

PEEL: Police efficiency (including leadership) 2017

An inspection of South Yorkshire Police



November 2017

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Contents

Introduction	3
Force in numbers	5
Overview – How efficient is the force at keeping people safe and reducing crime?	6
How well does the force understand demand?	9
How well does the force understand current demand?.....	9
How well does the force understand things that affect demand?.....	12
Summary of findings	14
How well does the force use its resources?	16
How well does the force understand the capability of its workforce?	16
How well does the force understand the capability of its leaders?	19
How well does the force allocate resources?.....	20
How well does the force work with others?	23
Summary of findings	25
How well is the force planning for the future?	27
How well does the force predict likely future demand?	27
How well is the force planning for the future, in terms of workforce?	28
How well does the force plan for likely future demand?.....	30
Summary of findings	31
Next steps	33
Annex A – About the data.....	34

Introduction

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

What is police efficiency and why is it important?

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

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

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

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

Our report on South Yorkshire Police’s legitimacy inspection will be available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/south-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/south-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

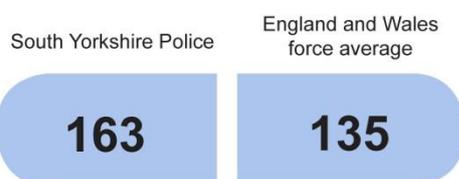


Planned change in total workforce



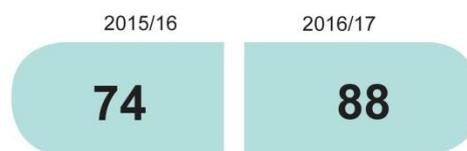
Calls for assistance

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

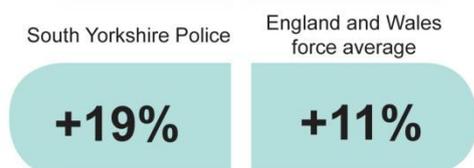


Recorded crime

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

South Yorkshire Police is judged to require improvement in the efficiency with which it keeps people safe and reduces crime. This is consistent with last year's assessment. The force's understanding of demand is judged to require improvement; 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?



Requires improvement

How well does the force use its resources?



Requires improvement

How well is the force planning for the future?



Requires improvement

The way in which South Yorkshire Police understands demand for its services requires improvement. The force has made good progress in addressing the cause of concern in HMICFRS' 2016 efficiency inspection, although it is too early to fully assess the overall impact on the cause of concern. The force is developing its understanding of the demand for its services to inform its new operating model. It has introduced effective governance processes to ensure that the force is reducing inefficiencies, realising the benefits of changes and avoiding the unintended consequences. The force has processes to prioritise demand from calls for service, but it is not yet able to respond to the demand from non-urgent calls on a consistent basis.

The way in which South Yorkshire Police understands and uses its resources requires improvement. The force has not addressed the cause of concern we reported in 2016: it still does not understand sufficiently the skills and capability of its

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

workforce and the skills and capabilities it needs now and in the future. The force is, however, progressing well in understanding the leadership skills it needs and has responded well to the areas for improvement we raised in 2016. This understanding allows the force to match the leadership skills to needs when planning moves across the force. It is providing a wide range of leadership development to its workforce, particularly in the softer skills required by today's leaders.

The way in which South Yorkshire Police plans for the future requires improvement. The force has made some progress against the cause of concern from HMICFRS' 2016 efficiency inspection that the force did not have a coherent set of future plans. The force has comprehensive financial plans; however, these are not yet fully integrated with its workforce planning or its understanding of demand. The force should also improve how it plans to achieve the savings it will need.

Area for improvement

- The force should ensure that it can sufficiently manage its incoming demand from all calls for service (including 101 calls), while ensuring that it takes full account of inadvertently suppressing demand and that any risks are appropriately managed.

Causes of concern

The three causes of concern from 2016 remain and for each of them we repeat these from our 2016 efficiency report. Although progress has been made, HMICFRS considers the force has some way to go to address fully these causes of concern.

Cause of concern 1

South Yorkshire Police's limited understanding of current and likely future demand remains a cause of concern, because further analysis is needed for the force to develop a complete picture of demand, including analysis of the under-reporting of crime and inefficient working practices which generate unnecessary demand. The force also needs to engage more with communities and partner organisations to understand more fully the opportunities for early intervention, prevention and problem solving.

Recommendation

- To address this cause for concern HMICFRS recommends that the force should assess comprehensively its current and likely future demand and use this assessment to inform the development of a new operating model that meets the needs of its local communities.

Cause of concern 2

The absence of a comprehensive workforce plan and lack of understanding of the current workforce capability and capacity in South Yorkshire Police remains a cause of concern which compromises the force's ability to match resources to demand and align workforce costs with the force budget.

Recommendation

To address the cause for concern, HMICFRS recommends that the force should develop and implement a coherent workforce plan by:

- reviewing the capacity and capability of the HR shared service to provide the support required at force and local levels;
- identifying and allocating posts in line with its revised operating model and priorities;
- analysing the skills and capabilities of the workforce; and
- addressing identified gaps in the workforce capability and capacity.

Cause of concern 3

The cause of concern in relation to coherent plans from 2016 is to remain, and is still linked to the 2016 cause of concern about the absence of a comprehensive workforce plan, and understanding of demand being completed initially.

The absence of a coherent set of future plans in South Yorkshire Police is a cause of concern, because the financial plans are not linked to the workforce plans and the force does not have a complete understanding of future demand or workforce requirements.

Recommendation

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

How well does the force understand demand?

