with new ICT. Because of such delays, the force's plans are not as advanced or innovative as in some other police forces. The force's financial plans are aligned with its workforce plans and it has change plans designed to meet future public expectations. Despite having a good record of making savings, the force still has a significant financial challenge ahead to meet the predicted shortfall in its budget from 2019/20.

Areas for improvement

- The force should develop its understanding of demand, ensuring that it has analysed appropriate information and intelligence from wider sources, including strategic, local and third party data, including demographic analysis.
- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.
- The force should ensure it has processes in place to review and mitigate the impact that its partner organisations have on demand for its services.
- The force 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.

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.

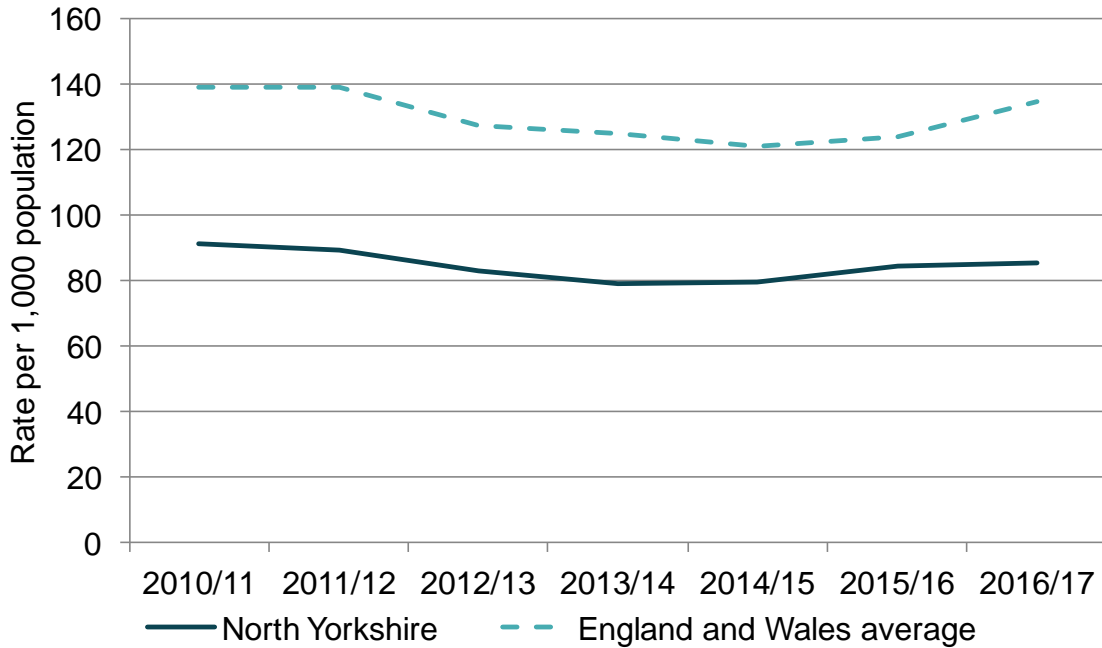
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond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



Source: Home Office Annual Data Requirement

North Yorkshire Police recorded 85 999 calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has decreased from the 91 calls per 1,000 population recorded in 2010/11; however, it has increased since 2015/16 when the rate was 84 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in North Yorkshire 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 North Yorkshire in 2016/17 was 40.5 crimes. This is lower than the rate in 2010/11 of 46.2 crimes. The rate of victim-based crime decreased between 2010/11 and 2014/15 to 37.7 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 North Yorkshire Police, the rate of non victim-based crime per 1,000 population in 2016/17 (4.8 crimes) was lower than in 2010/11 (5.4 crimes). The rate of non victim-based crime per 1,000 population decreased to 4.5 crimes in 2013/14 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

Understanding demand

North Yorkshire Police has a good understanding of the current demand it faces. However, it needs to improve its understanding of things that affect demand for its services. The force has a dedicated research team called Nexus; they are reviewing the force data sources to identify demand for force services through the use of three models categorised as: society; risk based; and prevention models. By identifying and reviewing a number of indicators and factors for demand, such as the levels of calls for service, the numbers of crimes, the amount of anti-social behaviour, and using an index of demographic and vulnerable localities, the force has built up a sound knowledge of the demand that it faces. It has reviewed a number of policing functions and has sought to match its resources to that demand in some areas, such as the development of a rural policing task force and increasing the numbers of officers and staff available for investigation and protecting vulnerable people.

The force has sought to refine its understanding of the demand it faces by analysing the time taken to carry out individual response policing tasks such as reporting a crime or dealing with a prisoner. It is also seeking to understand the work it needs to do to prevent demand from occurring in the first place. It has analysed eight months' worth of data for its response workload, breaking down the activities which officers undertake and using criteria that calculate the average time an officer spends on each activity. The continuing review of demand records the different approaches taken and variations in how the force deals with tasks. In the review, calculations are made for the average number of skills required for predicted patterns of calls for service, taking account of the time per call, and any predicted abstractions from the core role of the response officer, such as guarding prisoners in hospital or preventing risk to prisoners while in police custody, dealing with missing persons, police officer

vacancies or other time spent away from their core role, such as for training and sickness. The aim of the review is to produce a method by which the force can more accurately predict the levels of demand it will have both in terms of locations and complexity, and identify peak times of demand. This will mean it can base the allocation of its resources on a more sophisticated understanding of demand.

More complex demand

North Yorkshire Police has identified what specific types of demand are less likely to be reported, and is taking steps to understand them better. The force has undertaken a strategic assessment using MoRiLE³ methodology to identify risk areas and priorities for the force. To develop understanding of these priorities and the complexity of the demand, it has used analytical assessments of its priority and complex demand, such as problem⁴ and victim profiles, to identify gaps in its intelligence or knowledge of the demand so it can target and fill any gaps identified. This includes areas of demand which are less likely to be reported to the police, such as cyber-enabled sex crime and human trafficking. A number of police operations have been undertaken to further examine and uncover the extent of such demand and crimes. The force community engagement team is working with communities which are less likely to report incidents, in order to build up trust and encourage third-party reporting of incidents.

