PEEL: Police efficiency (including leadership) 2017

An inspection of Surrey Police

Contents

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.

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

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
£224m	£227m	+1%

Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
1,986	1,880	-5%

Planned change in total workforce

2016/17	2020/21	Percentage change
3,674	3,488	-5%

Calls for assistance

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

Surrey Police	England and Wales force average
104	135

Recorded crime

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

2015/16	2016/17
50	54
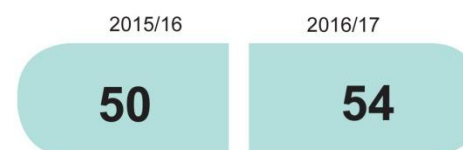
Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

Surrey Police	England and Wales force average
+8%	+11%
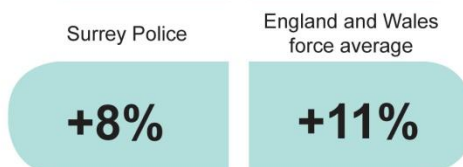
For further information about the data in this graphic please see annex A

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

Overall judgment[2]

● ● ● ○   **Good**

Surrey 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's understanding of demand is judged to be good; it is judged to require improvement for its use of resources to manage demand; and its planning for future demand is judged to be good.

Overall summary

How well does the force understand demand?

● ● ● ○
Good

How well does the force use its resources?

● ● ○ ○
Requires improvement

How well is the force planning for the future?

● ● ● ○
Good

Surrey Police has a good understanding of current demand from analysing a wide range of police data and should be commended for its progressive demand analysis report which predicts demand for the next 12 months. The force has made significant progress in reducing the number of abandoned 101 calls through a thorough review of processes and the introduction of an effective quality assurance mechanism, which has also improved the quality of the service it provides in relation to all calls from the public.

The force's ability to make effective plans for recruitment, training and personal development is sometimes hampered by gaps in its understanding of the skills and capabilities of its workforce and leaders. However, in other areas Surrey Police is good at assessing its priorities and meeting different areas of demand. It works well with other forces, particularly Sussex Police, and is seeking new opportunities for

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

collaborative working to achieve further savings. The force is keen to exploit technological advances wherever possible. Public expectations are important to the force and it is prioritising neighbourhood policing in its operating model.

The force has good plans for the future and is seeking further opportunities to make savings; it plans to re-invest the savings it makes.

Areas for improvement

- The force should ensure it has an accessible process in place to identify good ideas and innovation from the workforce.

- The force should further develop its understanding of hidden demand, analysing appropriate information and intelligence drawn from wider sources.

- The force should ensure that it has the resources to meet its resourcing model, and the demand placed on it, while taking into account the wellbeing of its staff.

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

How well does the force understand demand?

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

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

How well does the force understand current demand?

