

PEEL: Police efficiency (including leadership) 2017

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

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



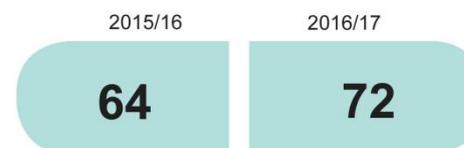
Calls for assistance

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

Nottinghamshire Police is judged to require improvement in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is the same as last year. The force is judged to be good for its understanding of demand; it is assessed to require improvement for its use of resources to manage demand; and its planning for future demand is judged to require improvement.

Overall summary

How well does the force understand demand?



Good

How well does the force use its resources?



Requires improvement

How well is the force planning for the future?



Requires improvement

Nottinghamshire Police's understanding of the demand for its services is improving. The force's good understanding of current demand is based mostly on analysis of police data and could be broadened by regular analysis of data from other organisations. It is developing its understanding of those crimes which are less likely to be reported. The force only partially understands the factors that can affect demand and is developing an approach to assessing external factors that are likely to affect future demand, such as technological, economic and social changes. It could improve how it manages, prioritises and filters demand. Sometimes it may be inadvertently suppressing demand and there are times when demand exceeds available resources, placing pressure on frontline officers.

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

The force has improved its understanding of the skills and capabilities of its workforce. It does not yet have a good understanding of the skills and capabilities of its leaders, but has well-developed plans to achieve this. Until it completes its leadership skills audit and subsequent skills needs analysis, it cannot tailor its development opportunities effectively and it would benefit from a formal talent management programme. Leaders continue to seek out new ideas, approaches and working practices. The force encourages its workforce to make suggestions and put forward ideas, and leaders listen to them.

The force would benefit from a wider programme to identify and analyse trends to understand future demand and improve its ability to plan. It does not always identify benefits achieved through change programmes or eliminate inefficiency effectively. However, it plans to conduct annual departmental assessments using priority-based budgeting which will help identify inefficiency. The force works well with others to manage local demand for its services and continues to consider other options for collaboration that will reduce costs and increase resilience and capacity.

Nottinghamshire Police has made good progress in improving the quality and robustness of its financial planning and management. The force is investing to increase its capacity and capability, and has good ICT infrastructure and estates projects. Although its current limited funds in reserve could restrict its ability to invest, the force has committed to making additional one-off savings to replenish these reserves and provide greater financial resilience for the future.

Areas for improvement

- The force should ensure that their prioritisation and allocation of demand takes full account of the risks of inadvertently suppressing demand (for example, not responding to low priority work), and that risks are appropriately mitigated.
- The force should put in place better processes and governance to understand and realise the benefits of change programmes, and how they affect the force's ability to meet current and likely future demand efficiently.
- 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.
- The force should continue to undertake appropriate activities to understand fully its leadership capacity and capability, 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.

- The force should develop its workforce plans to identify fully its future workforce capabilities and align its financial plan and improved analysis of future demand and emerging priorities. This should ensure that the force has a comprehensive medium to long term plan to respond effectively and efficiently to 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.

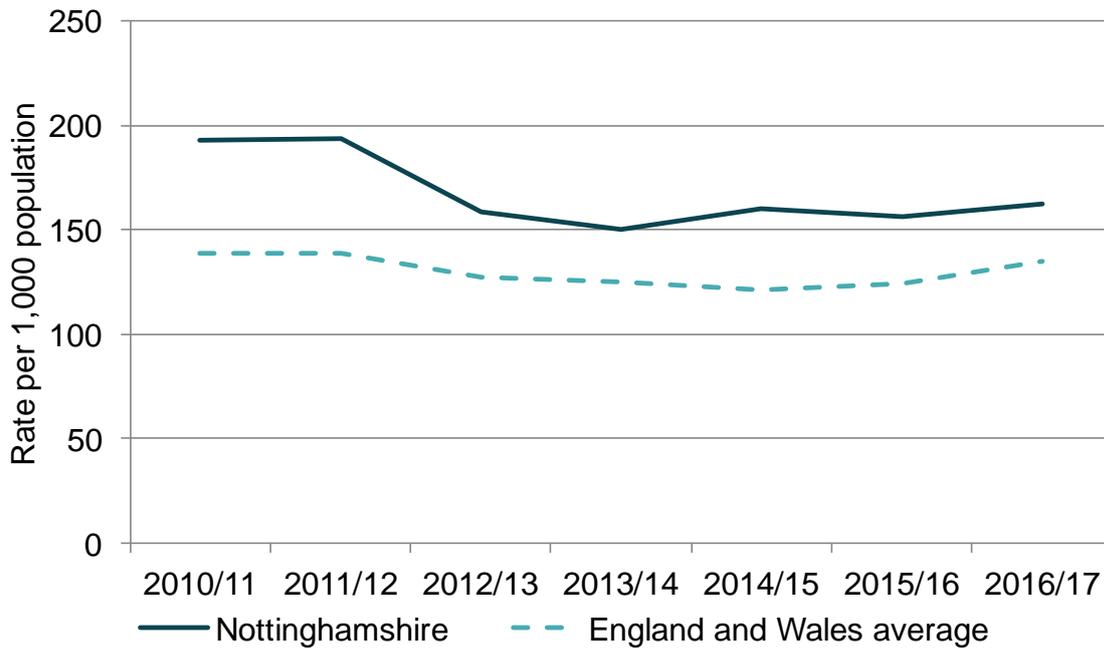
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond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