The force has worked with the police and crime commissioner (PCC), and with partner agencies and volunteers, such as the National Farmers' Union (NFU) and Rural Watch, to gain a better understanding of hidden demand. For example, the office of the police and crime commissioner (OPCC) commissioned a report to examine the under-reporting of crimes, such as domestic violence, in rural communities. To develop the force's understanding of why domestic violence victims were reluctant to report incidents, the Independent Domestic Violence Advocacy (IDVA) service now asks for the consent of all domestic abuse victims for them to be involved with the service; previously the focus was on high-risk cases only. The force has also reviewed its hate crime policy and engaged with communities which are subjected to hate crime. This identified that many women dismiss the idea that misogyny is unacceptable, and it is unreported as an aggravating factor in a crime.

³ 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.

⁴ A problem profile is intended to provide the force with greater understanding of established and emerging crime or incident series, priority locations or other identified high-risk issues. It should be based on the research and analysis of a wide range of information sources, including information from partner organisations. It should contain recommendations for making decisions and options for action.

As a result of this, the force has now included misogyny in its hate crime policy. This decision has been communicated to the community through the media and the force website. North Yorkshire Police is only the second force in the country to recognise this issue as a hate crime.

How well does the force understand things that affect demand?

HMICFRS inspected how well North Yorkshire 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

At present, North Yorkshire Police has limited processes in place to identify wasteful or inefficient work being undertaken by its workforce. The force is in the process of reviewing the terms of reference for its meetings and performance structure to take account of operational activity and the workforce. HMICFRS found that the force has reviewed some areas of its service provision, such as neighbourhood policing and the control centre, to identify waste, and made recommendations so these can become more efficient. For example, the force has a mental health triage system in the force control room and in high demand areas to provide a more appropriate service to the public. However, in other areas, inefficient processes and wasteful demand have yet to be identified and mitigated; these include the demand placed on the police service by partner agencies, and inefficiencies which are linked to the delayed development and implementation of technology within the force. For example, we were told that frontline officers felt that they routinely take casualties to hospital when Yorkshire Ambulance Service (YAS) does not have the resources available to respond, in both police-related and non-police-related incidents. The force does not yet monitor this situation systematically to understand this perception. Officers are expected to make a dynamic risk assessment and a decision on whether to transport the casualty to the hospital in a police vehicle, albeit as a last resort.

North Yorkshire Police takes a systematic approach using THRIVE⁵ principles (threat, harm, risk, investigation, vulnerability and engagement) to assess the risk and determine the most appropriate police response to each call for service. HMICFRS found that force use of THRIVE was accepted and understood by everyone both within the control room, receiving and assessing calls for service, and by the wider workforce. This risk assessment process takes full account of the risks identified (from the caller and any previous history, from force ICT systems, and

⁵ A structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply on the type of incident or crime being reported, in order to help staff determine the appropriate level of response to a call.

through staff using the National Decision Model),⁶ it does not inadvertently suppress demand, and work is prioritised accordingly. The control room is resourced to ensure that calls for service are recorded. The force has recently undertaken a peer review of its control room work, in conjunction with another police force, to identify areas where it may be able to improve its service or efficiency.

North Yorkshire Police has processes in place to ensure that the full benefits of change programmes are properly realised, and unintended consequences minimised. With any new project or change, the force risk and assurance unit schedules a benefit review six months after completion of the project. In the review, the benefits identified in the project's business case are analysed and then an assessment is made as to whether they have been realised. The findings are reported to the appropriate manager and to the joint corporate risk group. The force is currently conducting a review of its collaborative work with Cleveland and Durham police forces to provide joint major incident investigation teams and operational support, such as the police dog section.

Leaders promoting innovative thinking

North Yorkshire Police does not currently have a process in place to support its workforce in making suggestions to the force. It has a number of ways in which it seeks feedback from the workforce, but recognises that the system it has in place generally records feedback when it has been requested rather than being a process through which the workforce can provide feedback at any time. However, it has procured new software and, at the time of our inspection, was about to launch a new scheme to enable it to listen to and receive ideas and feedback from the workforce. The new scheme, launched by the chief constable in June 2017, after our inspection, will seek new ideas or suggestions using a social media based software system. Through this, the workforce will be able to make suggestions to improve things in the workplace or for the public. The force will be able to set challenges or prompts to seek ideas in particular areas of work, such as how it can reach more successfully those communities which do not normally engage with the force. Suggestions from the workforce will be posted on a social media wall, and colleagues can add comments, further suggestions or 'like' the suggestion. Suggestions and ideas will be reviewed by a rating panel, who will also consult support networks, staff associations and trade unions, prior to any decision to implement suggestions. This will give the workforce the opportunity to raise ideas formally or make suggestions to the force leadership.

⁶ National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

Summary of findings



Requires improvement

North Yorkshire Police requires improvement in how it understands demand. The force has a good understanding of its current demand and has gathered and analysed data from a variety of sources. It is developing its understanding of the time it takes its response officers to deal with this demand and how they deal with it, and it will be seeking to use this understanding to improve the deployment of its response officers in the future. The force needs to improve its understanding of the extent to which inefficient processes affect the demand on the force. Its approach to risk and its prioritisation of demand have improved, with the force now using a risk-based approach to individual needs when assessing and responding to demand. The force has internal processes in place to understand the benefits and unintended consequences of changes it makes to the service it provides to the public. Previously, the force recognised that it did not have a means of obtaining ideas from its workforce and, since our inspection, a new ideas and suggestion scheme has been launched.

Area for improvement

- The force should develop its understanding of demand, ensuring that it has analysed appropriate information and intelligence from wider sources, including strategic, local and third party data, including demographic analysis.

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.

