

PEEL: Police efficiency (including leadership) 2017

An inspection of Staffordshire Police



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

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

Force in numbers



Financial position

Forecast change in total gross revenue expenditure

2017/18	2020/21	Percentage change
£182m	N/A	—



Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
1,626	1,546	-5%

Planned change in total workforce

2016/17	2020/21	Percentage change
3,015	2,925	-3%



Calls for assistance

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

Staffordshire Police	England and Wales force average
128	135



Recorded crime

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

2015/16	2016/17
61	70

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

Staffordshire Police	England and Wales force average
+14%	+11%

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

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

Overall judgment²



Staffordshire Police is judged to be good 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 has maintained a good understanding of demand; its use of resources to manage demand is judged to be good; and it is judged to require improvement for its planning for future demand.

Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Staffordshire Police has been assessed as good in the efficiency with which it keeps people safe and reduces crime. The force has effective methods of understanding the current level of demand on its services and likely changes to demand. However, the basis of evidence from which it draws this understanding is only partially complete. As some calls from the public go unanswered, it cannot reliably quantify the complete demand for its services. Mapping of the main business processes is providing a firm foundation for the force's proposed new operating model. This will help Staffordshire Police to make changes and operate more efficiently.

The force is developing its knowledge of the skills and capabilities of both the workforce and its leaders. It has changed the promotions processes, for example, to gear them more precisely towards those skills that the force requires. However, Staffordshire Police could do more to develop talent and open up career

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

opportunities. The force has taken into account both national and local policing priorities in allocating resources intelligently to different areas. It continues to demonstrate a strong commitment to joint work with public and private-sector partners. It is open also to collaborating with other police forces where the benefits of this are clear.

While Staffordshire Police has made significant progress in developing its plans, further work is required. Its plans to secure those savings necessitated by budgetary constraints are not developed fully. The force must make sure that its plans for the future are underpinned by a more accurate understanding of the demands it is likely to face.

Areas for improvement

- The force should ensure that it has sufficient resources available in the control room to fulfil its resourcing model, and so to meet its demand, while also taking into account the wellbeing of its workforce.
- The force should ensure it has adequate plans in place to show it can provide services, while also making necessary cost savings.

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.

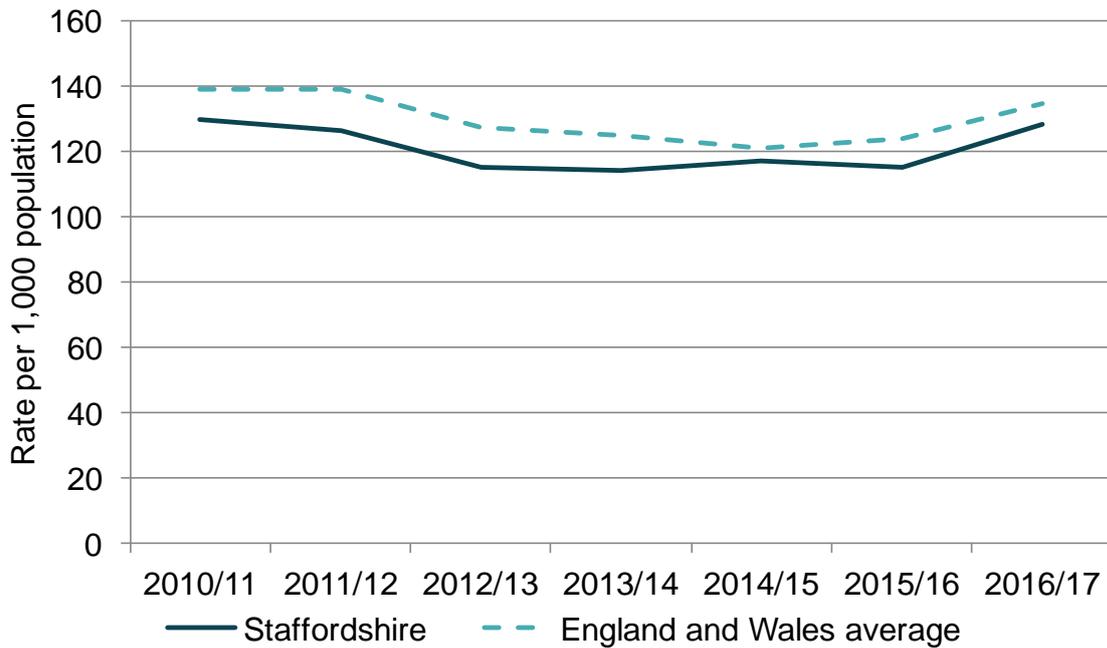
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond 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 Staffordshire 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.