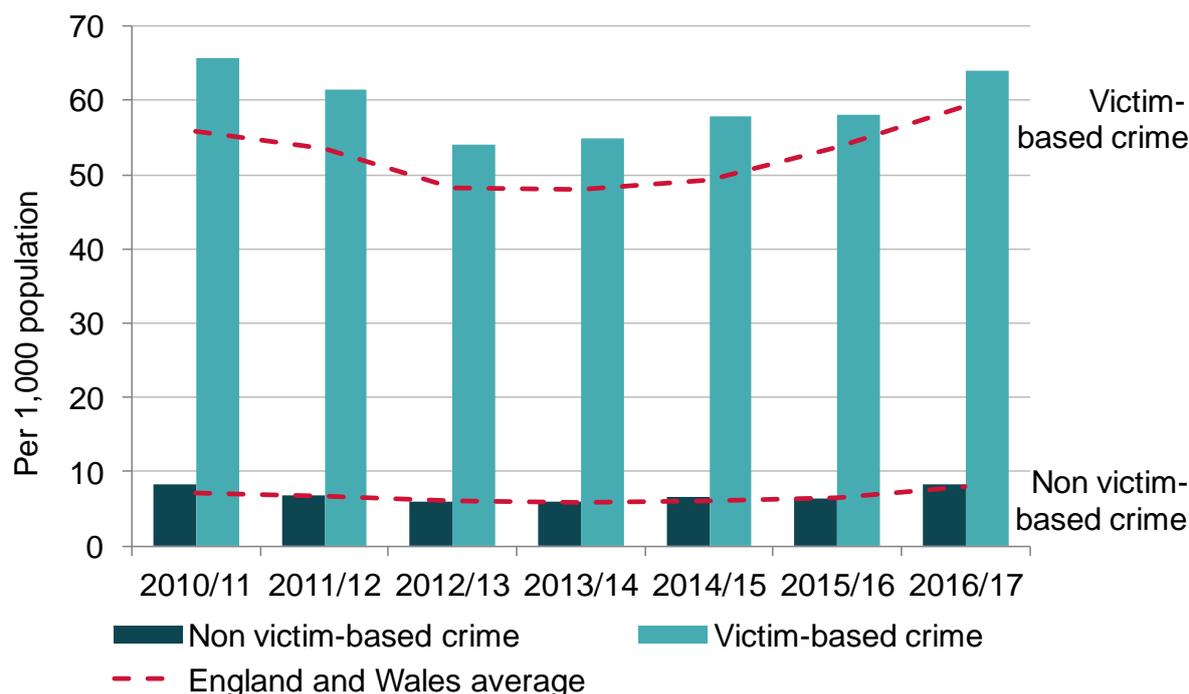


Source: Home Office Annual Data Requirement

Nottinghamshire Police recorded 163 '999' calls per 1,000 population in 2016/17. This was higher than the England and Wales force average of 135. The rate has decreased from the 193 calls per 1,000 population recorded in 2010/11. However, it has increased since 2015/16 when the rate was 157 calls per 1,000.

On the whole, the force control room is sufficiently resourced. Effective training courses ensure that there are the right numbers of trained customer service assistants, who take 999 and 101 calls, and also trained dispatchers, who direct police resources to incidents. The force recognises it receives a higher number of 999 calls than other forces and it prioritises these calls. This means that the number of unanswered calls, particularly for its 101 number, sometimes rises during peak periods. The force tackles predicted increases in its incoming call volume using a pool of trained officers, which provides additional resources for the control room. The force's own demand profiling has identified that there is a substantial increase in demand during the summer months, and it has plans to ensure that its customer service assistants and dispatchers are in post and proficient before this expected increase in demand arises.

Figure 2: Police-recorded crimes per 1,000 population in Nottinghamshire 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 Nottinghamshire in 2016/17 was 63.9 crimes. This is lower than the rate in 2010/11 of 65.7 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 54.0 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Nottinghamshire Police the rate of non victim-based crime per 1,000 population in 2016/17 (8.3 crimes) was similar to 2010/11 (8.4 crimes). The rate of non victim-based crime per 1,000 population decreased to 6.0 crimes in 2013/14 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

The types of crime committed in the county have more severe effects than those of many other force areas in England and Wales. The force uses the ONS crime severity score to carry out a threat and risk assessment, which enables it to identify

the most important priorities it has to tackle.³ The force reports that it ended the 2016/17 year with a 10.2 percent increase in victim-based crime compared to the previous year. This is the result of more proactive crime-recording monitoring, and a newly-implemented daily process to maintain compliance with national crime-recording standards.

Understanding demand

Nottinghamshire Police's understanding of current demand for its services is mostly effective. The force relies predominantly on data from the force's records, and it analyses this data to understand fluctuations in demand and trends. Although it has very good links with other public sector organisations (for example, adult and child safeguarding services), and does use data acquired from joint-working for bespoke analysis, it sometimes lacks the breadth of understanding that would be achieved through a more habitual use of a broader range of data. We have seen the force's demonstrable approach in assessing the demand generated from calls to its control room. Its understanding of other types of reactive demand, for example, from letters, emails and enquiries at its police stations, is also good.

The work carried out to develop the current force's operating model, known as the strategic service specification, identifies the services provided by each department. As part of the model's development, gaps in the force's knowledge, for example, the demand it faces in relation to crime scene preservation and the variability needed for effective approaches to incidents in both rural and urban areas, are assessed. To mitigate against such gaps, the force is concentrating its intelligence and investigative resources to improve its understanding in such areas, and also its overall effectiveness. Although the force has started to explore how it could better understand demand generated by its own internal processes it has yet to develop this any further. However, the force can be fairly confident it has a clear picture of the range and scale of reactive demand that it currently faces.

The force has a good understanding and growing ability to assess the way demand for policing in Nottinghamshire will change in the future. The force's strategic threat and risk assessment has identified seven priorities for the force, which are violence, domestic abuse, child sexual exploitation and abuse, rape and serious sexual crime, house burglary, human trafficking and modern slavery, and cyber and financial crime. There is a plan setting out how each will be tackled over the next 12 months. The force is in the early development stages of an approach to examine and assess

³ The crime severity score is a new statistic produced by the Office for National Statistics (ONS) for the first time in 2016/17. The scores are based on Home Office police-recorded crime data and have been calculated back to 2002, (the earliest date for which police-recorded crime data is comparable). Each crime is given a severity (notional harm to society) weight based on an average of five years of sentencing data from the Ministry of Justice, and includes custodial sentences, community orders and fines. Weighting is then applied to the police-recorded crimes data to produce the crime severity score.

external factors that are likely to affect future demand, for example, technological, economic and social changes. It plans to use this assessment together with its understanding of current demand to help it to build a better picture of likely future demand. During the summer, and then on an annual basis, the force will carry out departmental assessments, which should further enable it to tackle predicted increases in demand, for example, in policing areas such as domestic abuse, child sexual exploitation, online grooming and fraud. In addition to the force's understanding of future demand, it has some good initiatives in place to prevent crime, and therefore reduce demand. For example, the force is part of a two-year national project, co-ordinated by the Ministry of Justice, to tag offenders; when a court decides an offender should be tagged, the police fit, maintain and remove tags and, where necessary, investigate breaches and make arrests. It is anticipated that the tagging project will reduce re-offending