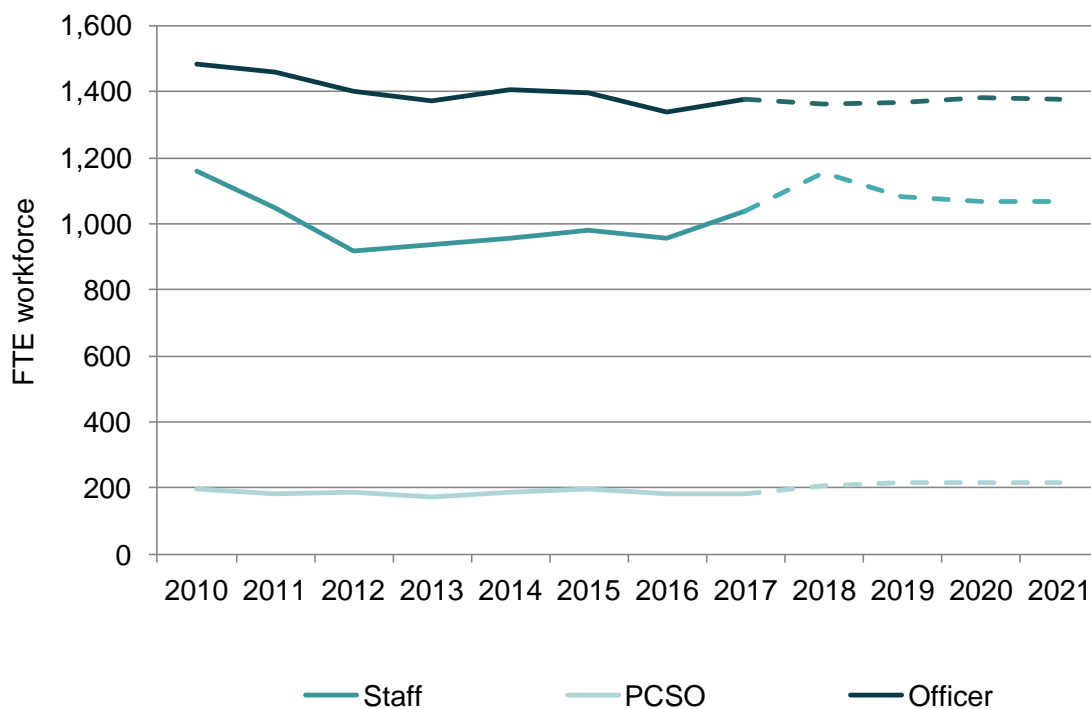
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well North Yorkshire 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 remain stable at 1,378. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: North Yorkshire 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 North Yorkshire Police is projected to increase by 30.4 FTE (3 percent) from 1,038 to 1,068 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 North Yorkshire is projected to increase by 32.6 FTE (18 percent) from 181 to 214 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

HMICFRS found that the force has a good understanding of the skills and capabilities it needs in its workforce, along with an appreciation of the skills the workforce will need in the future. Through role profiles (which outline in detail the job each officer does and the training and skills they need to do it), the force has identified the skills its officers need to complete the job that they are required to do. The force has an ICT system which records the skills the workforce have; this includes additional skills, such as language skills, which the force may call on. This system allows line managers to identify and review the skills that their team members have and assists with deploying officers and staff to particular duties when needed. Through its workforce plan, the force reviews and compares workforce skills and experience with role profiles, and this provides an overview of vacancies and skills gaps in addition to projected staff movement through retirement, leaving and promotion. The force recognises that it could do more to prepare its workforce for policing in the future. The deputy chief constable (DCC) is the lead on a project

called Workforce 2025. This is planned to be a detailed analysis of the skills the force will need in order to be a police force for the future, and what workforce mix it will need to provide those skills.

The force has a costed training plan for the whole workforce, along with the HR skills database which provides a comprehensive skills audit of the workforce. The training plan identifies the skills needed for each role profile. The force gathers information on: gaps in skills needed for the officer role; skills sought as part of individual personal development, linked to individual personal development records (referred to as PDRs); and skills that need to be developed to fulfil succession planning in roles that have been identified. The audit breaks down the identified training needs into essential and desirable skills to allow the force to prioritise its training and development plan and budget. As part of the national Strategic Policing Requirement⁷ (a requirement for all police forces to contribute to national contingencies), the force records its compliance with its strategic policing and mobilisation requirements within the audit to ensure it is compliant. In 2016/17, the force costed training plan identified £2.2m worth of training for all categories. However, the force has now reviewed and prioritised its skills development and training so that its spending on training meets its training and development budget of £750,000. There is additional funding for other personal development skills, such as leadership and other individual development. This means the force has a good understanding of the skills and abilities it has within the workforce and has made choices as to what skills and development need to be prioritised over the coming year to meet its national commitments and ensure that its workforce have the essential skills they need for their job. For example, the force has highlighted that it has skills gaps within the detective role, particularly for detective inspectors.

North Yorkshire Police has a medium-term people plan (MTPP) which allows the organisation to plan its workforce requirements, planning and succession planning on the basis of the medium-term financial plan (MTFP). Both plans are interdependent and present the force with the budget for operational officers, PCSOs, Special Constables and support staff during each financial year. The MTPP also projects the numbers of starters, people retiring and leavers within the workforce. The deputy chief constable (DCC) chairs the force's people board, which reviews workforce plans including recruitment, selection and succession planning. The force has recognised the skills it needs for vacancies within the force and has advertised and recruited from a wide pool of suitable candidates; this includes specific skills needed for both police staff and police officer roles. The force has recently recruited externally for a new head of ICT and has advertised police officer roles externally for lateral transfer of officers or promotion for suitable candidates,

⁷ The Strategic Policing Requirement, Home Office, March 2015. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

such as detective inspectors. The force has a planned recruitment and selection system based on vacancy information and impending retirement to ensure that it does not lose experience and expertise.

HMICFRS found that the force is actively seeking to develop the skills of its Special Constabulary and volunteers, particularly broader skills they may have, such as financial or IT skills, which will allow the force to use their skills in work such as cyber-crime or investigation work.