HMICFRS inspected how well Surrey 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 Surrey Police compared with England and Wales as a whole, from 2010/11 to 2016/17
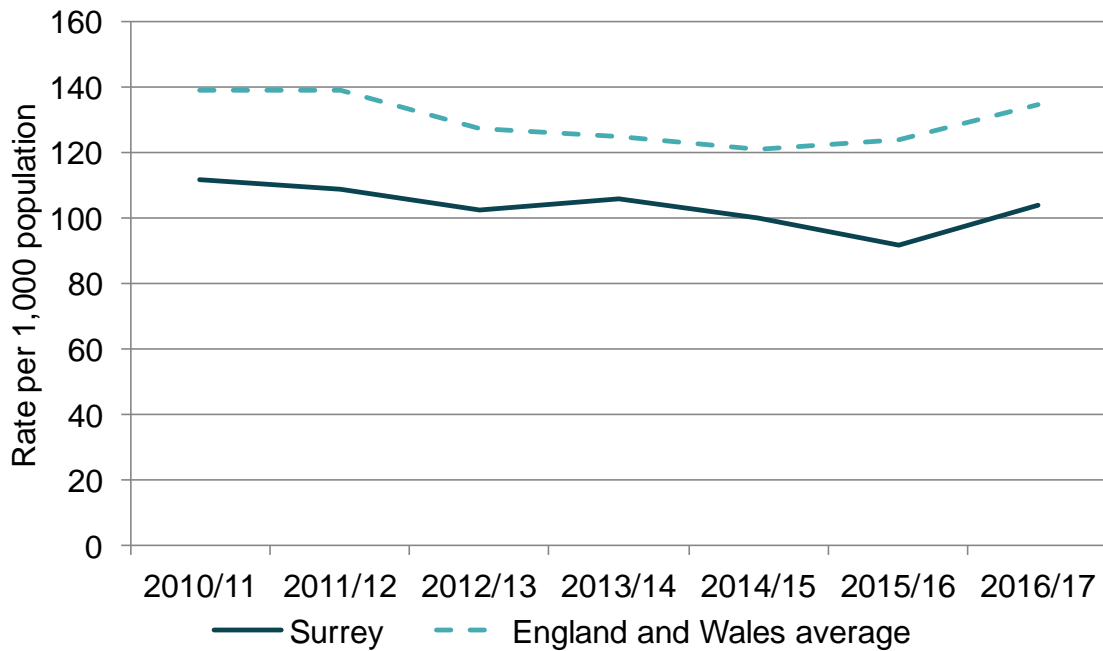
Surrey Police recorded 104 999 calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has decreased from the 112 calls per 1,000 population recorded in 2010/11 however, it has increased since 2015/16 when the rate was 92 calls per 1,000.

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

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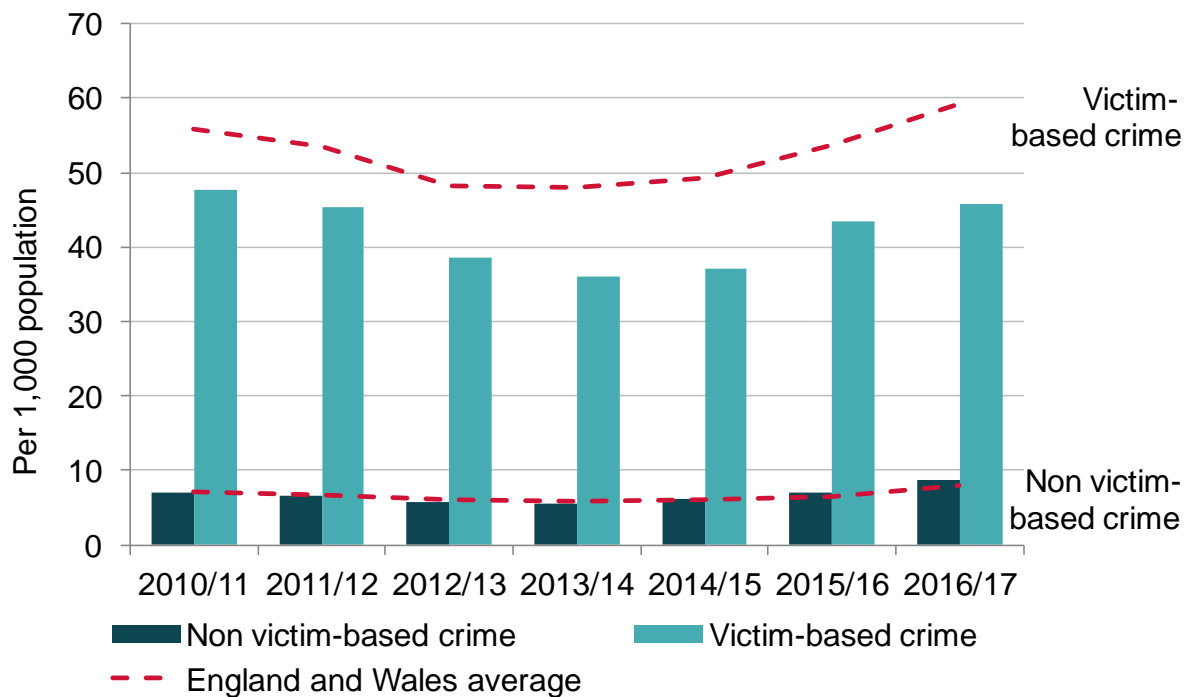
Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Surrey in 2016/17 was 45.8 crimes. This is lower than the rate in 2010/11 of 47.6 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 36.0 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Surrey Police the rate of non victim-based crime per 1,000 population in 2016/17 (8.7 crimes) was higher than in 2010/11 (7.0 crimes). The rate of non victim-based crime per 1,000 population decreased to 5.5 crimes in 2013/14 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 crimes in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