More complex demand

The force is mostly effective in its understanding of demand relating to criminal behaviour that is less likely to be reported. It now uses an annual calendar to show when an assessment (known as a 'problem profile') is due to be carried out in an identified priority crime area which ensures there is a collection process to record information, intelligence, crime and incident data sources. Additionally, the force is conducting some good individual projects to gain a better understanding of more complex demand, for example in cyber-enabled and related crime. However, the force recognises that it needs to identify and analyse 'hidden demand' more effectively, and also to develop its understanding of demand in neighbourhood policing and organised crime. The force has a neighbourhood engagement strategy that seeks to raise the public's trust and confidence in reporting crimes, especially from communities who have less confidence in the police. It includes a specific action to build meaningful relationships with people from new and emerging communities, such as those from Eastern Europe. This demonstrates that the force has ambitions to improve its understanding of more complex demands.

How well does the force understand things that affect demand?

HMICFRS inspected how well Nottinghamshire 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

The force is only partially effective at managing, prioritising and filtering demand and it does not always systematically identify the benefits achieved, and the unintended consequences of its change projects.

The force recognises that the structure and number of its internal meetings needs to be more efficient in order to support force priorities. At present, meetings are chaired by chief officers to ensure consistency and continuity in decision-making. The force is revising its governance processes to enable better oversight of the many different change projects which are being implemented across the force. The newly-established priority plan programme board aims to ensure that the change programme is achieved on time, to budget and to the standard required.

The force acknowledges that its current ability to actively seek out inefficiencies as part of its everyday work is under-developed. It has implemented some projects to reduce waste and inefficiency, for example, by finding ways to improve its management of incidents. However, eliminating waste is not integral to its workforce's routine way of thinking. Nonetheless, the annual departmental assessment process, due to begin later in 2017, features the removal of duplication and reduction of waste as important elements. Indeed, plans to increase the number of officers in the force are based partly on being able to make savings from reducing waste.

Demand is being filtered by the force, but there is a risk of it being inadvertently suppressed. The force resolves an increased number of incidents over the telephone, and without attending the scene. During the 12 months to March 2016, 42 percent of incidents were recorded as having been resolved without attendance. This is 12 percentage points higher than the previous year and 10 percentage points higher than the England and Wales average. Moreover, during inspection, HMICFRS found that the force does not always prioritise calls appropriately when resolving incidents over the telephone. In a small number of incidents (particularly when the force control room is especially busy), the force's risk assessment does not fully record all the risks involved. In addition, when there are a large number of incoming calls and insufficient numbers of staff to answer them, not all calls on the non-emergency 101 number are answered. The force has a target that no more than five percent of 101 calls are unanswered. However, at the time of the inspection, the force reported that the rate was 9.6 percent on average, and had peaked at 18 percent during summer 2016. Generally, the force control room is adequately resourced and performance is monitored daily. A monthly performance meeting assesses short and medium term patterns and trends in both 101 and 999 calls. However, the force's analysis is unable to determine whether the same person who abandoned a 101 call then called the force using the 999 number. Similarly, in

relation to the force's scheduled response system⁴ the force monitors how often these appointments are made, but it does not systematically monitor the reasons that appointments are missed. The proportion of incidents that the force deals with by scheduled response is in line with the England and Wales average and, during the 12 months to March 2016, 14 percent of incidents were recorded as scheduled responses, compared with 23 percent in the previous year, a considerable decrease over a 12 month period. The force has plans to work with an external consultant to understand better how it prioritises demand. At present, the force cannot always be confident that its systems and ways of working are not inadvertently suppressing demand.

In HMICFRS' 2016 efficiency report on Nottinghamshire Police, we explained that the force had taken steps to strengthen its arrangements in order to evaluate and realise the benefits of all its implemented changes. However, because of changes in its workforce over the last 12 months, the force has not been able to evaluate all its change projects. Those which have been evaluated show an assessment of the outcomes, including the savings achieved but not how unintended consequences are avoided. These include, for example, a new vehicle recovery arrangement, and a regional evaluation of mobile data terminals. These terminals are handheld devices which record, send and receive police information, such as stop and search forms. Disappointingly, however, the force is unable to provide details on the cashable savings achieved by changes such as its improved officer productivity. The force also plans to evaluate benefits from its implementation of body-worn video cameras, and this will be independently evaluated by the University of Derby later in 2017. Overall, the force can demonstrate some financial and non-financial benefits from some of its change projects, and will be able to do more of this in the near future.

Leaders promoting innovative thinking

Leaders in Nottinghamshire Police listen to the workforce and encourage ideas and suggestions. A force suggestion scheme encourages officers to put forward innovative ideas, for example to improve force performance or workforce wellbeing. Over a four month period, this has resulted in the submission of some 17 ideas. Each one was responded to, assigned a reference number and discussed at a 'people's board'. The people's board meeting brings together members of the workforce who volunteer their time, staff associations and staff networks, together with several heads of departments. Most officers and staff that we spoke to knew about the scheme and some gave examples of using it, although it is worth noting that, in respect of submissions from which a good idea is developed, officers and staff did not always agree that due credit is given. Moreover, members of the workforce emphasise that the new chief officer team (established in February 2017)

⁴ When a member of the public needs to speak with a member of the force in person, an appointment for a later date is made – usually at a police station.

brings a new and different approach, and they see ideas being put into action quickly. This indicates that leaders listen to, and are influenced by, the workforce to bring about innovation and change within the force.

Summary of findings



Good

Nottinghamshire Police's understanding of demand is improving. The force has a good understanding of current demand for its services, although this mostly relies on police-held data and lacks the breadth of understanding that would be achieved through a wider approach with other organisations, such as adult and child safeguarding services. The force is developing a deeper understanding of hidden demand and those crimes which are less well-reported. It is noteworthy that all neighbourhood teams have proactive plans to build meaningful relationships with those who may have less confidence in the police. By contrast, however, the force's understanding of how demand is affected is still under-developed, although it does demonstrate some commitment to manage and prioritise this well. The force filters demand, and plans to do so more, but it may be inadvertently suppressing demand. The force is not always effective at identifying benefits achieved through change programmes and, although there are some good examples of evaluation, this is not routine practice. No formal arrangements to identify waste and inefficiencies are in place. However, in HMICFRS' inspection, it was noted that the force had advanced plans in place to conduct annual departmental assessments, including opportunities to eliminate duplication and use demand modelling tools to improve efficiency. The workforce is encouraged to make suggestions and put forward ideas, and force leaders listen to these ideas.