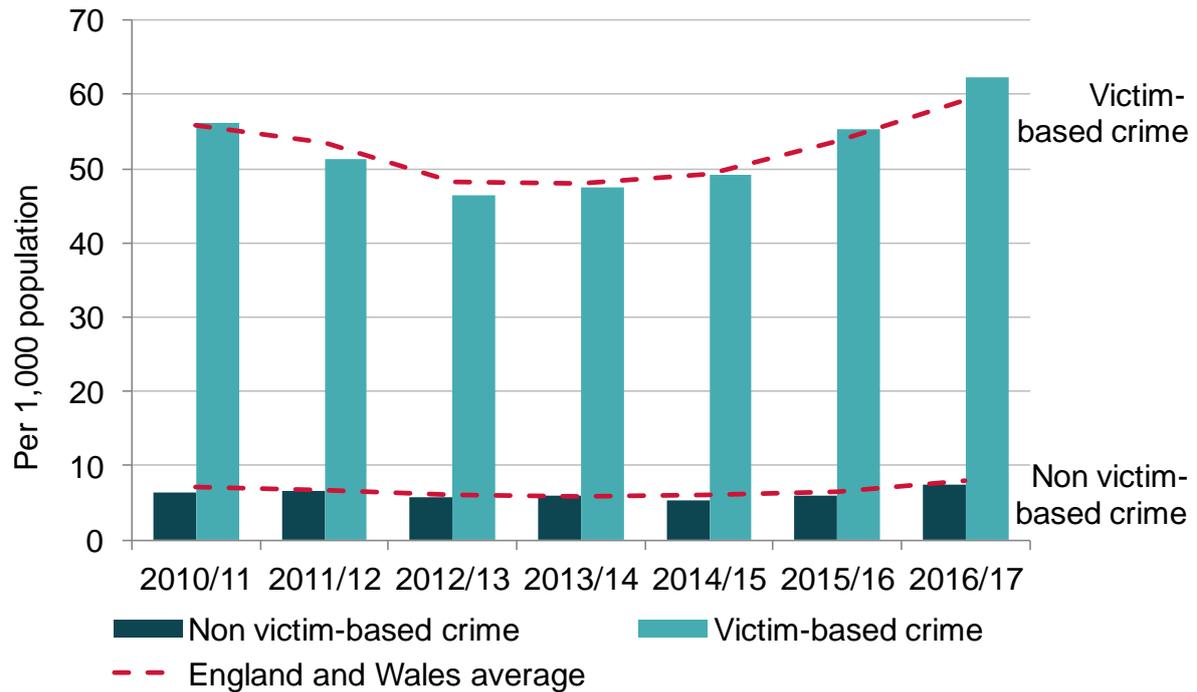
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Staffordshire Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Staffordshire Police recorded 128 '999' calls per 1,000 of the population in 2016/17. This was broadly in line with the average for forces in England and Wales, of 135 calls. The rate has fallen since 2010/11, when the figure was 130 calls per 1,000 of the population. However, it has risen since 2015/16, when the rate was 115 calls per 1,000 of the population.

Figure 2: Police-recorded crimes per 1,000 population in Staffordshire 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 in Staffordshire in 2016/17 was 62.3 crimes per 1,000 of the population. This rate was higher than it was in 2010/11, when the figure was 56.2 crimes. The rate of such crimes fell between 2010/11 and 2012/13 to 46.3 crimes per 1,000 of the population, before rising to the rate recorded for 2016/17. The rate of victim-based crime per 1,000 of the population in England and Wales fell between 2010/11 and 2013/14, from 55.8 to 48.1, before rising to 59.3 in 2016/17.

In the local population that Staffordshire Police serves, the rate of non-victim-based crime per 1,000 of the population in 2016/17 was 7.4. This was higher than the rate for 2010/11, when the figure was 6.4 crimes. The rate of non-victim-based crime per 1,000 of the population fell to 5.4 in 2014/15 before rising again to the rate recorded for 2016/17. The rate of non-victim-based crime in England and Wales in 2016/17 was 7.9 per 1,000 of the population. It fell from 7.1 in 2010/11 to 5.9 in 2012/13 before increasing to the rate recorded for 2016/17.

Understanding demand

Staffordshire Police has many effective methods in place to understand the level of demand for its services. A wide range of police data and data from partners support them. However, the evidence is that the volume of 999 and 101 calls that the contact centre is receiving has outstripped its ability to answer them. Some callers are hanging up before anyone speaks to them. This means the police are providing the public with a poor service. It means also that the data underpinning the force's understanding of demand are not complete.

To help it appreciate the level of demand, the force has developed a matrix that collates all the available data on crimes and incidents, road traffic collisions, information passed to Crimestoppers UK³ and information that the multi-agency safeguarding hub (MASH)⁴ and partner organisations hold. This helps the force understand its total operational activity and plan future services. This planning takes into account both predicted and internal demand. Predicted demand can be described as a forecast of the likely future pressures on the force's services. Internal demand is activity that the force itself generates as a consequence of its own internal operations and priorities, such as its work with local organisations to prevent young people from offending.

The force makes good use of demand mapping software to assess potential changes to the provision of services and do away with inefficient activities. Using this software, the force has looked at several of its main business processes to identify the level of internal demand they are generating. These include investigative functions and case file preparations. In other programmes, the force has worked with external consultants to gain a better understanding of the level and type of resources its new operating model requires. For example, the changing nature of calls from the public influenced the force's plans to set up a resolution centre. This will reduce the number of times when the force has to send an officer to the scene of a crime or another incident. Where no one faces an immediate threat, or when little is to be gained from the urgent attendance of officers, the force will take a longer-term approach.

³ Crimestoppers UK is an independent crime-fighting charitable organisation that receives information about crime from callers who wish to remain anonymous.

⁴ A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to safeguard and protect the individual effectively.

To help it allocate its resources, the force has developed a geographical response profiler. This maps the travel times between patrol locations, police stations and custody facilities. The force uses the profiler to identify the most appropriate location to site its operational teams in order to cut down the unproductive use of travel time.