Understanding demand

Surrey Police has a good understanding of demand. The force draws on a broad spectrum of data, such as calls for service and locations of incidents, to measure demand against performance across a number of areas. We saw evidence of the force using this data to inform decision making, to direct change and to improve performance. The performance of the force's contact centre provides a good example of the use of data. Twelve months ago, in July 2016, around 40 percent of 101 calls were going unanswered. This was suppressing demand, preventing it from being reported, and providing the public with a poor service. Callers were forced either to phone back at a different time or abandon their attempts to speak to the police altogether. The force carried out some analysis of the volume of crimes recorded each month against the percentage of calls for service which go unanswered over the previous two years and predicted that up to 1,000 crimes were not recorded during this period. The management team in the contact centre has reviewed and made changes to the structures, people and processes in that department, resulting in better performance. By the end of 2016, the rate of abandoned 101 calls had fallen to around 6 percent – a marked improvement.

In HMICFRS' 2016 efficiency inspection, we reported that the force needed to develop its understanding of current and likely future demand, especially in respect of 101 calls, ensuring that it analysed appropriate information and intelligence from wider sources. The force has made good progress since then. In March 2017, the force's performance and consultation unit (PCU) completed a demand analysis report, which considered in detail a range of call, incident and crime recording data over a 12-month period. These included the number of 999 and 101 calls to Surrey Police, the total number of incidents recorded, the top ten repeat demand locations and the types of crimes recorded. This enabled the PCU to provide a meaningful

assessment of predicted future demand, in terms of the number of incidents and crimes that the force was likely deal with over the next 12 months. The report anticipates an 8 percent increase in recorded crimes for the force over the forthcoming 12 months, based on analysis of previous trends and current data. The force has demonstrated through this report that it is able to make a considered assessment of likely future demand on its services. This helps the force to understand where it should focus time and resources now and in the future. One way of reducing demand is to prevent crime from happening in the first place. Surrey Police recognises that demand can be reduced through prevention and tailored its policing in your neighbourhood (PIYN) operating model to maintain and promote neighbourhood policing. The force crime and performance board reviews demand against resources under the PIYN model using data from incidents attended and crimes investigated to ensure performance is maintained.

More complex demand

The force is less able to identify demand that is hidden and less likely to be reported. This is because the PCU relies on using information and data drawn from when the public call the police to report incidents. Hidden demand is not necessarily identified this way. This understanding of hidden demand relies on the workforce's skill in identifying crimes that are less likely to be reported within those incidents. For example, a call to report an argument might lead to the identification of domestic abuse. Although the staff have received training on hidden demand, the emphasis remains on reacting to crimes rather than preventing them. A strategic assessment of modern slavery and human trafficking has been carried out. Together with partner organisations, such as health and social services, some analysis has also been done of harmful traditional practices, such as female genital mutilation. However, the force recognises that this is just the beginning of its work; it now needs to enhance its work with its partner organisations to include information-sharing arrangements. This would create a more complete picture of these developing crimes and ensure that more of them are identified. The force would then have a greater understanding of the true extent of emerging hidden demand.

How well does the force understand things that affect demand?