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

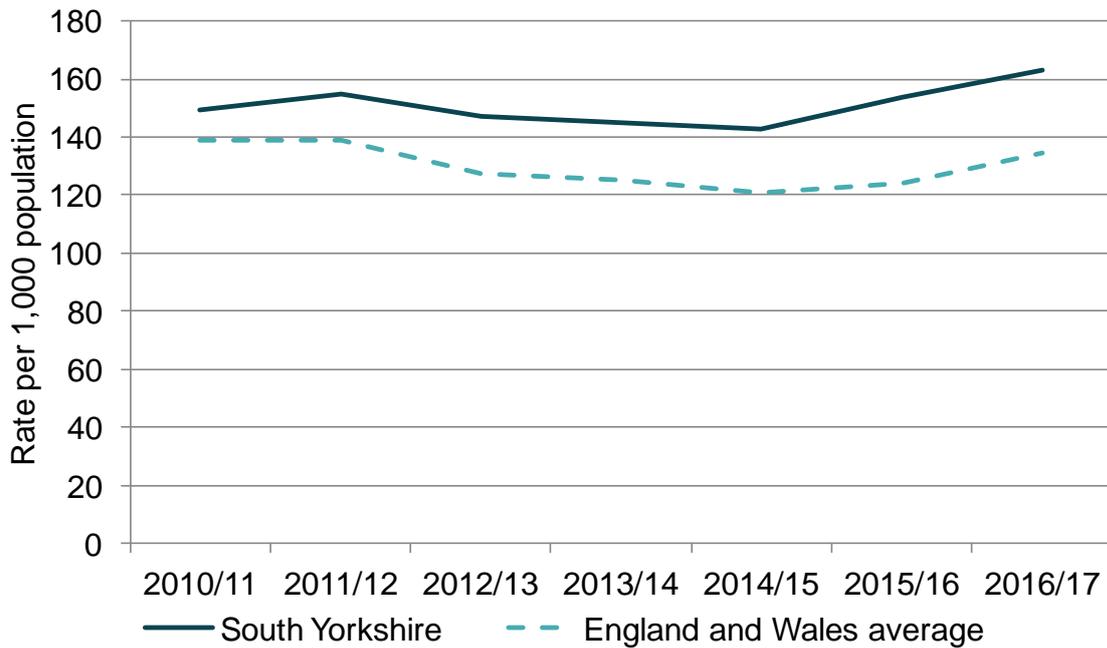
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

How well does the force understand current demand?

HMICFRS inspected how well South 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.

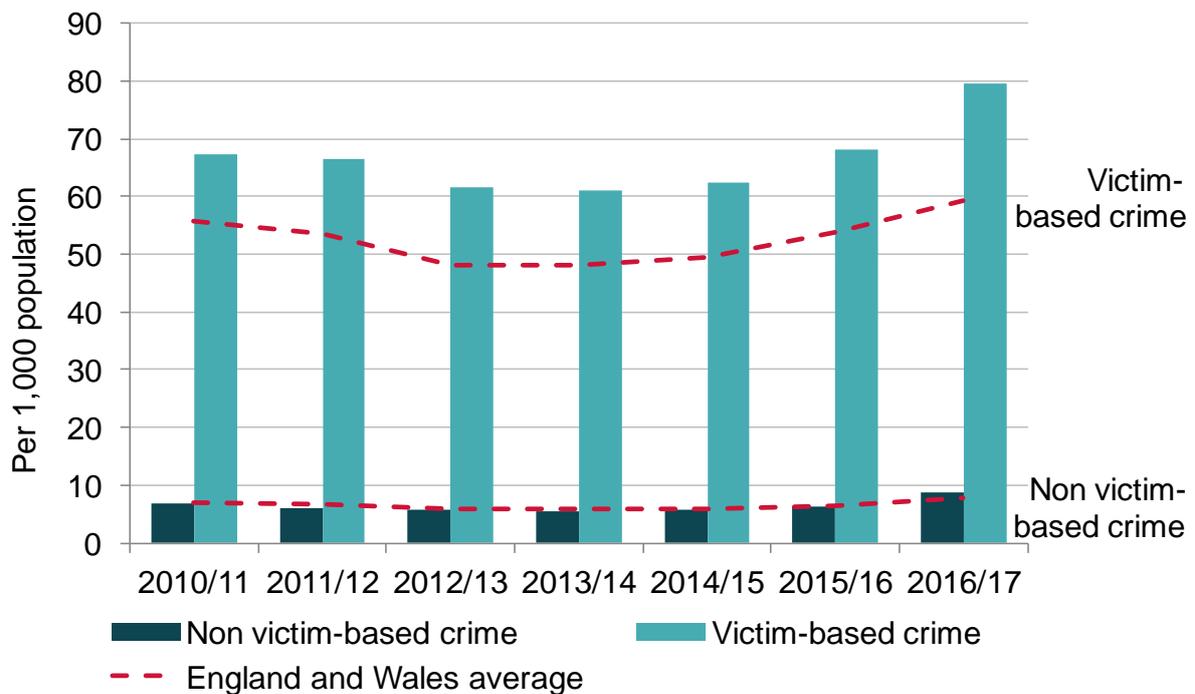
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in South Yorkshire Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

South Yorkshire 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 increased from the 149 calls per 1,000 population recorded in 2010/11 and has increased since 2015/16 when the rate was 154 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in South 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 crimes per 1,000 population in South Yorkshire in 2016/17 was 79.6. This is higher than the number in 2010/11 of 67.3. The number of victim-based crimes decreased between 2010/11 and 2013/14 to 61.2 crimes per 1,000 population before increasing to the 2016/17 number. The number of victim-based crimes per 1,000 population in England and Wales decreased from 55.8 to 48.1 between 2010/11 and 2013/14, before increasing to 59.3 in 2016/17.

In the local population of the South Yorkshire Police area, the number of non-victim-based crimes per 1,000 population in 2016/17 (8.8 crimes) was higher than in 2010/11 (6.8 crimes). The number of non-victim-based crimes per 1,000 population decreased to 5.5 crimes in 2013/14 before rising again to the 2016/17 rate. The number of non-victim-based crimes per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. The number decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13, before increasing to the 2016/17 rate.