HMICFRS inspectors also found examples of the force looking actively at the daily patterns of demand. An automated system in the force's contact centre alerts supervisors to incidents that must be dealt with urgently. Data on demand are examined each day at the force management meeting. This enables the force to reassign frontline personnel to Stoke and other areas of Staffordshire if operational pressures are high.

At a more senior level, the force's analysis of demand informs its longer-term, strategic decisions. The establishment panel, for example, looks at workforce planning, while the transformation board oversees the change programme.

More complex demand

Staffordshire Police is good at identifying demand that is less likely to be reported. A strategic assessment of risk and harm in the force area identifies which threats are most likely to affect certain communities. These include child sexual exploitation, honour-based crime and modern-day slavery. The force runs social media campaigns to raise awareness of these crimes, and of other offences that are less likely to be reported, such as female genital mutilation and stalking and harassment. These campaigns are designed to encourage victims to have the confidence to come forward and report crimes that otherwise would remain hidden. The force provides specific training to officers and staff to help it to identify individuals or communities that may be vulnerable to this type of victimisation.

The force identifies emerging trends in offending through several other channels, including horizon-scanning and community surveys. It also uses the harm index that Cambridge University has developed. This highlights the different levels of impact that certain crimes have on their victims. This additional level of sophistication helps the force to distribute its resources more intelligently among different communities. Additionally, the force researches offending patterns systematically, to identify specific communities that are being victimised, provide them with support and track down serial perpetrators.

The force works well with partner agencies to understand the areas where hidden demand is most likely to occur. It strengthens its understanding by using data from partners that are contained in multi-agency community safety profiles. The force is aware of a rise in incidents involving people with mental health problems. The force has introduced better systems to look at the frequency with which it deals with mental health and the time it spends on finding care pathways, so that those experiencing these problems receive the treatment they need. The force shares this information with other service providers to encourage better joint work.

Despite this good work, the force's understanding of the demand for its services is undermined by its inability to answer all the calls reaching the contact centre. The force's own monitoring shows that 7.1 percent of all calls to the 101 non-emergency number are abandoned before being answered and for 999 calls this figure is 1.5 percent. The net result is that not all incidents are recorded, which means the data calculating the total demand placed on the force remain incomplete. This has a several potential consequences and impedes the force's ability to match its resources to the public's needs accurately. The force needs to improve in this field.

How well does the force understand things that affect demand?

HMICFRS inspected how well Staffordshire 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

Staffordshire Police is effective at spotting inefficient processes and at changing the ways it operates in consequence. To do this, the force has invested in commercial software and has developed the capability to map its main business processes, to identify areas where improvements can be made. It has reviewed and redesigned many processes as part of this work. For example, it has streamlined the preparation of prosecution files and improved investigative processes. Progress in reviewing internal processes has created savings of £1m to date.

The force has made an effort to prioritise callers on the basis of need. With this in mind, it has adopted a nationally recognised model, known as THRIVE, which enables the force to assess the level of threat, risk and harm that individual callers may be facing. All personnel in the contact centre have received training on the use of THRIVE, which includes a specific module on communicating with people who are vulnerable.

To help deal with the volume of calls in the contact centre, the force uses an automated distribution system. This routes calls to personnel with the right skills and experience to handle incidents professionally. Contact centre supervisors also examine the grading of all calls, so that they are dealt with in line with the urgency of the situation and the immediate needs of the caller. Further tiers of management supervision exist. Twice-daily reviews, known as pace-setter meetings, examine trends in demand and large-scale incidents, to ensure that they are being adequately resourced.

Despite these measures, the force's performance is undermined to an extent by the volume of calls that the contact centre receives. In some cases, the caller rings off before an operator answers. These are known as abandoned calls. The force

monitors abandoned calls carefully. This shows that while 999 calls generally are answered quickly, some 101 non-emergency calls are subjected to unacceptable delays or abandoned. The force has plans to deal with this problem. It is improving training and recruiting more call handlers. However, at the moment the force is unable to meet demand effectively. This exposes individuals potentially in need of help to unnecessary risk.

HMICFRS also examined other changes made to policies and procedures to check whether they had had adverse results. Implementation of the new operating model offers a good example of the force's checking process in action. At each phase of implementation, the force monitored the intended benefits carefully in line with the business case that had been made for them. Additionally, a practitioner panel made up of workforce representatives provided additional feedback to ensure the new procedures were put into operation smoothly. An example of how this feedback can work successfully was the involvement of operational personnel in developing the policy and procedures for the use of body-worn video cameras.

The force intends to improve its approach to putting change into practice by using the model office tool. This will give the force an opportunity to test initiatives more thoroughly prior to implementation. As plans are put into operation, the force's benefits realisation team will play an important role in using this tool to assess whether the results are what the force expects.

Leaders promoting innovative thinking

Staffordshire Police is committed to seeking and responding to ideas from the workforce in terms of innovation and ways of working. The new leadership and culture strategy emphasises the importance of engaging its workforce fully in the change programme, so that they are informed, consulted and involved. There are several ways for the workforce to submit ideas and suggestions about how to improve services. The force's practitioner panel submits direct feedback on these to the leadership and culture board. The panel has direct access to the force's senior leadership team. The formation of the panel itself was a result of feedback from the workforce.

The practitioner panel has successfully influenced positive changes. These include the development of apps for the force's mobile data terminals and the decision to incorporate a resolution centre into the force's contact centre to help it manage demand better. The force's scrutiny and support unit also holds focus groups with operational personnel to learn about their experiences and seek ideas for improvement.