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

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

During our inspection, HMICFRS found that North Yorkshire Police has a good understanding of its workforce's leadership skills and capabilities. The force has a people strategy, of which leadership development is an element. The development programme is aligned to the College of Policing guiding principles for organisational leadership: understanding leadership, developing leadership and displaying leadership. The force continues to build on the positive relationship with a local university to explore the options for providing leadership development for both police officers and police staff. The options being considered focus on the development of core skills including decision making, leadership, professionalism, public service and working with others. The programme aims to incorporate theoretical and applied learning, along with self-reflection, throughout the course. The force is planning and preparing its workforce for the future, and through its Workforce 2025 model, it intends to look at the skills, including leadership, that the force will need for the future.

As previously mentioned, the force has undertaken a meaningful skills and capabilities audit which includes the elements of its leadership. The force has supported its supervisors and managers to undertake leadership assessment to gain a better understanding of their leadership types. With the use of psychological testing and 360-degree feedback, managers and leaders are encouraged to identify their leadership style to understand better how they can develop their leadership skills and abilities. The force carried out a wellbeing survey in 2016 through which it listened to the workforce and developed a psychologically safe and responsible manager training course to support supervisors and leaders in understanding and providing a safe working environment for the workforce. The force has provided secondment opportunities within the senior management structure: the head of Nexus (see above) and chief of staff positions were previously held by senior police officers, but these have now been offered as secondments for police staff with the right skills.

The force uses its leadership skills and capabilities audit to plan recruitment and training, and for personal development. It is working on developing leaders to meet the needs of future demand. Through the force people board and medium-term people plan (MTPP), the force is aware of projected vacancies within its leadership roles and the skills gaps and succession planning opportunities available. The force plans the recruitment and training of its leaders to maintain the skill levels required for the job. This includes advertising and recruiting from external sources, and seeking transferees from other forces who have the skills to fulfil the needs of the force. North Yorkshire Police has also been an advocate of the Direct Entry scheme,⁸ supporting the entry of officers at leadership ranks and supporting them to undertake the role. The force currently has one serving Direct Entry superintendent. It understands its succession planning needs and has reviewed workforce potential skills and experience gaps from people retiring or anticipated leavers over the next five years. It has used various methods of training, including through academia and external training providers to provide some skills or capabilities to its workforce. This has included leadership development through the College of Policing senior leadership course and supporting officers and staff to undertake university-led Master's degree courses, such as police management and public administration.

How well does the force allocate resources?

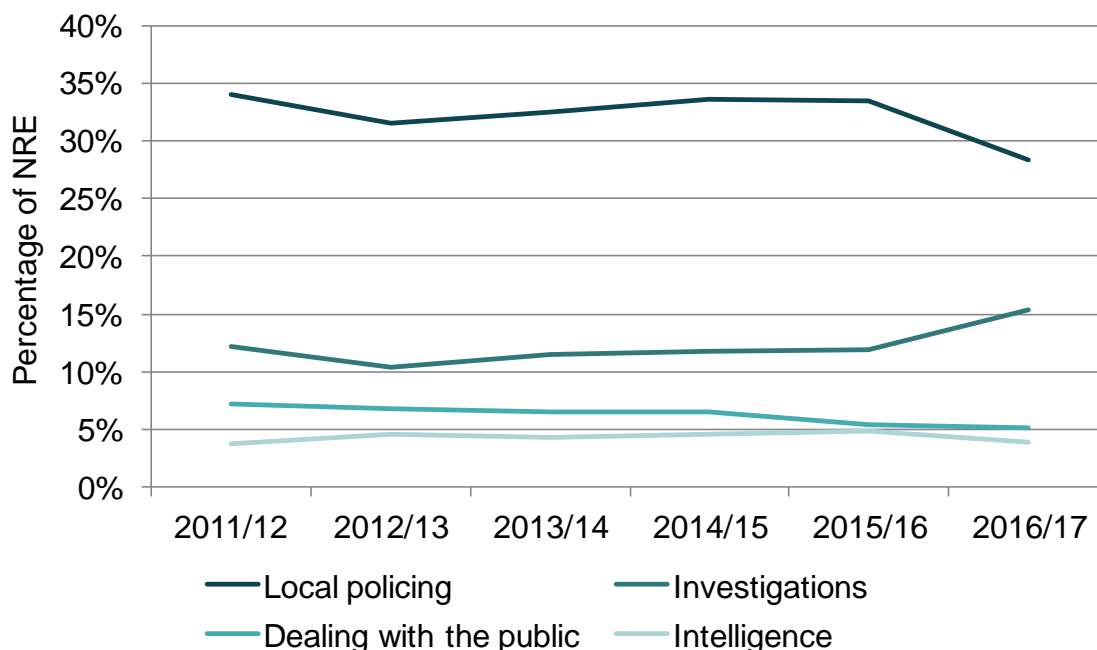
HMICFRS inspected how well North Yorkshire Police uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

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.

⁸ A programme which opens up the police service to people who will bring diverse backgrounds and different experiences from other sectors to support the continuous development of policing. College of Policing Leadership programmes: information available at <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in North Yorkshire 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 North Yorkshire, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 34 percent in 2011/12 to 28 percent in 2016/17. Estimated expenditure on investigation has increased from 12 percent to 15 percent, expenditure on dealing with the public has decreased from 7 percent to 5 percent and expenditure on intelligence is similar to 2011/12 at around 4 percent.

Prioritisation and cost

The force prioritises its activity based on an understanding of its current and future demand. The police and crime commissioner (PCC) has consulted with the local community and identified local priorities to which the force has allocated resources. The force prioritises its activities against a number of set objectives. The police and crime commissioner (PCC) has recently published a new Police and Crime Plan 2017–2021 which the force needs to implement. The plan has four clear priorities: caring for the vulnerable; ambitious collaboration; reinforcing local policing; and enhancing the customer experience. In addition, it has a set of objectives and local plans with outcomes; these detail the changes that are expected. The force produced a ‘strategic intelligence assessment’ in autumn 2016 using MoRiLE methodology (see above). This has identified the risk areas where the force needs to prioritise its activity and resources, for example, cyber-enabled sex crime, human trafficking and modern slavery, to which the force has allocated more resources.