Understanding demand

South Yorkshire Police is developing its understanding of demand to inform its new operating model. In HMICFRS' 2016 efficiency inspection, we were concerned about the force's limited understanding of current and likely future demand and suggested that further analysis was needed to develop a complete picture. This should include analysis of under-reporting of crime, inefficient working practices generating unnecessary demand, and the need for greater engagement with communities and partner organisations to prevent demand. We were also concerned that the force did not have sufficient people with the right skills to achieve what was required. The force has responded well by investing £1.2m in establishing a change team with the necessary skills and capabilities to understand demand. This was fully formed in April 2017. It has drawn on national expertise and good practice from the College of Policing, local universities, other forces and the Jill Dando Institute. The chief officer team has consulted extensively on the services required for neighbourhood policing, including with Sikh, Muslim, Pakistani and Chinese communities, those with disabilities and young people. Additionally, there has been an internet-based and paper survey, with 3,600 responses at the time of inspection, the results of which the force intends to use to inform what the force's future neighbourhood policing model should look like.

With its newly formed change team in place, the force is continuing to build its understanding of demand and the expectations of the public. It has prioritised specific areas for review, including demand from incoming calls and incidents through its control room, a review of inefficient policy and processes, a review of the demand within local communities, considering harm and complex need to inform the force's model for neighbourhood policing, and a review of teams that investigate

crime, which has begun with the protecting vulnerable people teams. The new team continues to build its understanding of the complexity behind the numbers and gain the operational context from frontline officers and specialists within the force. This understanding of demand will then determine the options for the force's future operating model to allow the force to respond effectively to demand.

The force continues to have a good understanding of changes and trends in its demand. This understanding features as part of the force's performance meeting where the top demand generators are considered for action. The force does not yet have an understanding of what its projected future demand is likely to be or an understanding of preventative demand, although some of the data in its forecasting model will allow the force to have this for discrete areas.

More complex demand

South Yorkshire Police is able to identify types of hidden demand through its analysis, but its ability to uncover crime that is less likely to be reported is limited. The force's strategic assessment identifies areas of hidden demand such as child sexual exploitation and organised immigration crime, including human trafficking and modern slavery. The force established a modern slavery and human trafficking team in 2016, which has improved its understanding with increasing numbers of victims being identified. The force's limited regular engagement and contact with local communities means that there are likely to be hidden demands that the force cannot properly identify or understand. We did, however, find some good examples of police community support officers (PCSOs) gaining the confidence of specific communities to encourage reporting. The force should consider the additional demand that will initially be created through re-implementing its neighbourhood policing and improved engagement with local communities.

How well does the force understand things that affect demand?

HMICFRS inspected how well South 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

South Yorkshire Police has governance processes to ensure that the force is reducing inefficiencies. It has established appropriate governance arrangements for its change programme, with chief officers chairing these meetings. The force's change reviews report to a tactical change board, which acts as a gateway for change and seeks final approval from a strategic change board.

The force has progressed well with ensuring it has the skills and capabilities to identify inefficient processes and systems and thus to assist in reducing demand on services. The force has recruited people with more specialised skills to map the principal processes and identify inefficiencies, consider influencing factors and understand potential unintended consequences. This work, however, remains at the early stages and is predominantly linked to the major areas under review, including neighbourhood policing, the force control room, specialist crime beginning with protecting vulnerable people units, and support services such as a single unit that schedules resources. While the force has made good progress, there are areas of the force that remain inefficient and await review or await the implementation of IT solutions.

The force has processes to prioritise the demand from its calls for service, although the level of calls that the force is not able to answer (its abandonment rate) is unsatisfactory. This means that the force could inadvertently be suppressing demand and might be unable to provide an adequate service to the public. The force's abandonment rate for 101 calls (non-emergency) was at 20 percent during the week of inspection, and during June 2017 ranged from 10 to 30 percent. This means that, at the worst point, up to 800 calls were not answered within a 24-hour period and some members of the public potentially did not receive a good service. The force has increased the number of personnel in the control room to deal with this level of demand and has tried to understand whether the caller calls back or dials 999 instead, but it has little awareness of what type of demand is potentially being suppressed through abandoned calls. This is an area that is currently under review by the force's change team. The force has attempted to implement automated information updates to let callers know their position in the queue. However, the call handling technology does not support such fixes without financial investment, which the force does not consider to be efficient because a new IT system will be launched in March 2018. Personnel within the force's control room are trained to carry out risk assessments on the 999 calls and the 101 calls that are answered and use the national decision model to help structure their decision-making. The force has purposefully tailored the provision of some of its services to improve the way in which it manages demand. For example, attendance at vehicle crimes had been stopped but, as a result of customer feedback, the response to such crimes is now determined on a triage basis.

The force has processes to make sure that it realises the benefits of change and avoids unintended consequences, although these are relatively new and not yet fully tested. Each of the force's areas for change now has a baseline against which success can be measured. The force's newly formed change benefits team works with individual change programme teams to understand what they want to achieve. This is then monitored and reported on through the change governance arrangements. The force is focusing on more than just financial benefits. The range of benefits that are considered includes improved quality of service and improved

confidence outcomes, and the process will also identify any negative impact (known as dis-benefits). The change team has considered the dependencies between the programmes of work to identify and minimise any potential unintended consequences. The force accepts that the speed at which it is progressing with change requires a balance between the need to move quickly and the need to plan effectively. This balance may mean accepting some unintended consequences rather than preventing all of them. The end-to-end benefits process has not yet been tested, because the force's reviews of change have not yet been implemented. The force does, however, now have the processes and skills to do so.

Leaders promoting innovative thinking

The leaders of South Yorkshire Police have involved some of the workforce in the change programmes to inform the force's new operating model. However, we found that openness to change and ideas is not consistent across the force and that a lot of the workforce feel that they are not active participants in the force's change programmes. Some of the workforce have been involved in change workshops to assist the force in understanding how processes work, to identify inefficiencies and to provide potential solutions that they think would work. The force does not yet have a continuous improvement culture because of the importance it has placed on its change reviews and in developing an evidence base for its new operating model. The force does not yet have a formal mechanism to encourage, identify and celebrate innovation in the force.