The force also has established productive alliances with Staffordshire and Keele universities. This brings members of the force with expertise in dealing with vulnerable victims into direct contact with academics. The specific focus of this joint work is to find better ways of helping victims of domestic abuse.

Summary of findings



Good

Staffordshire Police has many effective practices in place designed to help it understand the demand on its services. For example, it shares data with other organisations to understand communities that may have less trust and confidence in the police. This provides valuable insight into patterns of offending that might otherwise have remained hidden. However, there is evidence that the volume of calls that the contact centre receives is outstripping the available resources. This means that some calls are not answered. Another consequence is that the force has an incomplete understanding of the demand for its services. Effective processes, such as digital mapping, are in place to identify inefficiencies and improve the force's work. This will also include a diagnostic tool known as the model office, which the force intends will enable it to test new initiatives before it puts them into practice. The force is committed to responding to ideas from the workforce in terms of innovation and change. We heard several examples of tangible improvements that have been introduced as a result.

Area for improvement

- The force should ensure that it has sufficient resources available in the control room to fulfil its resourcing model, and so to meet its demand, while also taking into account the wellbeing of its workforce.

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.

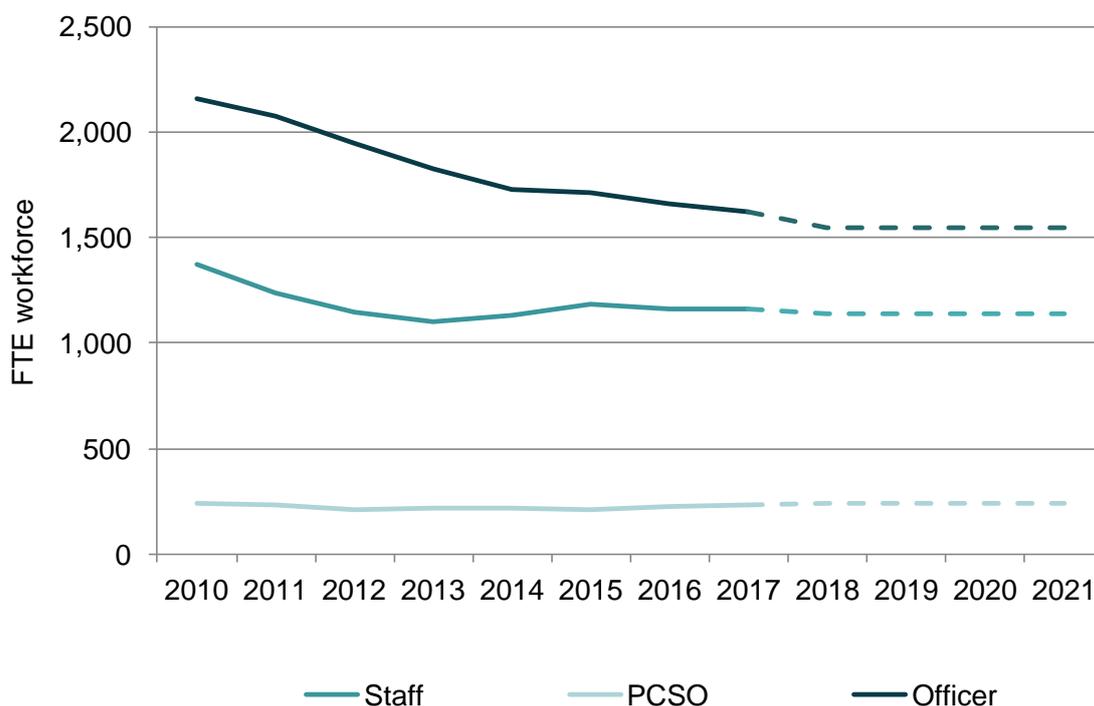
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well Staffordshire 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 up to 2021. Between March 2017 and March 2021, the number of officers is projected to fall by 79.5 FTE from 1,626 to 1,546 (5 percent). By comparison, the number of officers across England and Wales as a whole is projected to fall by 2 percent.

Figure 3: Staffordshire 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

Between March 2017 and March 2021, the number of staff working in Staffordshire Police is projected to fall by 20.5 FTE, from 1,159 to 1,139 (2 percent). Over the same period, staff numbers across England and Wales are projected to fall by 2 percent. The number of PCSOs in Staffordshire is projected to rise by 9.7 FTE (4 percent) from 230 to 240 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent over this period.

Staffordshire Police is developing its understanding of the skills and capabilities of its workforce. The operating model introduced as part of the change programme is a result of modelling that the force has carried out over several years. This has helped to identify the operational skills that the force needs now and will need in future. Its assessment of current and future skills requirements takes into account trends in demand, national policing objectives, services provided in collaboration with other forces and professional judgment.

Although the force has made progress in this field, there is room for improvement. The force has developed a comprehensive skills matrix, which it updates monthly. This covers both officers and staff, but focuses only on their tactical and operational skills. We found that the force possesses some records of the workforce’s softer skills, such as sign language or an ability to speak foreign languages, but this information is not collected systematically.

The force has started to map these skills but this mapping has not advanced beyond the level of senior managers as yet. The force accepts that it needs to develop a more comprehensive understanding of the workforce's skills and capabilities. It has employed external consultants to help both with this – and with the provision of an assessment of the force's future leadership requirements.