Working with the PCC, the force has consulted the community of North Yorkshire to identify their priorities. As a result of what the community said, the force has set up a rural policing task force and committed additional police officers to roads policing enforcement. In addition, the force uses THRIVE (see above) to prioritise risk and assess vulnerability to determine the most appropriate police response to calls for service on a day-to-day basis. This means that the force is clear about its priorities from the understanding of demand. HMICFRS found that, at present, the force only has a broad understanding of the effect that varying the levels of investment has on the service it provides in each area of work, and has yet to understand the detail of such investment. We were told that the force is planning to develop its understanding of its demand for response policing teams through a time-based activity analysis of its policing model. This is to allow the resourcing model to reflect better the demand for the force's response policing teams.

During our inspection, HMICFRS found that the force had reviewed a number of its other policing functions and moved staff to meet the demand identified. For example, it has developed a rural policing taskforce and placed additional police officers in the investigation hubs and teams for protecting vulnerable people. While conducting interviews of response teams at police stations, HMICFRS found that numerous officers and supervisors said they were under-resourced and that there were a number of vacancies in their response teams. However, in reality some members of the response teams had been relocated to provide additional resources for the areas deemed to be a priority by the force. HMICFRS found that the force had used high levels of overtime: £1.3m above its budgeted overtime level in the 2015/16 financial year. The force was unable to identify and break down the reasons for this unexpected overtime spending. HMICFRS found that the force has a duties diary which highlights days when the response section is below its agreed minimum strength and when officers can volunteer to work for overtime payment on their rest day. The current force response resource model is therefore not sustainable and the force has to use overtime regularly to sustain the minimum staffing levels for the force.

Investment

North Yorkshire Police can demonstrate that it is making investments and decisions in relation to investments based on financial savings and on how collaborative work in some areas will improve its service and capability. As part of its financial planning, North Yorkshire Police reviews its budgets to identify where there are budget pressures; this exercise informs the spending priorities. The force has identified that it currently has three budget pressure points: the use of overtime; the development and implementation of new IT systems; and the time taken to recruit new officers and staff.

As part of the strategy in relation to the buildings the force owns and needs in the future (known as the estates strategy), North Yorkshire Police invested in a new

force headquarters (HQ) and it is due to relocate over the summer from its current Newby Wiske HQ to the refurbished building in nearby Northallerton. The force expects that the move to the new HQ will save in the region of £500,000 per year. The force has continued its investment in ICT and, in particular, a mobile system known as MAUDS (mobile asset utilisation and deployment system) to track and record the use of its workforce in police vehicles, which assists with deployment to meet demand. Some elements of the system are still in test mode and are to be rolled out in the coming months. Other elements of the system are already providing information to support processes such as collision investigation, complaints, asset location and professional standards investigations. Similarly, the force has been seeking to support operational police officers with mobile data technology which will allow them to complete tasks while on patrol and avoid the need to return to a police station. Again, this has been a continuing area of investment to improve efficiency for the force, but this technology will not be available to frontline officers until early 2018, some two years after the force informed HMICFRS of the investment to improve its efficiency. This means that the force has yet to provide its frontline officers with this modern technology to carry out their work and make the force more efficient. This, in turn, affects other areas of proposed efficiency savings, including the ability to work remotely, vehicle fleet savings and the estates strategy.

How well does the force work with others?

HMICFRS inspected how well North Yorkshire 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

North Yorkshire Police works collaboratively with a number of other organisations, both police forces and partner organisations, and wishes to increase the amount of collaborative work it does. There are a number of established arrangements for collaboration. For example, in operation Evolve, North Yorkshire and Cleveland police forces combine their workforce and experience to investigate major crime. North Yorkshire Police also has longstanding joint working with the other police forces of the Yorkshire and Humber region, for services such as its forensic service provision, among other specialist policing services for which it does not have day-to-day demand. It can draw on these services as and when they are needed, for example, for mobile armed surveillance and witness protection. The force is clear about what benefits it gets from most of its collaborative work, and why this is preferable to other options. It has co-located members of the workforce who work with other organisations to keep people safe through safeguarding and to improve

community safety. The force is seeking to work with more organisations to improve efficiency and generate savings. For example, as a positive step, the force shares transport and logistics stores with the Fire & Rescue Service; both organisations have contributed to a new fleet building.

However, HMICFRS found evidence that in some areas, and particularly in relation to its partner agencies having decreasing resources, the force has only been reactive in relation to the demand partner agencies are placing on the force. We found positive collaborative work being undertaken in relation to the provision of mental health services, with mental health triage both within the force control room and in some geographical areas where there is high demand for mental health provision. This means that those suffering from mental health problems receive a better service from the police and mental health services when they require help.

However, HMICFRS found that the force is merely reacting to increased demand from the Yorkshire Ambulance Service (YAS). We were told that the force is regularly transporting people to hospital on behalf of the YAS as they are unable to meet the demand they face. Officers, police sergeants and managers have received some guidance on transporting patients to hospital but they expressed their concern that they were not medically trained or equipped to convey people to hospital. HMICFRS were told that over a typical weekend there would be at least four or five incidents in which a person requiring hospital treatment is conveyed to hospital by an officer because of delays in the ambulance service. The force was not able to provide statistical evidence of the number of times this has happened, nor was it able to demonstrate how the issue was being addressed at a strategic level such as through a partnership meeting between blue-light services to gain a better understanding of each other's demand and how the organisations can work together to reduce the demand placed on them. North Yorkshire Police needs to review this process and work with its blue-light partners to manage and mitigate the potential impact of partner resources being reduced.