HMICFRS inspected how well Surrey 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

Surrey Police has processes and governance systems to monitor the efficiency of its work. The police and crime commissioner (PCC) scrutinises its efficiency and most directorates have governance boards that look at efficiency as part of their remit. However, we still found some evidence of inefficiency, arising from a culture in which staff try to avoid the risk of things going wrong. For example, even experienced officers are not permitted to finalise crime investigations without a supervisor reviewing them, to ensure they have not made any mistakes. The quality assurance process in the occurrence management unit (OMU) is then used to scrutinise them again. Inspectors have to authorise a voluntary attendance interview, which is when someone suspected of certain types of crime is asked to attend the station on a voluntary basis – even though the officer could potentially arrest the suspect without seeking permission to do so. The chief officer team is encouraging staff to be more willing to make decisions on their own. It is also emphasising this point through its plan on a page vision document. The force is working to achieve a balance between empowering its staff and having processes in place that prevent mistakes from occurring.

The force is looking at ways to deal more efficiently with current and future demand, but could do more to detect inefficient practices in its routine work. During our inspection, some staff made us aware of inefficiencies that they had identified themselves. However, we found no formal process designed to enable them to bring these matters to the attention of senior leaders. The force could be missing an opportunity to act on these suggestions and so reduce demand. For example, we were told that some officers attended addresses where the person who made the report was out. Instead of leaving their details, however, they left a card asking to them to ring 101 again. Therefore, the 101 service was used twice and the job had to be reallocated. In another example, we found that the force had posted a number of officers on the Police Now programme [3] (an external recruitment scheme for graduates, which includes specific training on problem solving) to area policing teams (APTs) rather than to the neighbourhood teams that focus on problem solving. This fails to make the best use of the skills of these officers.

Surrey Police uses business improvement consultants to map and identify inefficiencies in its operations, assess their impact and propose improvements. For example, a review of operations in the contact centre was commissioned to consider the problems occurring with 101 calls. This identified numerous inefficient processes, including duplication of information. These problems have been resolved and performance has improved. We also noted significant overspending on officers' overtime – and it was not clear what this money was being spent on. The

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[3] Information available at: www.policenow.org.uk/the-programme/about-the-programme/

force has recognised this problem, too, and has set up an overtime monitoring board, to tighten control of spending in this area. However, the monitoring board had not met by the time of our inspection.

The force has improved its performance in relation to demand that previously it inadvertently avoided (suppressing demand). In HMICFRS' 2016 efficiency inspection, we reported that the force might be missing opportunities to identify under-reported crimes, owing to its poor performance in answering 101 calls. In April 2016, only 40 percent of these calls were answered within 60 seconds. The rate of abandoned calls was high as well, and the force has calculated since then that as many as 1,000 crimes went unreported in 2016. A performance management regime is now in place in the contact centre, and the rate of abandoned 101 calls has fallen from a peak of 41 percent in July 2016 to 6 percent. A quality-in-contact team audits the work of all the contact centre staff, reviewing at least six calls that each member of staff takes per month. This assessment is then fed into a matrix to assess the performance of any individual quickly. Action can then be taken, if necessary. Supervisors have also been put under more scrutiny, and have been held to account when they failed to recognise poor performance on the part of their staff. The contact and control room staff now use the national decision model[4] effectively and the structured approach to risk assessment known as THRIVE (threat, harm, risk, investigation, vulnerability, engagement).[5] In this way, the force is gaining a better understanding of reported incidents of crime and is identifying more hidden crimes.

To provide additional support to the contact and control centre, the force has invested in its OMU. This provides a quality assurance review service of the crimes that officers and staff have entered on the system. This is a significant investment by Surrey Police to make sure demand is managed efficiently, crimes are recorded appropriately and demand is not actively or inadvertently avoided or suppressed. The OMU examines crimes, incidents and the use of THRIVE thoroughly. As a result, it identifies a large number of crimes and incidents that have not been correctly entered on the system. The consequence of this failure to manage or correctly record crimes and incidents in the first place is that the OMU has to revisit and correct them. This creates additional, failure demand. It also prevents the OMU from carrying out other activities, such as handling more incidents over the phone, which could make the work of the force more efficient. For example, between

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

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

January 2017 and May 2017 the OMU identified an average of 1,262 error entries per month. This is clear evidence of inefficient work – and of members of the public not receiving the service they deserve.