Despite these limitations, the force has made its current knowledge of the workforce's skills and capabilities a central theme in terms of future planning. It is using this knowledge to balance the distribution of skills across local policing teams, assist the development of the training curriculum and support the proposed restructuring of the force.

The force is keen to recruit individuals from outside its ranks into those areas where it lacks skills. For example, it uses external consultants to develop its promotion processes and talent enablement strategy. Recently, the force recruited detectives from other forces to fill vacancies in investigative roles. This has boosted Staffordshire Police's investigative capability effectively. Training officers to become detectives is costly; it takes several years to develop the requisite competencies. The recruitment of experienced, accredited detectives from other forces has been a quick, efficient means of placing individuals in vital positions.

Workforce planning is proceeding well in Staffordshire Police. The development of a comprehensive skills and capabilities audit for the whole workforce will mark an important milestone for the future.

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

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

The force is developing its understanding of the skills and capabilities it requires of its leaders. The senior team has defined the attributes it seeks in its leaders. These centre on being ethical, accountable, collaborative, positive, courageous, adaptive and supportive. The force has begun identifying the specific leadership attributes that each role in the organisation requires.

However, the force's understanding of the future requirements of its leaders has concentrated on senior officers and police staff. For example, recognising that police leadership operates in an increasingly digital context, it has assessed the digital leadership requirements for senior police officers and managers with a view to offering them additional training and other developmental support. This is a positive step. However, HMICFRS considers that this type of opportunity should be extended to the whole workforce.

The force now advertises all promotion processes externally. It has broadened the range of selection techniques as well, for example to include psychometric testing. This will gear the selection of future leaders more towards the skills and capabilities that the force requires. It has made good plans also to develop leadership through coaching and mentoring. Some officers and police staff members have become accredited as coaches. This opportunity to develop currently is on offer to 90 members of the workforce.

The force is introducing a leadership passport to aid the development of individual leadership skills and competencies. It was piloted this year in some areas but has not been introduced to the whole workforce. Additionally, the force introduced 'bite-sized' training courses that cover leadership and management topics. It has made these courses available at various locations in the county to encourage as many officers and staff as possible to attend. The force also introduced a new leadership development course. However, to date this has been offered only to a limited number of individuals.

While the force has made generally positive progress in terms of leadership development, there is a general recognition that it should make leadership opportunities available throughout the workforce.

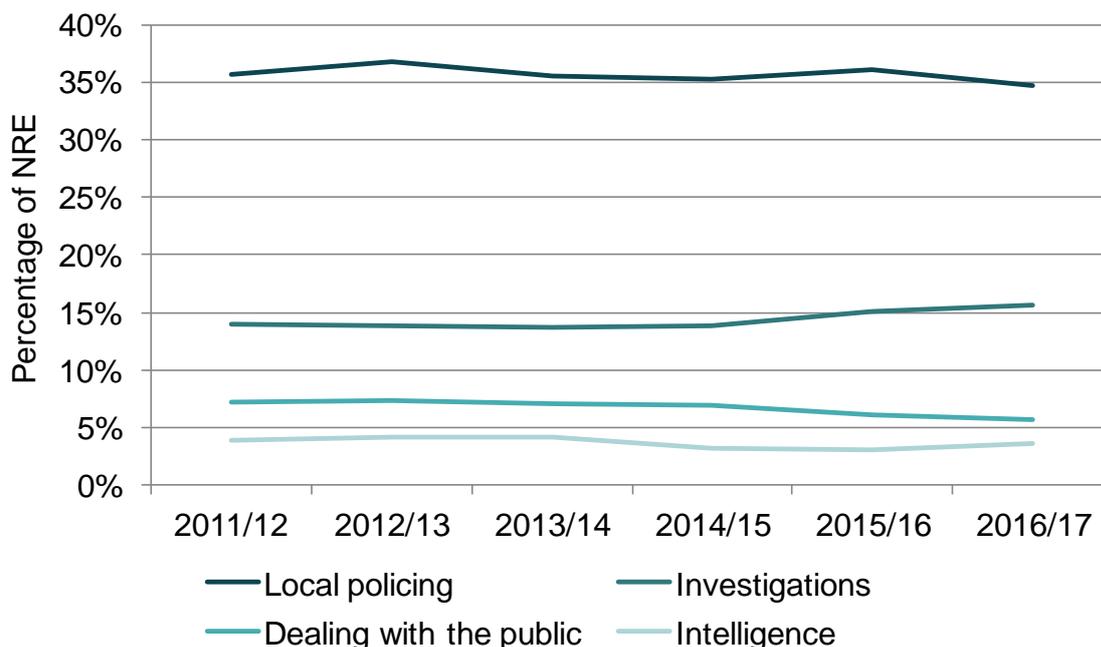
How well does the force allocate resources?

HMICFRS inspected how well Staffordshire 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 Staffordshire 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 Staffordshire, the percentage of estimated expenditure on local policing in 2016/17 is in line with 2011/12, at 35 percent. Estimated spending on investigation has risen from 14 to 16 percent, while expenditure on ‘dealing with the public’ is similar to the level for 2011/12. Expenditure on intelligence is similar to that in 2011/12, at around 4 percent.