The benefits of joint working

North Yorkshire Police is clear about what benefits it gains from its collaborative work, and why its choices are preferable to other collaboration options available. The force has a process in place to ensure it reviews the expected benefits from its investments. Through its organisation and development department, the force uses business plans to initiate and project manage change and collaboration, with a post-implementation review process to establish whether the changes have resulted in improvements. The business plans include the benefits to be derived from the proposed changes: improved performance, quality or savings. Financially, North Yorkshire Police's anticipated spending on collaborative work in 2016/17 is £6.0m, or 4.3 percent of its net revenue expenditure for the year. Correspondingly, its anticipated saving from collaborative work in 2016/17 is £0.1m, or 0.1 percent of net revenue expenditure for the year.

Through its business processes, the force can assess the benefits that joint working brings, whether in terms of financial saving, or an increase in service capacity, capability or efficiency. For example, through its involvement in a regional procurement partnership and vehicle purchase contract with 21 other forces, the force expects to realise £300,000 in savings over a four-year period. The work which the force does with other forces in the Yorkshire and Humber region provides improved services and capability in areas of policing for which the force would not ordinarily have the demand to justify having its own capability. This includes the underwater search unit and disaster victim identification work, for which the force has an agreed regional cadre available for deployment, if required. This provides local resilience and flexibility, with shared resources to maintain this capability, along with savings from shared equipment and training.

Leadership driving innovation

North Yorkshire Police responds when new opportunities for service improvement are presented. The force is represented at networks which discuss and support new ideas, such as the College of Policing's continuous improvement board. However, leaders could do more to drive such opportunities for innovation to ensure their implementation in the force to improve efficiency. HMICFRS found that, while the force may seek new opportunities for service improvement in some areas and has implemented a number of changes to its IT infrastructure such as the Public Services Network in Policing (PSNP), which provides improved security and accreditation to Home Office standards, at times it experiences lengthy delays in developing and implementing innovation. It has considered and begun technological innovation; however, delays in implementing these projects have had an impact on its efficiency. For example, equipping frontline officers with mobile data terminals has taken over two years to implement and the terminals are not yet available to operational staff. A notable number of forces have been using mobile data technology for a considerable amount of time. They are able to plot where their officers, staff and vehicles are and are then able to deploy them using this technology.

A recent force publication, called What's Happening, informs the workforce that the force is 'now starting to think about how we can implement body-worn video cameras, which is the next major step'. The force says it may be a further 18 months before this is readily available to all officers. Again, other forces have been using this technology for a considerable amount of time, and external bodies such as the Independent Police Complaints Commission (IPCC) and HM Coroner now expect forces to have it for at least some major policing operations, such as firearms incidents and operations. HMICFRS acknowledges the challenges encountered by the force in implementing some ICT projects but is surprised at the length of the delays in making such technology available to officers. Such technology and innovation would potentially improve the visibility and availability of police officers within the community, given that North Yorkshire Police is the largest geographical single county force in England.

Summary of findings



Requires improvement

North Yorkshire Police is judged to require improvement for how well the force uses its resources. The force has a good understanding of the capability of its workforce and the skills they need to perform their role. The force understands the capabilities of its leaders and encourages managers to assess their leadership skills to understand better how they can develop as leaders. Through the force workforce plan, it has identified skills gaps, projected leavers and vacancies and, where possible, has succession plans for the future. The force seeks skills and new talent from a broad pool of candidates, advertising externally when appropriate. However, although it has decided on its priorities and where to allocate its workforce, it only has a broad understanding of how this affects other areas across the force, rather than a detailed understanding. The force has longstanding joint ventures and collaboration with regional police forces and its partner organisations but it should do more to work with other organisations whose resources are decreasing and which are causing an increase in demand on the force. It has suffered significant delays with its plans to implement new technology and is yet to equip its frontline police officers with modern equipment to increase officer visibility and improve efficiency, with officers able to complete tasks while on patrol rather than being required to return to a police station.

Areas for improvement

- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.
- The force should ensure it has processes in place to review and mitigate the impact that its partner organisations have on demand for its services.

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 North Yorkshire 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

North Yorkshire Police has some understanding of trends in demand and has some evaluation of the probable demand in the future. The force has completed a strategic intelligence assessment to identify future demand, along with areas of priority and risk for the future. To develop understanding of those priorities and the complexity of the demand, the force has used analytical assessments such as problem and victim profiles to identify gaps in its intelligence or knowledge of the demand so it can target and fill any gaps identified. This includes areas of demand which are less likely to be reported to the police, such as cyber-enabled sex crime and human trafficking. A number of police operations have been undertaken to examine and uncover further the extent of such demand and crimes. The force community engagement team is working with communities which are less likely to report incidents, in order to build up trust and encourage third-party reporting of incidents.

The force has used data covering eight months of its calls for service and response in order to understand demand better, identifying trends and analysing the time or duration it takes its officers to deal with specific types of incidents or tasks. The force intends to use this information to deploy its workforce more efficiently in managing the demand and trends in demand it has identified. The force is working with a consortium of forces and academic researchers through the N8 Policing Research Partnership, using demographic data and partner data to develop its understanding of future demand. It has also started using Mosaic⁹ customer segmentation software

⁹ Mosaic is a system for classification of UK households. It is one of a number of commercially available geo-demographic segmentation systems, applying the principles of geo-demography to consumer household and individual data collated from a number of governmental and commercial sources.

to understand better the needs of its communities and their potential vulnerabilities. It should continue to develop its use of data such as this so that it becomes more sophisticated in how it understands and identifies how its communities are changing and developing. It should then be able to predict the policing services and officer skills that North Yorkshire communities will need and expect in the future.

Future considerations

North Yorkshire Police has made efforts to understand what its public wants, and uses that information to inform its view of the future policing services it will provide. The force is aware that it needs to respond to the priorities set by the police and crime commissioner (PCC), who has recently published the Police and Crime Plan 2017–2021 which sets priorities and a vision for the force based on the public's mandate. The plan sets out four clear priorities for the force: caring for the vulnerable; ambitious collaboration; reinforcing local policing; and enhancing customer experience. The force and office of the police and crime commissioner (OPCC) have conducted a number of force-wide surveys to understand better what the priorities of the communities are. As a result, the force has made changes to meet the needs the community.