The force has not managed its change programmes as effectively as it might. This is because it does not follow a defined process for management and governance. As a result, approaches vary to the governance of change programmes, and the management of benefits, finances, resources and stakeholders is inconsistent. However, the force works collaboratively with Sussex Police and they recently appointed a chief superintendent as joint head of change across both forces.

Leaders promoting innovative thinking

How well Surrey Police seeks and responds to ideas from the workforce is mixed. No single formal structure exists to promote ideas to senior leaders. Each division of the force does things slightly differently. Reigate in the east of the county focuses on a talent pool of staff to identify ideas and assist change. Staines in the north uses an informal engagement process to get ideas and feedback from the workforce. Staff can use a forum on the internal website to make suggestions. We found that the lack of a single process means that the structures in place lack credibility with parts of the workforce. Suggestions that the workforce make through the processes that are available are rarely linked to innovation. Amid all the different approaches, we failed to find any specific promotional activity that the force undertakes to encourage its staff to identify areas of improvement. This means that the force could be missing opportunities to make positive changes.

Summary of findings

 Good

Surrey Police has a good understanding of current demand for its service, based on a wide range of police data. The force has produced a demand analysis report which provides a meaningful assessment of predicted future demand over the next 12 months. It recognises that demand can be reduced through prevention and so its operating model promotes neighbourhood policing. However, its understanding of hidden demand is less well developed and the force needs to enhance its work with partner organisations to include exchanging information to help identify crime that is less likely to be reported.

The force has processes and governance systems to monitor efficiency. It could do more to detect inefficient practices in its routine work, but it has improved its performance in relation to inadvertently suppressed demand. A performance management regime is now in place in the contact centre and the rate of abandoned 101 calls has fallen. We found a thorough system of quality assurance operating

within the force control room to review decision-making and risk assessment processes, and also in the occurrence management unit to assess data entered onto the force system. The force has identified additional demand caused by incorrect recording of data, which it is working to resolve.

The force has not managed its change programmes as effectively as it might because it does not follow a defined process for management and governance. However, it is aiming to improve its management of change programmes through appointing a joint head of change with Sussex Police. Although Surrey Police seeks and responds to ideas from the workforce, it could benefit from streamlining the different approaches into a single process, and then promoting this to the workforce.

Areas for improvement

- The force should ensure it has an accessible process in place to identify good ideas and innovation from the workforce.

- The force should further develop its understanding of hidden demand, analysing appropriate information and intelligence drawn from wider sources.