Prioritisation and cost

Staffordshire Police continues to have a good understanding of its priorities and of the costs of its services. As we found in previous efficiency inspections, the force distributes officers across the county based on a comprehensive model of resource allocation. This takes into account current and predicted crime and incident levels as well as other factors, such as local deprivation and community engagement priorities. This enables the force to allocate resources to different areas according to their need. For example, to meet the needs of more isolated, rural communities, the force runs schemes such as farm watch and horse/tack watch. In town centres, the Safer Nights operation drafts in additional officers to help patrol late-night entertainment venues. This helps make town centres safer for late-night revellers.

In setting its priorities to meet different types of demand, the force takes into account its responsibilities to contribute to national policing requirements as well as the local community’s priorities. It identifies those local priorities through analysis of the police and crime commissioner’s community consultation programme. Local communities also have a say in setting the agenda for local policing. For example, ‘coffee with a

commander' meetings allow senior leaders to meet communities and learn about what most concerns local people. The force makes use of a five-week analytical cycle to aid longer-term decisions on deploying resources. This enables the force to track where its main threats lie. The force makes good use of information that partner organisations hold. This helps local officers and specialists working with other organisations in vulnerability hubs to concentrate on reducing crime and anti-social behaviour. The force's daily planning meetings co-ordinate resources, so the force can deal with emerging problems as they arise. This helps the force to tackle both localised criminality and organised crime, and protect vulnerable communities.

Investment

Staffordshire Police can show that it makes sensible decisions on prioritising investments and on getting a good return from them. The benefits realisation process provides it with a firm basis of evidence about the success of its investments. A good example of this is the force's collaborative transport arrangements with Staffordshire Fire and Rescue Service. As a result of sharing fleet maintenance facilities, an initial investment of £1.2m in April 2016 has led to early savings of £900k.

The force's new operating model is predicated on the importance of neighbourhood policing in Staffordshire and Stoke-on-Trent. As part of an innovative strategic partnership with a private-sector partner, the force has earmarked £14m to upgrade its ICT system. This will enable the force to operate more efficiently and productively and will be a vital element of the force's future plans. Additionally, the police and crime commissioner has commissioned independent external consultants to ensure the force achieves its required objectives through this strategic partnership.

How well does the force work with others?

HMICFRS inspected how well Staffordshire 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

As we found in previous inspections, Staffordshire Police continues to demonstrate a strong commitment to working with public and private-sector partners. For example, the Safer Staffordshire Strategic Partnership enables public-sector leaders to exchange information freely and improve services to the public.

Local commanders in each of the neighbourhood policing areas work with partners in local vulnerability hubs; this ensures a good level of joint work to address problems of local crime and disorder and protect the most vulnerable people. Another example of effective collaboration is the force's MASH in Stone. This ensures vulnerable victims receive a comprehensive service from professional carers for victims. HMICFRS also checked how carefully the force monitors the potentially detrimental effect on joint services of budget cuts in other organisations. We found that the force has made arrangements for local commanders to monitor the services of main partner organisations to ensure joint working procedures are not undermined. HMICFRS considers this a practical response to the potential risk.

Staffordshire Police can demonstrate it is open to joint work with other police forces provided the benefits of doing so can be shown. For example, the force is part of the central motorway police group⁵ and is exploring opportunities to expand the existing arrangements beyond the policing of motorways in the region. It is envisaged that this will result in the enforcement of traffic regulations at a more local level. The force also works collaboratively with other forces in the region to counter terrorism and the threat from organised crime. In the interests of greater efficiency, the force shares licensing procedures with West Midlands Police for the issue of certificates to holders of authorised firearms and shotguns. Additionally, the force is part of a consortium of other forces that are exploring the value of big data⁶ as a means of improving crime analysis and directing resources more intelligently.

The benefits of joint working

Staffordshire Police has a good understanding of the benefits it achieves through joint work with others. Its anticipated spending on collaboration in 2016/17 is modest compared with that of other forces in England and Wales. However, its future plans clearly articulate an ambition to operate jointly with other organisations where a business case for doing so exists. An example of its cautious approach to collaboration was its decision to withdraw from a shared service with another force that involved case file preparation. The force terminated this arrangement after it concluded that it was not benefiting from it.

In terms of collaborating with organisations outside the field of law enforcement, the force has a large-scale ICT partnership with a commercial partner and engages business consultants to help with change programmes. The force has a clear rationale for why it entered into these commercial arrangements; contracts were based on a mandate to save money and work more efficiently. The force is party

⁵ Central motorway police group (CMPG) is a proactive, intelligence-led, 24/7 operational team of officers and staff responsible for providing motorway roads policing and air support services across Staffordshire, West Mercia and West Midlands police forces.

⁶ Big data is a term for data sets that are so large or complex that traditional data processing software is inadequate to deal with them.

also to a large co-operative working initiative in Stoke-on-Trent involving about 20 partner organisations. They include housing providers, social services, the YMCA, the fire and rescue service, environmental services and public health agencies. This enables police and other organisations to make the best use of their resources to tackle crime, anti-social behaviour and issues related to vulnerability. Additionally, the force jointly crews response vehicles with NHS mental health practitioners to provide support to vulnerable people in the community. This makes better use of police resources in this sensitive area by ensuring that care pathways are readily available for people with mental health problems. It means also that officers spend less time on supporting vulnerable people before they are placed into the care of other more appropriate organisations.