Areas for improvement

- The force should ensure that their prioritisation and allocation of demand takes full account of the risks of inadvertently suppressing demand (for example, not responding to low priority work), and that risks are appropriately mitigated.
- The force should put in place better processes and governance to understand and realise the benefits of change programmes, and how they affect the force's ability to meet current and likely future demand efficiently.

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.

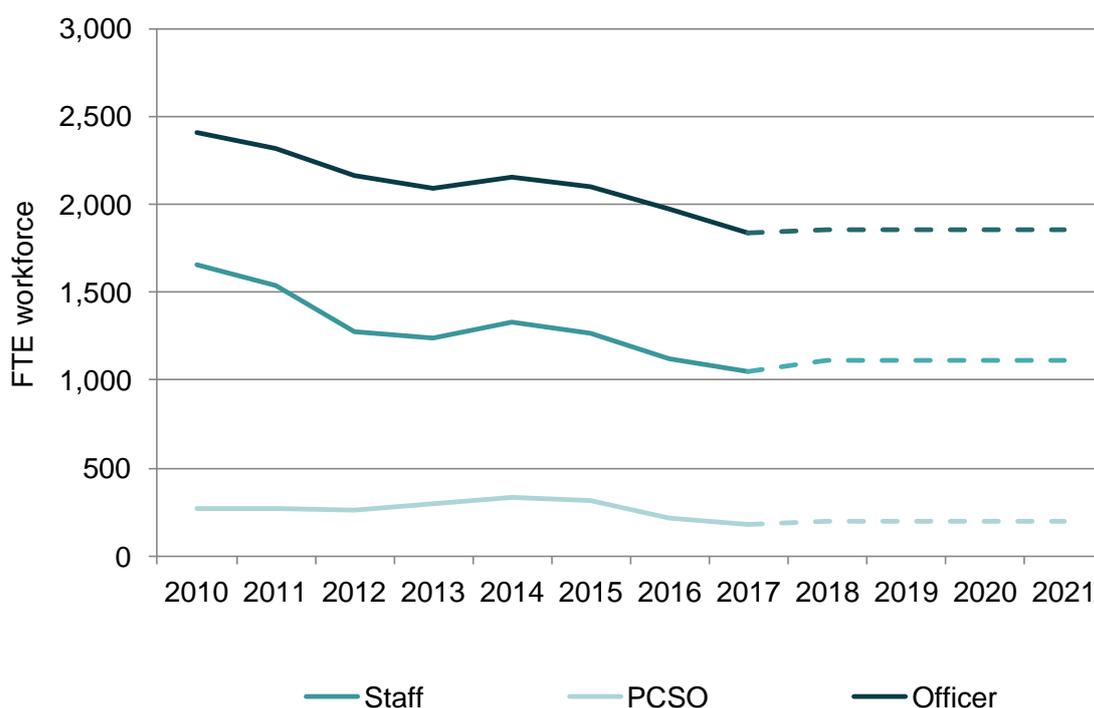
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

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

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will increase by 22.3 FTE (1 percent) from 1,837 to 1,860. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Nottinghamshire 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 Nottinghamshire Police is projected to increase by 64.4 FTE (6 percent) from 1,052 to 1,116 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 Nottinghamshire is projected to increase by 25.1 FTE (14 percent) from 175 to 200 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The new chief constable has reviewed these workforce numbers and made further revisions which aspire to increase the number of police officers to 1,940 by 2018/19, so long as efficiency savings can be made in other areas to enable this investment. This will be determined in a more evidence-based way through: its departmental assessment work; by the force’s continuing work to understand future demand better; and by the components of its workforce and public expectations.

In HMICFRS’ 2016 efficiency report, we recommended that the force needs to understand the gaps in its skills better, and should address these gaps through implementing an action plan that aligns with the way it operates. Since our 2016 report, the force has obtained more reliable data about the training and operational skills of its workforce, and therefore has a better understanding of the capabilities required to meet current and future demand. Moreover, the force has carried out work relating to the structure of its organisation and the service it provides to the public and, as a result, has highlighted the areas in which further skills are needed. Specifically, the force has identified that to meet its needs in the future, it requires

more accredited investigators and also needs to increase its pool of skills in investigating digital crime⁵ and specialist neighbourhood skills. In addition, the force has assessed how well its officers are able to protect the public and themselves from violent individuals. The review recommended that 100 response officers should be trained to use Taser equipment, and the force plans to implement this recommendation later in 2017.

Operational skills of officers and staff are now reliably recorded. The force has implemented a more comprehensive system which records all training and external courses attended by staff and officers, and the resulting qualifications which they have gained. The system provides alerts for the expiry dates of qualifications, which enables the force to plan its training for the year ahead. Through gathering such data, the force has been able to conduct an analysis of training needs across its policing functions and to assess its skills gaps. However, in relation to secondary skills or capabilities, such as speaking a second language, information is not gathered by the force in a formal or easily-accessible way, which means there might be hidden talent available within the workforce that is not always being well-used.

The force has some plans and processes in place to increase the accessibility of the skills and capabilities it needs. It is developing detailed plans on how it will improve its skills in-house or by using continuous professional development. An established training priorities panel, chaired by the deputy chief constable, seeks to develop a workforce model that involves a range of skills, and which will be applied to the workforce. The force intends to create a training skills catalogue for each department, which will be used to conduct an annual analysis of its training needs. Combined with an assessment of future operational needs, the force will make decisions every year about training to help it to ensure that it has the right skills to meet future demand. In addition to these planned improvements in its approach to training, the force is developing 'bite-size' training, which are two-hour computer-aided online sessions.

⁵ HMICFRS uses the term 'digital crime' to encompass four definitions: digital footprint (the trail of data that is left behind by users of digital services); internet-facilitated crime (where the internet and smart phones are used in planning or committing traditional criminal or terrorist activity); cyber-enabled crimes such as fraud, the purchasing of illegal drugs or firearms, or child sexual exploitation; and cyber-dependent crimes (those which can only be committed using computers, computer networks or other forms of information communication technology).