Summary of findings



Requires improvement

South Yorkshire Police is developing its understanding of demand through improved use of data sources and analysis. It has made good progress against the cause of concern in HMICFRS' 2016 efficiency inspection. The force is able to identify types of hidden demand through its analysis, but its ability to uncover crime that is less likely to be reported is limited. The force has governance processes to ensure that it is reducing inefficiencies that create demand. It has progressed well with ensuring that it has the skills and capabilities to identify inefficient processes and systems through its review of priority areas. The force has processes to monitor and review the benefits of change and to identify unintended consequences, although these are relatively new and not yet fully tested. While the force has progressed well with ensuring it has the necessary arrangements in place to identify inefficiencies, there are processes within the force that remain inefficient and await either review or for IT solutions to be implemented. The force has processes to prioritise the demand the force experiences from calls for service, although the level of calls that the force is

not able to answer is unsatisfactory. This means that the force could be inadvertently suppressing demand and unable to provide an adequate service to the public. This is an area currently under review by the change team.

Area for improvement

- The force should ensure that it can sufficiently manage its incoming demand from all calls for service (including 101 calls), while ensuring that it takes full account of inadvertently suppressing demand and that any risks are appropriately managed.

Cause of concern

The cause of concern from 2016 in relation to an overall understanding of demand is to remain:

South Yorkshire Police's limited understanding of current and likely future demand remains a cause of concern, because further analysis is needed for the force to develop a complete picture of demand, including analysis of the under-reporting of crime and inefficient working practices which generate unnecessary demand. The force also needs to engage more with communities and partner organisations to understand more fully the opportunities for early intervention, prevention and problem solving.

Recommendation

- To address this cause for concern HMICFRS recommends that the force should assess comprehensively its current and likely future demand and use this assessment to inform the development of a new operating model that meets the needs of its local communities.

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.

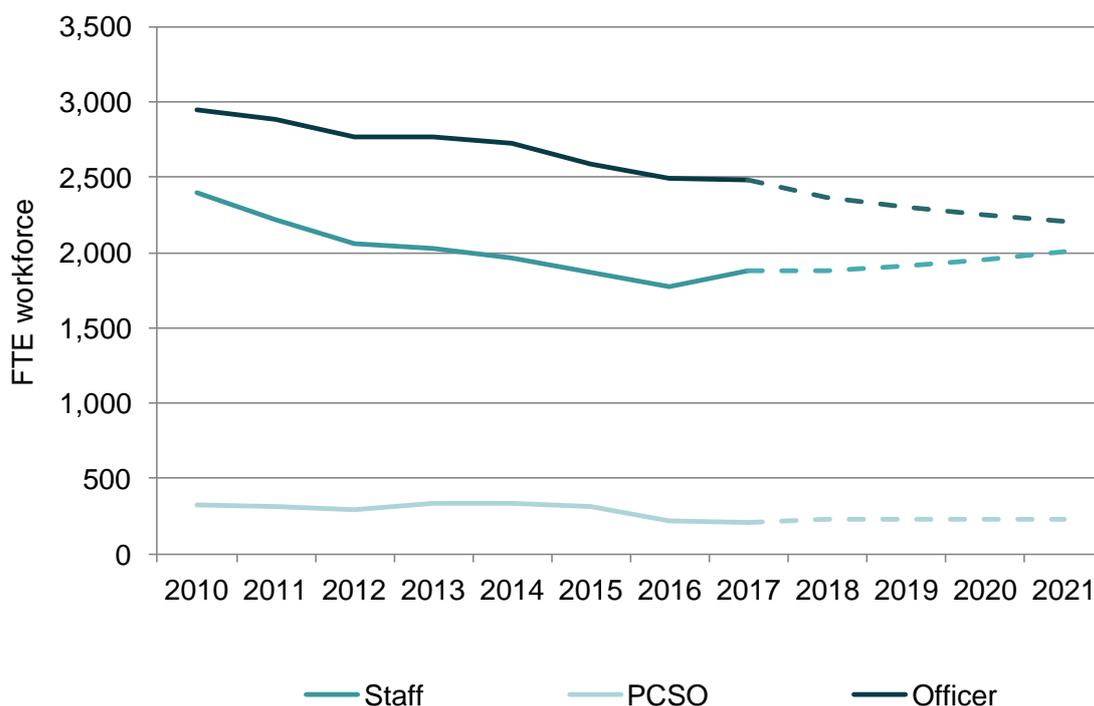
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well South 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 decrease by 280.1 FTE (11 percent) from 2,483 to 2,203. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: South 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 South Yorkshire Police is projected to increase by 131.4 FTE (7 percent) from 1,878 to 2,009 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 South Yorkshire is projected to increase by 16.6 FTE (8 percent) from 208 to 225 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

South Yorkshire Police does not have sufficient understanding of the skills it needs in its workforce. In HMICFRS’ 2016 efficiency inspection, we reported a cause of concern about the absence of a comprehensive workforce plan and the lack of understanding of the force’s current workforce capability and capacity. We are disappointed to find that there has been no progress in this area since 2016. The force’s human resources (HR) shared service has lacked clear direction, there has been no increase in the capability and capacity to support the force, information systems do not contain up-to-date information to inform the analysis and planning required, and processes and governance arrangements do not allow for the easy identification of gaps at a strategic level, although there is some understanding within districts and departments. The force fully recognises the problems it has faced with the provision of its HR shared service. At the time of inspection, it had advertised for a specialist head of HR, and the deputy chief constable has taken responsibility for chairing the governance meetings to ensure clear direction and that the posts the force has, and needs, are identified.

The force has a limited understanding of the workforce skills it has now. No skills and capability audit has been undertaken, the information that would be required for such an audit is not collated centrally and the information on the force's HR system is described as 'out of date'. We found a lack of clarity about whether an audit would be taking place and who was responsible for it, and no timescales for its completion. The force has plans to adopt the same framework that the HR shared service has provided to Humberside Police, which will assist the force in knowing what skills and capabilities it has compared with what it requires. We were told that South Yorkshire Police is doing a 'proof of concept' trial prior to implementing this framework. The force does hold information about skills in which officers are trained and accredited. However, this is stored on three separate databases and does not present the force with a full picture of what it has.