For example, the force learnt that rural communities had an increased fear of crime, and perceived poor outcomes when matters were reported to the police, so subsequently under-reported incidents and crimes. As a result, the force established a rural policing taskforce to tackle the issues raised by the communities. Force survey data identified that another concern for the community was road safety, with 78 percent of respondents recording their concern and 72 percent believing more should be done to improve road safety. As a result, the force told HMICFRS that it has invested in roads policing resources, with more use of automatic number plate recognition (ANPR) technology and road safety camera vehicles. The force monitors the satisfaction that victims have in the way it provides its services. Victim satisfaction data show that in the 12 months ending 31 December 2016, of all victims of crime (excluding hate crime), 83.3 percent were satisfied with their experience with North Yorkshire Police.

The force understands what technology can offer policing, and although it has plans to develop the ways in which it can make the most of those opportunities presented by changes in technology, it has suffered a number of setbacks with some of its plans, although not all within its control. This means that, in some areas, the force has not responded quickly to make the most of the opportunities presented by new technology. The force has spent time in preparing its ICT infrastructure for the technology it wishes to pursue, but some of the plans have been significantly delayed, such as the technology which would allow it to monitor the location of its police vehicles, and mobile data devices which would enable officers to remain in the community without needing to return to a police station to update ICT systems. The force is only now beginning to consider other elements of technological

developments, including: the use of body-worn video cameras; using digital media investigators to support investigations; and increasing the overall size of its digital forensic unit from ten to 18 staff in order to improve its capacity to examine digital media devices. The force has invested in some areas of technology, such as its increase in ANPR, road safety camera capability and the way it can communicate with its community. The North Yorkshire community messaging system allows the force to offer a wide selection of communication methods, such as voice alerts, SMS, email, Facebook, Twitter and 'Push' notifications through a mobile phone app. The public can choose their preferred method for receiving messages from the force, and this means that the force can contact vast numbers of the community in different ways simultaneously.

The force is already working with several organisations in a range of ways, and these are reviewed regularly. For example, it has recently established a serious organised crime board, through which it works with other organisations to tackle serious and organised crime. HMICFRS found that the force has other formal plans in place to continue to develop the way it works with other organisations to meet local demand in order to be more efficient collectively. For example, the force has a new project, called North East transformation innovation and collaboration (NETIC), which has seven North East police forces seeking to review and develop other ways of working together further in order to improve the capacity and capability of policing services and to make the forces more efficient. NETIC has set a meeting structure at different levels to work with both the forces and the police and crime commissioners (PCCs) over a number of projects. NETIC has several areas under review, such as force national specialist capabilities under the Strategic Policing Requirement (see above), including cyber-crime and surveillance capability. In addition, the work incorporates the long-term capacity of the region to respond to the challenges facing policing, such as finance, technology and operational capacity. Despite the regional forces being successful in other areas of collaboration, the project is a difficult one; it could incorporate individual force collaborations into a much more strategic approach for the whole region. The proposed scale and potential benefits of the programme are ambitious.

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

HMICFRS inspected how well North Yorkshire 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

North Yorkshire Police understands its recruitment and succession planning needs. Through the force medium-term people plan (MTPP), it has identified its organisational workforce requirements and gaps based on the medium-term financial plan (MTFP). The force has looked at its workforce, projected vacancies and leadership skills gaps over the next five years. This has highlighted areas where it needs to plan for succession and recruit to maintain leadership skills and competency for certain posts. The force is developing formal plans, such as the Workforce 2025 plan, through which it intends to review the skills needed for the police service in the future. It has undertaken a meaningful skills and capabilities audit which includes the elements of its leadership. It has supported its supervisors and managers to undertake leadership assessment to gain a better understanding of their leadership types. With the use of psychological testing and 360-degree feedback, managers and leaders are encouraged to identify their leadership style to understand how they can develop their leadership skills and abilities better. The force does not have a recognised talent management programme to identify those individuals who demonstrate an ability to become senior leaders within the organisation; it has more local and ad hoc methods which rely on individual managers to identify opportunities for development. The force recognises that it could do more to identify and develop talented individuals for future leadership.

The force has considered and provided development opportunities for its leaders. For example, it has provided secondment opportunities within the senior management structure. The head of Nexus (see above) and chief of staff positions were previously held by senior police officers, and these have now been offered as secondment opportunities for police staff. Further development and training opportunities have been offered for both police officers and police staff, with senior leadership training through the College of Policing. Academic courses have also been provided, with a number of the force leaders undertaking Master's degree courses at universities.

Recruitment

North Yorkshire Police uses its leadership skills and capabilities audit to plan recruitment and training, and for personal development. The force is aware of its projected vacancies and skills gaps and reviews its recruitment campaigns in line with succession planning, projected vacancies and skills gaps. The force considers and undertakes both internal and external recruitment to widen the pool of talent for selection from external sources. For example, it had a skills gap for detective inspectors and it sought applications from transferees from other forces with the skills to fulfil its needs. North Yorkshire Police has also been an advocate of the Direct Entry scheme (see above) and supports the entry of officers at leadership ranks, providing support and development to them for the role. The force currently has one serving Direct Entry superintendent. It has sought specialist skills when

required, such as advertising for the head of ICT externally, and volunteers or Special Constables with specialist skills, such as financial skills or cyber-crime skills, who can support the force within those areas. The chief constable and deputy chief constable take a keen interest in the leadership of the force. Between them, they chair promotion panels at all ranks and insist that both leadership and wellbeing are tested as part of the selection process.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative North Yorkshire 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

North Yorkshire Police has set out its vision and plans for the future. The chief constable has provided his five core pillars of service (people, public service, solving problems, proactivity and productivity) through which the force expects to improve its performance and service to the community. Secondly, the police and crime commissioner (PCC) has recently produced the new Police and Crime Plan 2017–2021, which provides the force with clear priorities and a vision for the force to achieve. Nationally, the force has plans to meet its commitment through the Strategic Policing Requirement, and finally the force has set its strategic intelligence assessment of risks to prioritise for the force. We were told that the force is seeking to review its workforce skills and identify what skills it needs for the workforce in the future through its Workforce 2025 review, to be undertaken this year.