See: *Real lives, real crimes: a study of digital policing*, HMIC, 2015. Available at:

www.justiceinspectors.gov.uk/hmicfrs/our-work/digital-crime-and-policing/

The force also attracts transferee officers who have specialist knowledge. The apprenticeship levy⁶ is a new opportunity being explored by the force to encourage civilian employees into areas such as public protection and investigating digital crime. Together with plans to recruit graduates on fixed-term contracts to achieve an investigation qualification and an internship programme which supports five placements, the force is bringing specialist skills into the organisation.

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

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

Although it is yet to be shared widely across the organisation, the force has developed its leadership plan, which incorporates the leadership skills and capabilities introduced by the College of Policing through its jointly-prepared guidance, *The Policing Vision 2025*,⁷ and links these to the force's priority plan. To support this leadership plan, the force conducted an online survey of the workforce. The force received over 300 replies which set out the attributes expected of a good leader. The results have helped to shape the force's individual, senior leadership and organisational expectations.

In HMICFRS' 2016 leadership report, we recommended that the force develop a comprehensive leadership skills analysis. The force has made some progress on identifying the individual performance of its leaders, but it does not have a talent management programme and it has not yet acquired a comprehensive and consistent understanding of its leadership skills across the force. In summary, it has been lacking in its understanding of any skills gaps in its leaders and a suitable action plan to address such gaps. To date, the approaches and techniques in place for the force to understand the relative strengths of its leadership have included psychometric testing (which seeks to identify a preferred leadership style and is helpful in bringing insight to understand leadership challenges) and 360-degree feedback. To gain a better understanding of its leaders, the force is planning a leadership skills audit. Initially aimed at chief inspectors and police staff equivalents and above, it is to be extended to cover everyone in the organisation. The audit will assess existing leadership skills, including those acquired outside the organisation.

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

⁷ The NPCC (National Police Chiefs' Council) and APCC (Association of Police and Crime Commissioners), working with the College of Policing, staff associations and the National Crime Agency, have drafted a vision for policing in 2025 that sets out why and how the police service needs to transform. See *Policing Vision 2025*, NPCC

The intention is that, as part of the force's annual performance development review process, there is a self-assessment which can be used to analyse the leadership development training needs. This will enable the force to identify and make informed decisions about how to develop teams with a variety of leadership styles and approaches.

The leadership plan also sets out the type of leadership development which is available. In order to meet its organisational needs, the force has changed the development programme for supervisors and managers. Historically, the force promoted a number of officers to managerial level temporarily, but not always with the necessary supervisory training and skills to carry out their new roles. The new plan envisages a more focused and methodical approach that, while reducing temporary ranks, provides more support to build experience towards successfully completing an annual promotion board process. However, the force is still limited in its detailed understanding of the skills and capabilities it requires of its leaders to meet future needs. Furthermore, it has not taken the recent opportunity to recruit officers from other forces across all ranks, therefore its pool of talented officers might be being depleted. Nonetheless, the force is making growing use of mentoring and coaching support, and the leadership plan, once implemented, should provide a clear framework to develop leadership capability across the organisation.

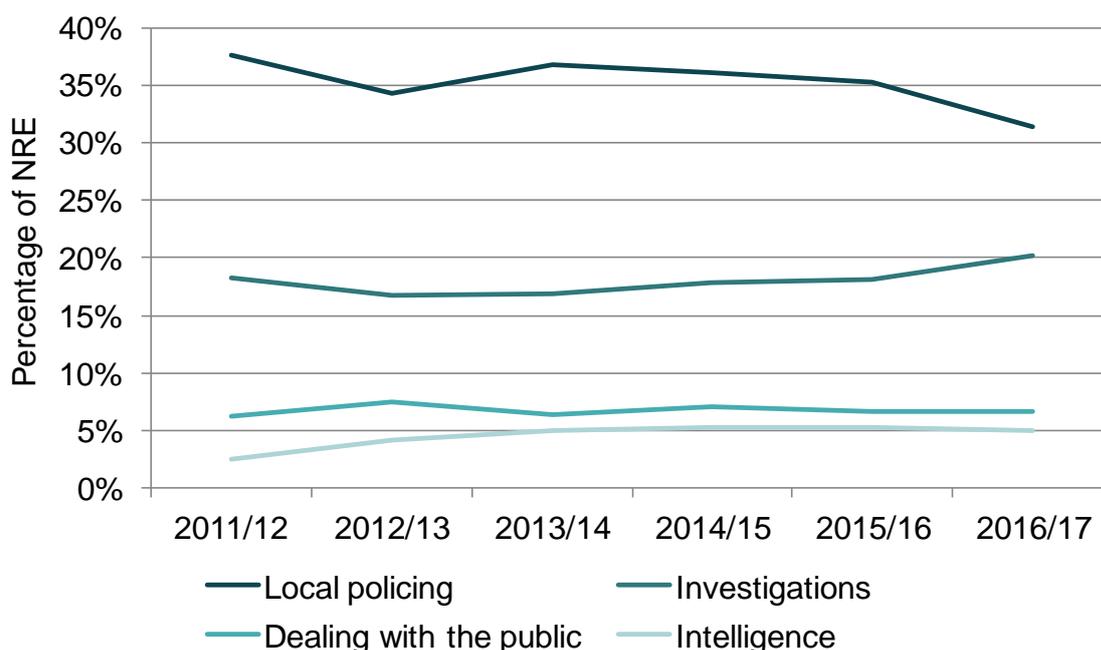
How well does the force allocate resources?

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

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

Figure 4 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in Nottinghamshire 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 Nottinghamshire, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 38 percent in 2011/12 to 31 percent in 2016/17. Estimated expenditure on investigation has increased from 18 percent to 20 percent, expenditure on 'dealing with the public' is similar to 2011/12 and expenditure on intelligence has increased from 2 percent to 5 percent from 2011/12 to 2016/17.

Prioritisation and cost

Decisions made within the force on prioritisation and resourcing are in line with the police and crime commissioner's (PCC's) police and crime plan and the force's strategic priorities. The force draws from a range of sources to inform how it allocates its resources. At an operational level, through a series of daily, weekly, monthly and quarterly meetings, there is detailed prioritisation and risk assessment on specific areas of threat, risk and harm to the public. Working with partner organisations, such as local authorities, and the office of the police and crime commissioner (OPCC), the force is developing a police and partner needs assessment.