South Yorkshire Police is recruiting to gain some of the skills it needs, but without a full understanding in some areas of what skills already exist. The force is seeking people with investigative, safeguarding and problem-solving skills, and posts for neighbourhood officers are being advertised. However, the lack of understanding of the skills it already has within its existing workforce means that this may not be the most efficient way to gain those skills. The force is making good use of other recruitment options available, such as Police Now,³ and is using workforce modernisation to address the gap in investigative skills. It has worked well with the local university to develop a full recruitment programme for police staff investigators. Successful candidates with safeguarding backgrounds are being recruited and trained as investigators, with a focus on vulnerability and public protection.

The force's training plan is focused on priority courses and supporting the IT change programmes. There is limited capacity for other training to develop the skills the force needs. We found that the force does not do any analysis of its training needs; training is determined by cost rather than informed by force needs. The force has had to scale back some of its mandatory training, but we found no plan to return to a normal pattern of training for the following year to ensure that mandatory training is back on track. We also found little awareness of how much the force may be over-training or under-training, or of how it could meet its training needs differently.

³ For more information, see: www.policenow.org.uk/the-programme/about-the-programme/

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

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

South Yorkshire Police is progressing well in its understanding of the skills its leaders need to fill the gaps it has identified. The force has reviewed itself against the College of Policing guiding principles for organisational leadership and has developed a well-structured plan, setting out the rationale for its leadership needs and the actions it is taking to develop its leadership skills and capabilities. The plan covers the force's understanding of the principles of leadership, its future capabilities, and its leadership development and talent management.

The force has a good understanding of the gaps in its leadership behaviours and skills, and the cultural change required to fill these. Through its leadership and culture review and its workforce survey, it has identified a need for improved emotional intelligence and for ensuring that leaders understand the behaviours that should underpin procedural justice. The force has also used its well-established performance development review (PDR) process to identify its leadership gaps and thus the leadership development required.

The force's understanding of the skills of its leaders is good. In HMICFRS' 2016 leadership inspection, we reported that the force should conduct a full leadership audit of the workforce to understand the leadership capacity and capability at different ranks and grades across the force. This would allow for the development of more effective leadership teams and ensure improved understanding of the skills and attributes of the leaders across the organisation. The force has progressed well in identifying the skills and capabilities of its leaders through its PDR process, which then inform decisions about which leaders to post into which vacancy.

The force has developed its picture of leadership styles through using diagnostic and self-assessment tools as part of its leadership programmes for officers and staff. Each substantive and aspiring first and second line manager attends the leadership development course and is provided with a personalised report to assist in their development. Additionally, personality profiling is offered to all senior leaders at chief inspector and police staff equivalent and above.

The force is matching the leadership skills it has to where they are needed through an evidence-based posting approach when planning leadership moves across the force. It has begun by using the understanding gained from PDRs and personality profiling to inform its decisions about filling leadership vacancies. It considers the leadership skills an individual already has, the direction in which they want to develop their skills, organisational need and the mix of personality types it has within its senior leadership teams.

The force is good at developing its leaders and has a wide range of development activities available to both officers and staff. It is particularly good at developing the softer skills required by today's leaders. It has provided 2,880 continuous professional development places for both officers and staff during the last 12-month period, with 1,402 of these places filled. These are advertised on the force intranet and include training in coaching skills, developing trust, emotional intelligence, negotiating and influencing, reflective practice, self-regulation, thinking skills, developing confidence, personal values, neuro-linguistic programming black box thinking and personal development. In addition to these training sessions, the force's leadership programmes continue to develop first and second line managers with the leadership skills they need, and senior leaders are nominated to attend the College of Policing senior leadership programme. The force also offers a coaching and mentoring network for the whole workforce and is planning to achieve a Kitemark quality standard for this to ensure consistency. Additionally, it is part of an advanced practitioner pilot which aims to provide lateral career development opportunities for constables that recognise professional expertise, independent of seniority. Six advanced practitioners from the force are taking part. The force has plans to take this approach further through cross-sector exchanges and participation in an external course that links senior leaders across organisations to help them to understand the regional context in which they operate, provide a network and increase understanding of the problems faced by others.

The force's Special Constabulary has used the experience and skills of its officers to provide supervisor training. These officers are management and leadership consultants by day and have designed and provided leadership training. The training has been accredited by the force's training personnel and has been made available for other forces to purchase.

How well does the force allocate resources?

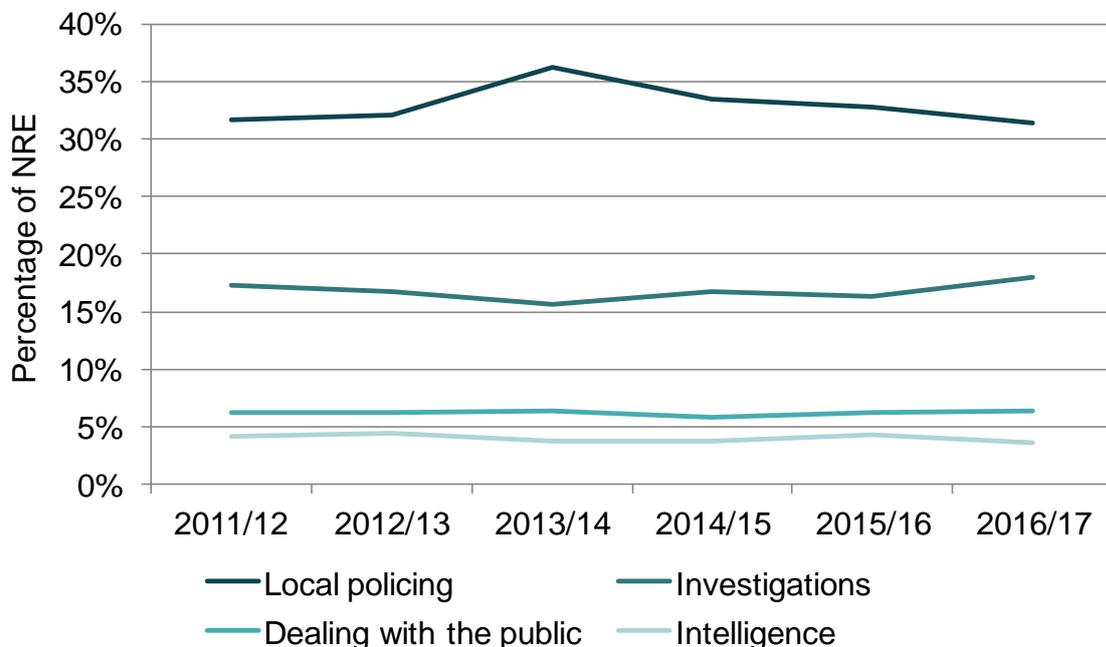
HMICFRS inspected how well South Yorkshire Police uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

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.

Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in South 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 South Yorkshire, the percentage of estimated expenditure spent on local policing in 2016/17 is in line with 2011/12 at 31 percent. Estimated expenditure on investigations is similar to that in 2011/12 at 17 percent and both dealing with the public and intelligence functions have a similar proportion of expenditure in 2016/17 as they did in 2010/11.

Prioritisation and cost

South Yorkshire Police has prioritised its activities and the allocation of its budget to enable the force to understand and manage its demand better, while also ensuring that capital investment is made. The force budgeting and planning process has been much later than usual this year as a result of factors including changes within the force’s chief officer team and the force awaiting the police and crime commissioner’s (PCC) plans. The force is aware of the need to improve planning and is aiming to bring the planning process forward. The priorities for this year’s allocation of resources are: investment in the force’s change team and an additional chief officer post to drive through the change and associated savings; a cold case review team; investment in the legal services unit to address historical claims against the force; and capital investment. Once the force’s change team has assessed the overall demand for the force and presented options to the chief officer team, it should then

ensure that its understanding of demand informs the prioritisation and funding of its activities in order to provide the best service to the public. The force does not use priority-based budgeting to determine the allocation of its funding.

The force prioritises its day-to-day activity well, based on its current understanding of incoming demand. The force's response to its incoming demand is based on force priorities and dynamic assessments of risk and threats through its local and force-level daily management meetings. There is clear oversight of these priorities, risks and threats through the force's internal processes. At a local level, priorities are informed by traditional neighbourhood contacts providing feedback through the meetings with the community and partner organisations. These circumstances are then fed into district and force daily management and tasking meetings. However, we found that frontline officers and staff were concerned about how the force is prioritising resources to meet demand and are increasingly concerned about where the resources to re-establish neighbourhood policing will be drawn from.

The force is progressing with its ability to identify ways in which it can intelligently vary service levels, although this ability is not yet used in an agile way to meet changes in demand or other requirements. The force has a forecasting model that models changes in resources or cost. This has been used to scenario-test different options for change and model the consequences, including the costs of the different parts of the force operating model.

Investment

The force is making sensible decisions on what it invests in. It has planned a range of investments, including the combining of the ICT services of South Yorkshire Police and Humberside Police into a single police information systems department. This will require a combined investment from the two forces of £22.7m over six years to reduce capital investment and revenue costs and be a catalyst for significant IT change. It includes changes to the force's integrated data centres, networks and telephony, mobile and agile-working technology, a new crime management system and a new command and control system. The force is also investing in a more efficient vehicle fleet, planning to spend £11.1m over six years on the vehicle fleet replacement programme. It has taken the lead regionally to exploit economies of scale in fleet replacement: this involves the collective procurement of vehicles of a certain specification by 22 forces, which drives down initial purchase costs and the cost of replacement parts and training of technicians. The force has recently been named Fleet of the Year. The force is also investing in a land and buildings programme, planning to spend £13.6m over six years to provide services more economically from strategic hubs.

How well does the force work with others?

HMICFRS inspected how well South 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

South Yorkshire Police continues to work well with partner organisations and other forces to manage operational demand and improve efficiency. The force has triage arrangements to help it to prioritise when there is a concern about mental health issues and is able to meet new requirements for advice when dealing with those who are the subject of a section 136 mental health order. It has protocols with local hospitals for how they should report people who are missing, such as those who walk out of A&E, and with the local authority for reporting when children looked after go missing.

The force has developed a multi-agency public service hub with partner organisations in Barnsley. The hub works with troubled families and other vulnerable victims using the appropriate support and powers from each of the partner organisations to prevent further issues arising. This is also intended to assist in reducing demand. The force has newly developed joint-working arrangements with South Yorkshire Fire and Rescue Service which include shared premises at Maltby, and further collaboration is planned through a joint community safety team, a civil contingencies team, estates rationalisation, fleet services and a joint response to vulnerable people in need. The force continues to be part of the Yorkshire and the Humber regional collaboration (YaTH) – sharing specialist crime capabilities as well as making savings in strategic leadership training and deployment of armed officers. It also has a joint unit providing specialist operations with Humberside Police.

While the force is aware of the reductions in partner organisation resources, in some instances they have been unable to reduce their potential effect. The force states, for example, that it has been difficult to secure the ambulance service's consistent participation in a pilot on intervention after falls in the home that should be particularly relevant to the ambulance service.

The force also has a strategic partnership through which its HR, IT and legal services are provided jointly with Humberside Police. The force continues to make all ICT procurements using the national framework for collaborative procurement and leads the regional procurement team.

The benefits of joint working

The force is developing its processes for identifying and monitoring benefits and reviewing collaboration and partnership working. A benefits manager has been appointed to oversee the benefits of change and collaboration. The force's change team is committed to exploring further opportunities for collaboration and the team is also providing the governance for benefits realisation. The financial benefits for all of the force's collaborations and partnerships are known. The force has developed a partnership effectiveness matrix to determine the reasons for collaboration and partnership working and to identify, monitor and review the benefits. This information will also inform decisions about whether it is worth continuing with some collaborations when the full benefits are not being realised.

The force has sought an external post-implementation review of their joint specialist operations teams (covering roads policing, firearms and dog-handling) which has been in place for 12 months. This is being completed by another force to ensure that it is objective and provides an independent opinion of the benefits gained.