Leadership driving innovation

Staffordshire Police actively seeks external assistance to improve its services. It works with academic institutions to examine its working practices and obtain feedback from them. A good example of this is the ‘calling for help’ initiative. This trains call handlers to overcome any barriers they might have to effective communication when answering calls in the contact centre. It was developed as a result of research and knowledge exchange with academics at Keele University. In addition, Staffordshire University has helped the force to assess some of its public protection training methods. The force also commissions peer review from other forces to obtain qualitative feedback about its performance. This has included reviews of its operational procedures concerning missing persons, domestic abuse and use of stop and search powers.

Despite this progress, the force recognises the need to take a more systematic approach towards development of innovation. It has made some changes to its approaches recently. For example, it met Staffordshire and Keele universities to identify areas of good practice and so create a more co-ordinated development programme. This has included the formation of six-monthly best practice boards, which meet to look at the evidence base for future reforms. HMICFRS will monitor the effectiveness of these arrangements in future inspections.

Summary of findings



Good

Staffordshire Police is developing its understanding of the current and future skills and capabilities of its workforce. It has used external consultants to develop this understanding beyond the operational skills of the workforce; the process of identifying the standards of leadership required for each role in the force is underway. Through external recruitment and use of contemporary selection techniques, such as psychometric testing, it is creating promotion processes directed

towards the skills and capabilities that it requires. The force has introduced a new leadership passport and development course, although these initiatives are only in their early stages. In deciding its operational priorities, the force takes into account both national policing requirements and local priorities, which it assesses through analysis and consulting the community. This enables the force to allocate resources intelligently to different areas. It uses the THRIVE model that assesses the harm or risks to which individuals may be exposed so that it can provide the service that meets their specific needs.

The force ensures it possesses a strong base of evidence for its investments through its established benefits realisation process. This gives the force a clear understanding of the success of its investments. The force continues to demonstrate a strong commitment to joint work with public and private-sector partners. It is open to collaborative agreements with other police forces where the business case for doing so is clear. Staffordshire Police actively seeks opportunities to improve its service externally. The development of academic links with local universities also helps to introduce modern and innovative ways of working into the force.

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 Staffordshire 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

Staffordshire Police works hard to identify and assess emerging and future demand. During the development of its new target operating model, the force conducted a considerable amount of analysis of the level of demand. This work, completed with the assistance of a commercial partner, improved its understanding of current and future operational pressures. However, there are areas where this understanding can be improved further.

The force uses the Management of Risk in Law Enforcement (MoRiLE)⁷ model effectively to identify strategic priorities. This helps it to understand future demand and assess any gaps in its ability to respond. The force works effectively with partners to identify emerging trends. For example, through work with health partners, it has identified a growing need for mental health/psychological services in relation to young victims of sexual exploitation. A further example of this developing collaborative work is the increased sharing of data relating to mental health with drugs and alcohol services to inform the commissioning of services.

Staffordshire Police has made plans to strengthen its ability to predict demand. The force is part of a consortium of forces, which includes the National Crime Agency, West Midlands Police and other large urban forces. Together, they draw data from multiple IT systems. Known as big data, they provide forces with innovative analytical capabilities that improve their understanding of complex patterns and trends within policing.

⁷ MoRiLE is the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes that most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

The force's new operating model includes the creation of a single knowledge hub. Its purpose is to help the force advance from just managing information and data in isolation towards developing insight and knowledge. The hub's objective is to bring greater sophistication to the process of organisational change and in particular to the base of evidence on which change is founded. This will be an area of interest for HMICFRS in future inspections.

However, despite its clear commitment to gaining a better understanding of future demand, the number of 101 and 999 calls that the force is not answering still hampers its ability to analyse trends.⁸ As well as letting down the public, it is difficult to conclude that the force can conclusively make sound plans for the future until it can be confident of answering all calls promptly. It is only when callers receive the service they deserve that Staffordshire Police will be able to make effective plans for the future. The force then will have a much clearer picture of the total number of calls made for its services, the type of service it needs to provide and the future resourcing considerations that this entails.

Future considerations

Staffordshire Police is committed to taking public expectations into full consideration in the development of its future plans. A programme of public consultation led by the police and crime commissioner has given it an up-to-date picture of these expectations. Public expectations also form an integral part of the policing and crime plan.

Alongside examples of engagement with the community, such as 'coffee with a commander' and use of citizen contact records, the force makes good use of a community safety survey. Known as 'feeling the difference', it is a good way of gauging what really matters to the public and how policing services can be adapted to take account of their wishes. The force is using other ways to meet public expectations. They include the establishment of a community participation and engagement board, which a chief officer chairs, whose job is to provide a clearer view of how communities perceive police services. The board's programme of work includes looking at the better use of technology to track public satisfaction and analysis of comments made on social media about the quality of the police's service.

The force has a good track record of capitalising on the benefits to policing of technology. The 'digital policing board' provides strategic direction in this field. Successful programmes have helped the workforce to work more flexibly on their mobile devices. This means the workforce do not have to return so often to police stations to enter data and they make better use of patrol time. Other work projects

⁸ Staffordshire Police's own monitoring shows that 7.1 percent of its 101 calls and 1.5 percent of 999 calls are abandoned before being answered.

include a collaborative programme with Staffordshire University to develop new techniques in forensic science and a joint venture with a commercial partner to digitalise back office functions.