The force has continued to prioritise its services but it is sometimes only partially effective and there are times when demand outstrips available resources. The force is developing ways to deal with this increased demand. For example, it has set up a group, led by a chief officer, to examine how it can improve the way in which it meets increases in demand during the summer months. It is also increasing the size of the team which deals with resolving incidents over the telephone without police

attendance. However, HMICFRS remains troubled in relation to the pressure placed upon the frontline, in particular neighbourhood officers who are sometimes reallocated from their designated areas to deal with both planned and unplanned policing activities. This impedes their ability to work with other organisations to reduce and prevent future demand for services. The force plans to use an external consultant to improve its approach to prioritisation.

Moreover, the force is making demonstrable improvements to its consideration of public expectation, following our 2016 inspection. Its neighbourhood teams now actively seek the views of their communities and use the findings to help prioritise their work. The force also assesses responses from surveys carried out through the OPCC, and city and council surveys, and there are plans to carry out a joint force and OPCC survey later this year to develop a better understanding of public expectations.

Following HMICFRS' 2016 efficiency report, the force is increasing its ability to understand how it can move resources from one area to another, and to understand the effects of doing so. To achieve this, the force's strategic service specification describes its structure and the services and staffing costs provided by each function. This provides a partial understanding of the services available in a range of cost-cutting scenarios. During the summer of 2017 and every subsequent year, the force also plans to execute a priority-based budgeting exercise to develop its understanding and its ability to scale up and down resourcing, and the effect this has on the service it provides. This process will be supplemented by analysing in more detail specific areas, i.e. 'deep dive' reviews.

Investment

A priority plan programme board now provides effective oversight and governance arrangements of existing change projects, for example in prioritising ICT infrastructure improvements, and enables the force to prioritise new projects and realise both financial savings as well as other non-cashable benefits. Programme management is provided, as well as external support from consultants where needed.

Investment in existing projects shows that some monetary benefits are tracked, for example through the estate rationalisation programme. The force reports that 43 sites have been reduced to 26 and most neighbourhood teams now work in the same offices and buildings as their local authority counterparts. The benefits of investing in a new joint problem-solving database are more easily recorded. There is now better management of other contracts, and the information services department continues to retire old IT legacy systems and implement improved technology, for example new telephone systems to enable more efficient routing of caller queries. In addition, the officers and staff we spoke to explained how they use body-worn video cameras to improve the way that they interact with victims and witnesses, particularly

by recording evidence and completing enquiries more effectively. However, the force recognises it could do more to ensure it collates information about all the investment it has made, including non-cashable savings.

There is continuing investment in regional change programmes, and Nottinghamshire Police is taking part in a number of initiatives that can demonstrate significant future benefits from investing in ICT at a tri-force level with Leicestershire and Northamptonshire police forces. In addition, in the five police forces in the East Midlands the implementation of a single information operating platform began two years ago and enables shared access and information across the region. An interim external evaluation demonstrates several qualitative outcomes from this investment. Officers and staff have a wealth of additional intelligence and have improved cross-boundary working. This means they are improving their knowledge of offenders who operate across the boundaries of different police forces.

How well does the force work with others?

HMICFRS inspected how well Nottinghamshire 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

In 2016 we reported that the force generally works well with local organisations to manage demand. Our inspection this year has reinforced our view that the force works with a wide range of organisations to manage demand efficiently within the area. A public disagreement with the city council about a new policing structure has now been defused, with well-established local joint-working arrangements in place. Senior police leaders attend both city and county-led meetings where joint priorities, such as anti-social behaviour, knife crime and house burglary are discussed with a view to being tackled. For example, a change in the approach to noise complaints has led to a reported improvement in the way that complaints are tackled, and this is done more efficiently, and with less bureaucracy. Moreover, this approach of working together raises the force's awareness of the resources of other organisations, and enables it to mitigate against the risks of any reductions. This is further aided through the location of several of the force's neighbourhood teams within local authority buildings, which enables joint decision-making and deepens working relationships. A new shared database of information has improved how problems are tackled and resolved. City council and police resources are located together to form a community

protection directorate which deals with problems jointly. The force is therefore well-placed to manage demand more efficiently and to work collectively with others to lessen the effect of reduced resources.

As well as working with local authorities, the force also works well with other organisations, for example, street pastors, housing providers and women's aid, to reduce and manage demand where there are more persistent local problems. For example, in Mansfield the reduction in 'rough sleepers' from 40 people to fewer than 5 demonstrates how an improved co-ordination of resources is having a positive effect.

In addition to these local working arrangements, HMICFRS found other practical examples of the force working with others. A triage car operates across the force area, with one police officer and one mental health practitioner onboard. At weekends there are two triage cars to deal with the increased demand. The force reports that this arrangement improves the service that the public receives, and continues to reduce substantially the number of people detained in police and hospital premises. This means the force works with a wide range of other organisations to ensure that demand is managed efficiently across agencies.

The benefits of joint working

Over the last two years, HMICFRS has reported positively about the collaborative work of Nottinghamshire Police. With other police forces and local public sector organisations it is extensive, although its joint-working with other blue light services, such as the ambulance and fire and rescue services, is comparatively limited. More pertinently, the force is able to demonstrate that its collaborative approach reduces costs and increases its resilience and capacity. For example an interim evaluation by Nottingham Trent University of the scheme in the New Cross and Broomfield areas to provide early intervention and crisis support for residents, estimates a cost to saving ratio of 1:12 (assessed at £26,199 saving per resident).

The force has been involved in evaluating several collaborative arrangements with other police forces in the East Midlands region. These provide an assessment of the benefits and also identify potential areas for additional collaboration to continue to enhance the service provided. Later in 2017, the force plans to review the components of its workforce and how this affects the provision of its policing services. As part of this review, the force will determine whether there are the right skills and workforce mix in its regional collaborations. It has already reviewed the number of Taser-trained officers provided through a four-force collaboration with Northamptonshire, Leicestershire and Lincolnshire police forces and, as a result, is now planning to train 100 response officers in the use of Tasers to increase public and officer protection. Similarly, in a tri-force collaboration with Leicestershire and Northamptonshire police forces, Nottinghamshire is working to develop a joint information services function, with ambitious plans to transform the way the three forces use and share information systems to benefit their future policing operations.