The force maintains governance arrangements to assure itself of the performance and benefits of its partnership arrangements for HR, IT and legal services, although we found that the management and oversight of the arrangements for the HR shared service require improvement. The force should also assure itself that the contractual arrangements it has in place for these services are managed and monitored appropriately so that the force receives the expected level of service and the partnership achieves the benefits intended.

Leadership driving innovation

South Yorkshire Police is looking at outside organisations' best practice in working approaches to inspire improvements in its internal processes and design of its new operating model. The force used expert external advice in designing its plan-on-a-page to determine the force's priorities and how they are to be measured. It has looked at practice in other forces, partner organisations and the private sector as part of its change reviews and has sought advice from a national association representing contact centres when reviewing its own call handling functions. The force sought independent analysis from local universities when developing the principles for its neighbourhood model and has worked with information from the Jill Dando Institute to develop it.

Summary of findings



Requires improvement

The way in which South Yorkshire Police understands and uses its resources requires improvement. The force has not addressed the cause of concern we identified in 2016, which means that it still has only a limited understanding of the skills and capability in its workforce and the skills and capabilities it needs now and in the future. The force is recruiting to gain the skills it needs and is making good use of the modernisation of its workforce, although with no understanding of whether some of these skills already exist in its workforce.

The force is progressing well in understanding the skills it needs for its future leaders. It has responded well to the areas for improvement we raised in 2016 and its understanding of the skills and capabilities it has in its leaders is good. The force is matching the leadership skills it has to those that it needs when planning leadership moves across the force. It is providing a wide range of leadership development opportunities to its workforce, particularly in the softer skills required by today's leaders.

The force has allocated its budget to prioritised areas of activity. It is making sensible decisions on what it invests in and has a range of investments planned. South Yorkshire Police continues to work well with partner organisations and other forces to manage operational demand and improve efficiency. The force is developing its processes for identifying and monitoring the benefits from its partnership working and collaborations and is looking at best practice in external organisations to inform its new operating model.

Cause of concern

The cause of concern from 2016 in relation to use of resources to manage current demand is to remain:

The absence of a comprehensive workforce plan and lack of understanding of the current workforce capability and capacity in South Yorkshire Police remains a cause of concern which compromises the force's ability to match resources to demand and align workforce costs with the force budget.

Recommendation

To address the cause for concern, HMICFRS recommends that the force should develop and implement a coherent workforce plan by:

- reviewing the capacity and capability of the HR shared service to provide the support required at force and local levels;
- identifying and allocating posts in line with its revised operating model and priorities;
- analysing the skills and capabilities of the workforce; and
- addressing identified gaps in the workforce capability and capacity.

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 South 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

South Yorkshire Police's understanding of demand is focused on the demand it is experiencing now. It has plans to look more in depth at future demand from 2018. The work required to gain an in-depth understanding of the demand the force is currently experiencing to inform its new operating model means that all its resources are focused on this. It is yet to consider the changing needs of its population and to improve data-sharing with partner organisations to inform its view of its future local communities. The force has assessed the current risks and threats that face its communities, which allows it to understand these better and be in a position to respond.

Future considerations

The force has taken some steps to understand the public's perceptions about the service it is likely to want in the future. The chief officer team is consulting local communities about re-introducing neighbourhood policing and has gained their views on what service they would want to receive. The force has also run online and paper surveys, with 3,600 responses at the time of inspection. The community has prioritised the visibility of police officers and staff within communities and tackling anti-social behaviour and off-road motorcycles. The chief constable intends to report to the community the results of the consultations and surveys and how they will influence the services that the force provides. The force is also surveying the public about alternative ways in which they can contact the police; initial results indicate that, while some people want multiple routes, most people still want to phone the police.

South Yorkshire Police has a good understanding of what technology can offer policing. It seeks to use changes in technology to support its services and improve the efficiency of the force. Since January 2012, all information systems-related activities have been undertaken jointly with Humberside Police, and more recently the force has invested in the South Yorkshire and Humberside joint police information systems department. This plans to spend a joint investment of £22.7m over six years in order to reduce capital investment and revenue costs as well as being the catalyst for digital change. The work includes: integrated data centres, networks and telephony, mobile and agile working, contact management, and command and control. The data and digital strategy 2016–2020 looks at changing the culture of the force to a digital one, with new technology considered across all areas of activity and self-service maximised. For example, the force now has a mobile data platform which its frontline officers and staff use to enable them to record and report activity. This allows them to remain visible in the community rather than returning to police stations to update records. The force has invested in its ICT infrastructure, with several projects underway to modernise and merge functions such as criminal justice and crime recording, and provision of improved customer contact. The force now has agreed implementation dates for these projects.

The force continues to work with other organisations in its vision for the future. The force's rationale for collaboration or partnership working is that every opportunity is considered to be collaborative where there is some additional benefit in doing so. The force's strategic intent for collaboration looks beyond collaborating with neighbouring forces and currently considers the potential for pooled resources, value for money and resilience in assisting the force to achieve its priorities. Where the force already has well-established collaborative arrangements with other forces, the fire and rescue service and other partner organisations, it has plans to further progress in these areas. For example, it has plans for a joint community safety team and a joint response to vulnerable people with fire and rescue. In the design of the force's neighbourhood policing model it is looking to replicate the model it has in Barnsley, which will mean further partnership working at a local level within other districts.

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

HMICFRS inspected how well South 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

South Yorkshire Police is good at succession planning, with a process in place that considers skills, experience and leadership style in line with organisational need and career development. The force has planned ahead for retirements over the next four-year period and for who is likely to go into which posts in the future. It considers a range of information taken from PDRs, expressions of interest and career review forms, along with the aspiration of its officers, the leadership mix within its teams and organisational need. This ensures continuity in roles and responsibilities and the best skills match. The force is supportive of development and requests for moves, where possible, while also considering the leadership mix within its teams by using the results of personality profiling for chief inspectors and above. The force is currently running its promotion processes and, as part of this, plans to address the temporary arrangements which have been in place long term for some officers. While we recognise that the force uses succession planning well, it is currently focused solely on officers, with no plans to include police staff.