As well as understanding the benefits that digitalisation can provide, the force has developed a good understanding of the threats posed by criminals using technology. The force has invested in specialist capabilities in its digital intelligence team to curb the exponential growth in the use of the internet to defraud victims, access indecent images of children and other types of crime.

The force actively considers future work with others to further improve its efficiency. Its change programme recognises the importance of working in partnership to build safer, fairer places to live in Staffordshire. The force maintains close, constructive working relationships with other public and private-sector organisations at a strategic and operational level. For example, it is part of a multi-agency initiative to develop a place-based approach, which brings together local officers with other service providers at two pilot sites. The objective is to tackle local problems jointly and achieve lasting resolutions. In another example of how the force intends to work with partners to improve efficiency, Staffordshire Police and Staffordshire Fire and Rescue Service are considering whether to extend their collaborative arrangements further than the current fleet management and occupational health service provision. Under the direction of the office for the police and crime commissioner the force has drafted a local business case for this, which recommends joint governance arrangements. This is due for local consultation over the course of 2017 before any final arrangements are made.

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

HMICFRS inspected how well Staffordshire 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

There is some evidence of the force anticipating the need of its workforce. However, this has been limited and has focused on posts that are due to become vacant. HMICFRS recognises the importance of filling vacant posts but believes the force should do more to develop succession planning, in particular by identifying future leaders early on in their careers and supporting their development.

The force has introduced a new policy to support a temporary promotion processes. This will go some way towards identifying talent and creating more opportunities for career development. Some career pathways are in place. We found evidence that the force allows officers and staff to undertake external secondments in support of

their professional development. However, the force has made such development opportunities available mainly to police officers. It has given less consideration to police staff.

Recruitment

The force is open to flexible recruitment practices to attract talent and so develop the workforce. A recent recruitment process for officers of the rank of inspector ended with half of the successful candidates coming from other forces. The force also recruits graduates from the national Police Now programme and from the College of Policing's fast track scheme for aspiring leaders. However, the force is not making use of other national programmes for the direct appointment of officers into senior ranks.

The force is in the early stages of developing its talent enablement strategy. If it succeeds, the force will be able take a more sophisticated approach to the identification, recruitment and development of future leaders.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Staffordshire 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

Since we last inspected the force in 2016, it has made progress in developing its plans for the future. However, further work is required to align these plans fully with financial requirements. The force's change programme is built around eight areas of change, which it refers to as the delivery landscape. They include plans to engage with the community, track public satisfaction, prevention, early intervention, specialist capabilities, insight into demand, modernising justice services and the deployment of resources.

This landscape is designed to change the ways in which force provides services in future. It is intended that the force's work will be associated more clearly with prevention and early intervention, better management of contacts, an excellent customer service, better insight from information, and closer integration with partners at a local level.

Much of the change programme is predicated on the force's ICT transformation. HMICFRS recognises there has been some delay in putting this programme into operation, which has prompted the force to review its working arrangements with its commercial partner.

The new chief constable is making adjustments to the force governance structure, so that it can lead and manage the large-scale changes that are required. In particular,

he has placed greater emphasis on the cultural and behavioural changes that are necessary if these new working practices are to become well established. The force commissioned an independent external consultant to conduct a gateway review of its future change plans, which identified some of the risks associated with them and the measures the force should take to address them.

Savings

Despite this progress, there is an estimated gap of £10.5m in the medium-term financial strategy, which will need to be recovered by 2020. The force is still working to understand the full scale of the funding gap, which has important implications, not least for the design of its future operating model.

The force acknowledges the need to carry out further financial analysis to fully comprehend the costs of its IT requirements. It recognises also that it needs to understand the potential costs of consulting experts to support the change programme.

Despite these challenges, HMICFRS recognises the force's commitment to replenishing the reserves it has used in developing the change programme. The force has restructured its use of the capital it received from the sale of redundant buildings, to limit the need for external borrowing. The force intends also to generate income through developing products that it can market to other forces.

Even though the force is facing clear financial pressures, it does not have enough experts in financial management. Staffordshire Police is seeking to deal with this shortage by recruiting individuals with the right skills and experience.

Until solid plans are in place, which take into account the force's long-term budgetary constraints, it is difficult to conclude that it is planning effectively for the future. HMICFRS will revisit this subject in future inspections.

Summary of findings



Requires improvement

Detailed analysis has improved the force's understanding both of current and future demand. However, the base of evidence on which it relies for this analysis is only partially complete because of the volume of calls from the public that are not being answered. The force has a strong track record in making the best use of opportunities in technology, for example, in the use of mobile data terminals. Specialist capabilities within its digital intelligence team are helping it to meet the evolving challenges of online offending and computer-based crime. The force continues to have close and constructive working relationships with other public and private-sector organisations. The force could do more to develop leadership

opportunities more widely. These opportunities are weighted more towards police officers than towards police staff. We found evidence of the force using external recruitment to strengthen the overall capabilities of the leadership, including the engagement of specialists to develop its talent enablement strategy. However, the force could make greater use of some national selection programmes that offer opportunities to recruit talented individuals directly into senior ranks.

The force has made significant progress in developing its future plans. However, further work is needed to ensure that the plans represent fully the required savings that budgetary forecasts have identified. Although the force's assumptions underpinning the current financial plans are prudent, plans to achieve the required savings are not fully formulated. The force's finance department also continues to suffer from a lack of capacity.

Area for improvement

- The force should ensure it has adequate plans in place to show it can provide services, while also making necessary cost savings.

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.