Leadership driving innovation

Leaders continue to implement innovative practices from outside the organisation, and the force continues to seek out new ideas, approaches and working practices from across the police service and further afield. For example: the force has forged good links with local academic institutions. As a result of suggestions made by the workforce, and research conducted by leaders with Durham Constabulary, the force introduced a new shift pattern in the control room, and changed the way in which it defined supervisor roles. This is reported to have led to supervision becoming more efficient. A peer review conducted by Lancashire Constabulary has helped shape how public protection is structured. Furthermore, the force learns from and regularly evaluates new innovations and the working practices of other forces.

Summary of findings



Requires improvement

The force now has a better understanding of the operational skills and capabilities of its workforce and is developing an assessment of the skills it needs for the future. It does not yet have a good understanding of the skills and capabilities of its leaders nor a defined plan to address any shortages. However, it has well-developed plans to complete a leadership skills audit which should greatly assist these gaps when it has been completed. The force works well with others to manage local demand for services and continues to consider other options for further collaborative working. It is able to demonstrate that its collaboration with other forces increases resilience and capacity. Leaders continue to seek out new ideas, approaches and working practices from across the police service and further afield. However, HMICFRS remains concerned that, although the force has continued to prioritise its services, this is only partly effective and there are times when demand outstrips available resources. The force has a priority-based budgeting exercise planned for the summer to provide a greater understanding of how well it uses its resources. Investment, particularly in ICT infrastructure, continues, although the force could do more to enable it to show the acquired or projected value from its investments.

Areas 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.
- The force should continue to undertake appropriate activities to understand fully its leadership capacity and capability, 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 Nottinghamshire 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

Nottinghamshire Police has taken some steps systematically to examine the factors that are affecting demand in the force area. It has recently carried out a strategic threat assessment and has produced an action plan to help direct its resources in tackling the most pressing risks to its communities. Additionally, through its approach of problem profiles, the force has an improved understanding of the nature and scale of hidden and under-reported crime across the force area, including burglary, knife crime, female genital mutilation, fraud, and off-street prostitution. But this is not part of a wider programme that identifies and analyses trends in order to build an understanding of how demand continues to evolve. Similarly, although there is some very good joint-working with local agencies and organisations, the force does not make full use of data to inform its understanding of future demand, which limits its ability to plan. The result is that the force cannot effectively ensure that its financial, workforce and training and development plans are sufficient to enable it to manage future demand.

The force has a broad understanding of external influences, including population growth, changes in the ethnicity and demographics of local communities and indicators of deprivation. Additionally, the force participates in a joint needs assessment, i.e. an analysis of the most significant problems, risks and threats shared by respective crime, community safety and criminal justice agencies across Nottinghamshire. This assessment also considers the changing wider environment. The force also conducts predictive analysis, which forecasts considerable increases in crime over the forthcoming 12 months. This is because of a more proactive approach to recording crime, in line with the national crime recording standards.

Future considerations

The force has not conducted specific work to understand public expectations of the way it provides its services, particularly in relation to the increasing reliance upon technology and the digital preferences of its communities. It does, however, make use of the results of the PCC's survey and work conducted by the county and city council surveys, namely that local communities want timely responses to requests for service, and want the police to be accessible and attend when needed. Later in 2017, the force, together with the PCC, will carry out an extensive public survey to increase its understanding of what the public expects of the police in the future.

The force recognises that it can manage future demand better by making it easier for the public to access its services electronically. It has introduced a virtual front-counter, online crime-reporting and is developing 'track my crime' - although the force reports that these tools are not being used to their full potential.

The force has a well-established approach of using mobile data and agile working; officers have been provided with mobile devices for ten years. However, it is not clear that the force has systematically evaluated the benefits and risks of this way of working. Benefits are typically increased efficiency and an understanding of how the service to the public has improved as a consequence. As the force goes into further developments with mobile technology and agile working, as part of its collaboration with Leicestershire and Northamptonshire police forces, it is important that it has a better understanding of the benefits. As part of developing the business case for more investment, it must be clear about the expected benefits and put reliable systems in place to monitor and evaluate them throughout implementation, taking appropriate action if the benefits fall short of expectations.

The force has explored, in some detail, the possibility of even closer alliances through its tri-force collaboration with Leicestershire and Northamptonshire police forces. After much deliberation, the three PCCs and chief officers have agreed to proceed in a more limited collaboration. The present arrangement for continuing the collaboration is the appointment of shared senior staff members in finance, information services, and human resources (HR) serving all three forces. Additionally, progress is now being made for plans to bring the three IT departments into a single tri-force function (with lower-level finance and HR functions to remain with each individual force).

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

HMICFRS inspected how well Nottinghamshire 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

Since February 2017, the force has been led by a new chief constable, and the senior team is changing. A new deputy chief constable, assistant chief constable and head of HR are also new in post. In respect of the continuing leadership provided by this new team, the force needs to be clear on the skills set it demands. The force plans to use the professional development review (PDR) process to identify training development needs more effectively and ensure they are tailored to the individual's development. However, until the force completes its leadership skills audit and subsequent skills needs analysis, it cannot tailor its development opportunities effectively.

Mostly good succession planning takes place, and Nottinghamshire Police has a workforce planning board which considers whether transitions have been well-considered and that new posts are given to those with the right skills. Until recently there has been an over-reliance on officers carrying out temporary and acting duties and this has occasionally had a destabilising effect. The force recognises this position is unsustainable and recently reduced the number of officers in these temporary roles. Additionally, no formal talent management programme is in place. Officers and staff we spoke to said that opportunities for continuous professional development, including attachments to other departments and secondments, are limited, especially for police staff.

Recruitment

The force recognises that it needs to identify and address the gaps in its leadership capability in order effectively to implement new ways of working. It is a strong supporter of the national talent schemes (despite having none of its own) and encourages applications for the Fast Track scheme,⁸ although it does not support Direct Entry candidates. Twelve officers are on the Fast Track scheme (including its predecessor – the higher potential development scheme), with a mixed pool of candidates including both women and men, and those from a black, Asian and minority ethnic (BAME) background. The force is seeking to improve diversity throughout its workforce, as currently there are no BAME officers and staff above the rank of inspector and there are very few senior women officers and staff. The force recently ran inspector, chief inspector and superintendent promotion processes, but it chose not to advertise these opportunities externally. As a result, the force may be limiting its opportunities to increase the diversity of its teams and seek talented individuals from outside of its existing pool.