The force is developing its leaders for the future. It has leadership programmes for both police officers and staff and is providing its leaders with development opportunities in the softer skills, such as emotional intelligence, coaching and mentoring, and negotiating and influencing. Personal development is identified within individual PDRs, with support and development made available. The force has started an investigation career pathway, which starts with a police staff investigator course run jointly with the local university. It also considers lateral moves to allow career development at the same rank or grade but in a different area of the force. The force is part of the national fast track scheme that supports internal accelerated development and promotion for constable to inspector ranks.

Recruitment

South Yorkshire Police makes good use of recruitment to secure wider skills, experience and talent. The force advertises posts externally as part of its police promotions process to attract officers on promotion from other forces in addition to its own officers. It has places for two Direct Entry candidates to join the force at inspector rank and has two officers on the national Fast Track scheme⁴ for accelerated development and promotion. It is making good use of Police Now, with 12 candidates due to arrive in the force in September 2017. These staff will be deployed in the most deprived neighbourhoods within the force area to problem-solve, tackle crime and anti-social behaviour and build public confidence. These staff are considered to be outstanding and diverse people who are high-potential recruits and have undergone a residential intensive training course at the University of

⁴ For more information about College of Policing leadership programmes, including Fast Track and Police Now, see: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

Westminster. The force has recruited police staff investigators and is working with the local university to develop their skills. The force is also implementing an apprenticeship programme, to commence in autumn 2017, with the aim of recruiting 120 apprentices between 2017 and 2020 across a range of entry levels, including police officer, PCSO and for operational and non-operational police staff roles.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative South 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

South Yorkshire Police has comprehensive financial plans based on prudent assumptions. However, these are not integrated with workforce planning and the force's future planning for demand, which have not yet been undertaken.

In HMICFRS' 2016 efficiency inspection, we had cause for concern about the absence of a coherent set of future plans, because the financial plans were not linked to workforce plans or workforce requirements. We reported that the force should work with partner organisations and expert support to explicitly link its financial plans with the revised operating model, the revised operational plans and workforce plans. We recognise that the force is still developing its understanding of demand to the stage at which it is thorough enough to inform its new operating model. Further, the workforce planning is still not sufficiently developed to support the force now and in the future. The force is beginning the process of making links between its plans and, as it develops its new operating model, will develop these further to create a coherent set of future plans. The force now has an organisational plan that provides clear priorities and is aligned to the PCC's policing and crime plan. Although the current budget and medium-term resourcing strategy (MTRS) are based on previous modelling, the financial planning is based on the workforce plan, rather than them being developed together. The force's efficiency plan continues to be the lead for the workforce plan and the force's demand analysis to inform the new operating model is not yet complete. To allow the force to make appropriate and focused progress, it needs to have a workforce plan based on what it knows now. For its plans for the future, it needs to have a full picture of demand, a revised operating model, a revised MTRS and a workforce plan that sets out clearly what it has planned to do. The force should also ensure that it has appropriately aligned governance across finance, change and HR to provide direction and dynamic management of its plans.

The force is likely to experience significant increases associated with legacy costs such as Operation Stovewood (an investigation into historical child sexual exploitation and abuse in Rotherham), the Hillsborough disaster, and claims relating

to child sexual exploitation cases. The force has undertaken some detailed and impressive work to understand the likely expenditure in relation to cases arising from Hillsborough and taken pragmatic and cost-effective steps to increase the capability of its legal department. The force has applied for special grant support from the Home Office, which to date has been provided, requiring the force to pay between £1m and 1 percent of the force budget. The force has allocated funds within current budgets that reflect this and has so far been successful in bidding for additional funds from the Home Office special grant to meet the majority of, but not all, associated costs. Continued funding appears as a risk on the PCC's risk register, and it would appear prudent for the force to consider what options it would have if the proportion of costs it had to meet changed.

Savings

South Yorkshire Police planned to make future savings of £6.88m in 2017/18, £4.4m in 2018/19 and £1.88m in 2019/20. The force has since recognised that £2.5m of its planned savings for 2017/18 are potentially unachievable. This will have a recurrent impact on the force's savings in future years. The balance of £4.38m savings can be achieved with more certainty, of which £2m savings have already been achieved. Remaining savings (£2.38m) will be realised from some workforce modernisation, some voluntary exits, changes to information technology and savings from force performance and change. The force recognises that its savings plans were ambitious. It has started work to ensure that the savings targets provided to different areas of the force are supported by plans that set out how the savings targets will be achieved, which are monitored on a regular basis.

Summary of findings



Requires improvement

The way in which South Yorkshire Police plans for the future, particularly its workforce planning and alignment of its plans, requires improvement. The force has comprehensive financial plans, although it should improve how it plans the savings it intends to make. However, these are not integrated with its workforce planning and so do not assist the force in planning what its workforce needs are. The force's understanding of demand is focused on the demand it is facing now to reintroduce neighbourhood policing, manage the demand coming into its control room and improve its investigations related to vulnerable people. The force should ensure, however, that its new operating model is flexible enough to take account of changes in demand. In developing its new neighbourhood model, the force is taking some steps to understand the public's perceptions about the service it wants. The force has a good understanding of what technology can offer and seeks to use changes in technology to support its policing service and improve the efficiency of the force. It

has succession planning to ensure that it has future leaders in place with the right skills and experience, and the right leadership mix within its leadership teams. The force is developing its future leaders and makes good use of recruitment to secure wider skills, experience and talent.

Cause of concern

The cause of concern in relation to coherent plans from 2016 is to remain, and is still linked to the 2016 cause of concern about the absence of a comprehensive workforce plan, and understanding of demand being completed initially.

The absence of a coherent set of future plans in South Yorkshire Police is a cause of concern, because the financial plans are not linked to the workforce plans and the force does not have a complete understanding of future demand or workforce requirements.

Recommendation

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

Next steps

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

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

Annex A – About the data

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

Methodology

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

Comparisons with England and Wales average figures

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

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

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

Statistical significance

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

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

Population

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

Force in numbers

Forecast change in gross revenue expenditure

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.⁵ 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).

⁵ 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.