The force has made prudent planning assumptions about future funding and future spending. It is one of the few forces that has actually built into its financial predictions a reduction in the government police grant as a consequence of a proposed change in the way the grant is calculated. There remains uncertainty about what a revised funding formula would mean for each force, but North Yorkshire Police is assuming it could lose around £4m per year in income as a result of a revised formula. As a consequence, the force is predicting a shortfall in its budget from 2019/20 onwards, which it still needs to find savings to offset.

The force's financial plans are aligned with its workforce plans and it has set a budget that will provide for the workforce numbers it needs in order to provide its policing services. It plans to maintain officer numbers at 1,378 (FTE), with a small increase in PCSOs, and police staff numbers are set to fall. Included in the statements about its vision and priorities, the force has plans to: develop its workforce; implement organisational change in areas such as estates and ICT; and to collaborate further with other organisations. Through these changes, the force hopes to improve the policing service it provides to the public.

HMICFRS found that force plans for the future are built on sound assumptions which have been reviewed and subject to scrutiny by the police and crime commissioner (PCC). Financial plans and assumptions are reviewed by the affordability working group of senior officers and staff and by the PCC's executive board. However, there have been delays in some of the plans which the force is relying on to realise its plans for the force infrastructure and workforce. This means that the force could be at risk in some areas, as it has not been able to implement changes it expected for the services it plans for the demand it will face in the future. The expected changes are needed in order to provide the efficiencies that the force plans and the public expects. Further demand analysis is needed before the force is in a position to review and match its workforce levels to the analysed demand and, in the meantime, it is experiencing high levels of overtime expenditure to maintain its operational numbers to meet its demand and provide the service the public expects.

The force's plans for the future will change the way it operates, but in some areas it is not as fast moving as other forces. It has a number of continuing organisational development plans to support its future vision and provide policing services to the North Yorkshire community based on future demand, efficiency, workforce modernisation and financial savings. It has processes in place to conduct benefit reviews once such plans have been implemented. For example, the risk and assurance unit (RAU) conducted a timely benefit review following the completion of a new force case management system. However, in some areas the force is less developed than other forces. Its understanding of inefficient processes is still being developed; the force expects that it will become more sophisticated once it has completed the work on its response team demand. It needs to review how it works with some of its blue-light partners in order to reduce inefficient processes. It also needs to have a better understanding of how its communities are changing and the policing skills it can anticipate that are needed for those communities. For example, when a community becomes more diverse, or the population ages or becomes younger, different skills will be required to provide the policing services of the future, such as language skills or digital skills. As mentioned, the force ICT strategy is an area in which the force is less developed than other forces. There are also several other areas in which the force is not as well developed as other forces, including the use of mobile technology and the ability to pinpoint the location of its officers and vehicles, body-worn video cameras, digital media investigators, and an appropriately resourced digital forensic unit. We were told that some of the changes in technology will not be available to officers until 2018. We were pleased to hear that the force has identified further opportunities to collaborate through the regional NETIC programme. The potential benefits of the collaboration could be to provide operational resilience and for all the regional forces to increase their capability and capacity in a number of policing areas.

Savings

North Yorkshire Police has a good record of making the savings that it needs. It has saved a total of £19.8m between 2010/11 and 2015/16, which has reduced its overall spending by 14 percent over this period. It has plans in place to achieve a further £9.861m savings between 2017/18 and 2020/21. However, as a result of the force's predictions about likely reductions in government grant over this period, this will still leave a budget gap from 2019/20 of £4.5m, rising to £5.5m per year by 2020/21. Although the force anticipates it will find the savings needed to meet this shortfall, it does not as yet have detailed plans in place for these savings. The force affordability group has been working to develop these savings plans. Savings are anticipated from: collaborative work; workforce mix changes; a criminal justice review; deployment technology (MAUDS); mobile technology; a business administration review; and an estates review. HMICFRS found that the force's plans are built on prudent planning assumptions and are subject to informed scrutiny.

The force is planning to invest £24.5m over the next four years in: its ICT infrastructure; its vehicle fleet; and in rationalising its estate, in order to enable it to continue to provide effective policing and operate more efficiently. There are funds set aside for most of this investment but the force will be required to borrow an additional £7m to fund the planned investment fully. The force and the police and crime commissioner (PCC) recognise there is no further headroom for any additional investment either to save or to grow. The force states that it currently has three budget pressure points: the use of overtime; the development and implementation of new IT systems; and the recruitment of new officers and staff, because of the time it takes to recruit people. The force has access to the PCC's financial reserves of £15.774m, of which £9.697m are unallocated general reserves (which represents seven percent of net revenue expenditure). This means there is prudent provision to cope with any unanticipated in-year contingencies.

Summary of findings



Requires improvement

North Yorkshire Police is judged to require improvement in the way that it is planning for the future. The force has a developing understanding of future demand. It has assessed the risks for the community and priorities for the force. It has further developed its understanding of the extent of its predicted demand through analytical assessments and policing operations. However, it could do more to understand how its communities are changing and likely to develop in the future to understand better the future policing services and skills needed. North Yorkshire Police has been slower than other forces to innovate and embrace the opportunities offered by new technology to improve its efficiency. The force has a number of continuing ICT

projects to equip its officers better with modern technology. The projects have suffered delays which mean that the technology to improve officer efficiency will not be available until at least 2018.

The force has aligned its financial plans with workforce plans and has prepared plans to develop and change the infrastructure and workforce so it operates to meet the expectations of the public in the future. Although the force has a good track record to date of making the required savings, it is still facing a significant financial challenge ahead. Despite further planned savings over the next four years, it is predicting a shortfall in its budget from 2019/20 onwards, and it has yet to identify additional savings to address this.

Area for improvement

- The force 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.

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.¹⁰ 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).

¹⁰ 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.