⁸ For more information about the College of Policing leadership programmes, see: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Nottinghamshire 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

In HMICFRS' 2016 inspection, the force's endeavours in planning for the future were identified as an area of considerable weakness. We are pleased to note that, throughout 2017, the force's financial plans have continued to evolve. For the first time the force has set itself a five-year medium term financial plan, although the focus for 2016/17 was inevitably centred on achieving the significant savings needed that year. Previously, inadequate financial controls in the force had created a poor track record for achieving planned savings. In 2015/16 it was forced to draw from reserves (£9.4m) to balance its budget after failing to make the savings needed, and this led to a freeze on recruitment and a struggle to meet demand. We are encouraged by the progress in improving the financial management and financial planning in the force. It has given the financial plan due consideration relating to its work to resize and reshape its workforce in line with its continuing provision of effective policing across Nottinghamshire. The force previously developed an operating model for its services, namely the strategic service specification. This determined that the minimum number of police officers needed to meet demand would be 1,860 by 2021. This was more than the force had previously planned for.

The new chief constable reviewed these workforce plans and made further revisions which aspire to provide even greater investment of police officers in priority areas. The revised aspirational model would see the number of police officers increase to 1,940 by 2018/19, as long as efficiency savings can be made in other areas to enable this investment. However, it is unclear what evidence the need for this has been based on, and the force cannot be certain that this level and category of workforce is necessary. This will be determined in a more evidence-based way through its departmental assessment work, by the force continuing to work to understand future demand better, the components of its workforce, and by public expectations. In addition, through its own analysis, the force has recognised that technological changes are leading to an increased reliance on digital technology, as well as the increased demand relating to complex cyber-crime, which is relevant to the force's plans for its police officer target.

HMICFRS is satisfied that the force now has a credible medium-term financial plan. However, the force needs to make a persistent effort to achieve its targets. It needs to reduce its spending notably in order to invest in the new operating model. It has also committed itself to making additional one-off savings to replenish the reserves which it has already used previously to offset overspends, so that it provides greater financial resilience for the future. The aspirational '1,940 model' would require the

force to make a further £20.3m savings by 2020/21. The force reports this level of savings would enable the 1,940 police officer strength to be achieved as well as returning £10.8m to reserves. The plans for achieving the savings are not yet fully formed, but it is expected that the force will reduce the number of supervisory ranks, reduce duplication and review the number of officers currently in business support roles. It is also relying on the assumption that the planned revision to the funding formula will result in an increased grant to the force, phased in at £0.5m from 2018/19 and rising to £2m extra per year by 2020/21. However, it is not certain that this will occur, which means that the force might need to find additional savings elsewhere, or delay recruitment.

We found encouraging signs that the change planning framework is becoming more systematic and rigorous with greater governance and oversight. The force's previous change programme ('Delivering the future') has been revised and re-branded as 'Our priority plan', and will compel every department across the organisation to undergo an annual assessment of its current performance and future objectives. These assessments will be subject to independent and rigorous challenge, and the force intends to use this process to direct its continuous improvement, and to identify areas for change and areas where efficiency can be improved. In addition, three or four areas each year will be subject to a more probing scrutiny, known as a 'deep dive', with all areas of the force being analysed in this way over a four-year cycle. The areas selected for the first 'deep dive' are those in which the force has had the most weaknesses, and where the return on investment is expected to be greatest.

Savings

Nottinghamshire has only limited funds in reserves, which could restrict its ability to invest. It has committed itself to making additional one-off savings to replenish the reserves (used previously to offset overspends), so that it provides greater financial resilience for the future. The force's strategy is to invest now to save in the future, and it intends to use borrowing to fund this. The force has ambitious plans to seek further external funding, to support its IT tri-force plan with Leicestershire and Northamptonshire police forces with the intention to increase police force interoperability and efficiency significantly. The first phase is the commissioning of 11 work streams, using police transformation funding provided by the Home Office. The objective is to connect the three forces' legacy IT infrastructures. It is not clear how the forces will progress beyond this first phase if they cannot secure additional external funding.

The force is planning to spend £8.4m over four years in other ICT infrastructure projects. For example, it plans to replace Airwave, to undertake the transition to the emergency services network, and replace and upgrade automatic number plate recognition technology. It is also investing in estates projects and plans to spend

£34.5m over four years in order to improve and refurbish its estate including a new-build custody suite. This means that the force shows commitment to 'invest to save' projects so that it can increase its capacity and capability.

Summary of findings



Requires improvement

The force is mostly effective at identifying and assessing emerging or likely future demand. Its work to understand better the nature and scale of hidden and under-reported crime across the force area is developing. It has a growing understanding of likely demand for its services, by considering public expectations, and by understanding how it can make the best use of changes in technology. It continues to consider and make plans for working with others in the future. Although its financial plans, demand analysis, workforce plans and understanding of changing public expectations have not yet been reconciled, there has been progress since 2016 to make them more compatible. Progress has been particularly good in the quality and robustness of financial planning, and the force has a financial plan to ensure it can respond to the most pressing priorities which its communities are facing. However, the force needs to make a persistent effort to achieve its targets. It needs to reduce its spending notably to invest in a new operating model, and this would require the force to make further substantial savings by 2020/21. The plans for achieving the savings are not yet fully formed, and its work planned for later in 2017 aims to establish credible and achievable plans even further. It is unclear how the force identifies and develops talented staff within its organisation, as it has no internal talent management programme, although it does support national schemes.

Area for improvement

- The force should develop its workforce plans to identify fully its future workforce capabilities and align its financial plan and improved analysis of future demand and emerging priorities. This should ensure that the force has a comprehensive medium to long term plan to respond effectively and efficiently to future demand.

Next steps

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

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

Annex A – About the data

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

Methodology

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

Comparisons with England and Wales average figures

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

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

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

Statistical significance

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

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

Population

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

Force in numbers

Forecast change in gross revenue expenditure

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.⁹ 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).

⁹ 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.