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 Surrey 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 106.4 FTE (5 percent) from 1,986 to 1,880. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Surrey Police's planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021
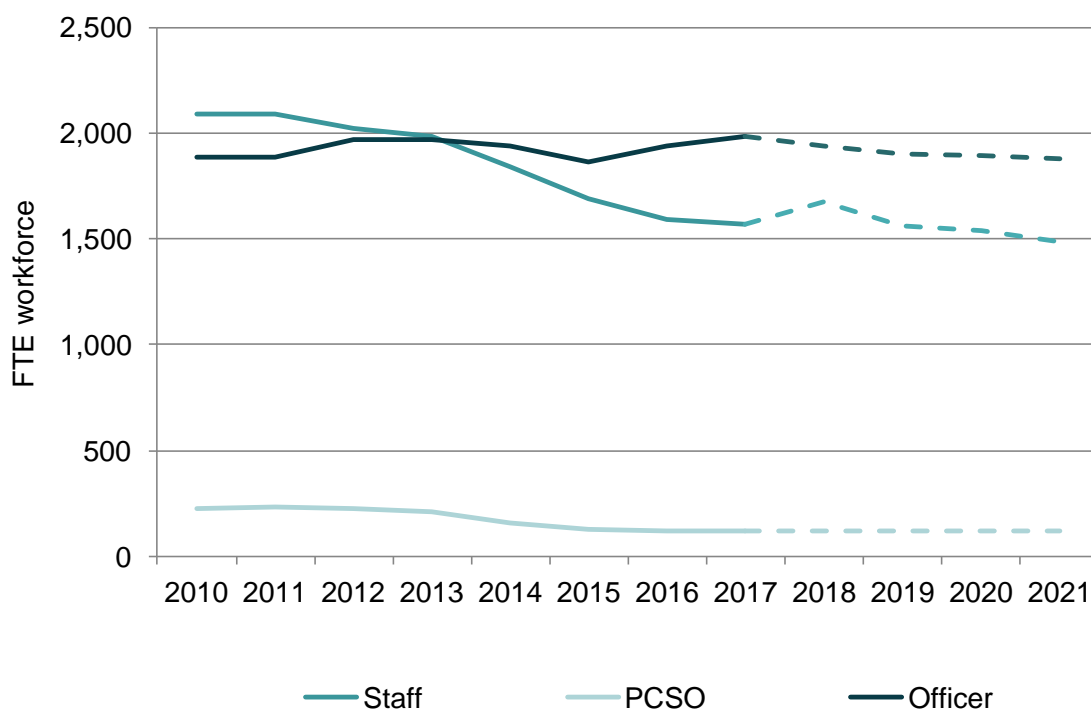
The number of staff working in Surrey Police is projected to decrease by 78.9 FTE (5 percent) from 1,568 to 1,489 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Surrey is projected to decrease by 0.8 FTE (1 percent) from 120 to 119 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Surrey Police has only a limited understanding of the skills and capabilities it needs. The force works collaboratively with Sussex Police, and the two forces hold regular joint meetings to review gaps, vacancies and workforce skill requirements for the current year and predict the same for the following year. The forces then act to deal with shortfalls. However, the forces are reacting to information presented to them, covering the next 12 months, rather than looking ahead to see who might leave the force over a longer period and developing the staff to succeed them. Surrey Police carried out a skills audit, which focused on the new PIYN operating model, to gain a better understanding of its capabilities within the new operating model and to help close any skills gaps before the PIYN model was implemented. However, a full skills audit has not been conducted across the wider force. This means the force does not have a complete understanding of the skills it requires for every role. It is, therefore, finding it difficult to identify the skills it might require in future for succession planning, or the skills it needs now to address new and emerging risks. These include an increase in online criminal activity, human trafficking and child sexual exploitation.

Surrey Police does not fully understand the skills that its workforce possesses as a whole. Apart from the PIYN model skills audit, it has not undertaken any force-wide audit of staff skills. Individual directorates, such as information technology (IT) and corporate communications, maintain their own skills databases. The public protection unit monitors skills separately in each division, but there is no overview. This increases the risk that the force will not be able to make effective plans to meet the current and future demand for its services. It prevents effective planning for recruitment, training and personal development.

Surrey Police is unable to plan recruitment and training effectively. The rate of officers and staff leaving the force is high. This is partly down to Surrey's close proximity to the Metropolitan Police area – to which officers often transfer because of the financial incentives to do so. The force, therefore, has made attracting and retaining the existing staff a goal, and it has succeeded in reducing the rate of leavers through various incentives. These include a fuel allowance and an improved pay package. The force has also invested £1m in training officers in investigation skills, to help them retain their own investigations under the PIYN model. This is taking longer than was anticipated, however. It also obliges the training department to prioritise investigative training, as well as recruitment, over other forms of training.

In HMICFRS' 2016 efficiency inspection, we noted a high number of staff in an acting and temporary role, waiting for the next (annual) promotion process to take place. At the time of this inspection, we found a similar picture, with 50 constables in acting and temporary sergeant roles, awaiting the next promotion process. Staff undertaking acting or temporary roles generally are not replaced on their teams, which leaves these teams short of officers, adding to the force's difficulties in matching resources to demand. The force recognises the importance of equipping officers with the skills that they need to assume higher-ranking roles, however, and has offered the same leadership development opportunities to officers in acting and temporary role as it does to officers in the role full time.

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

HMICFRS inspected how well Surrey 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 lacks an understanding of the skills it requires in its leaders. However, it is working with Sussex Police to develop its understanding of leadership skills gaps and promotion opportunities. A new leadership framework is being developed, which will include analysis of leadership skills, but this is not in place yet.

Surrey Police has a limited understanding of the skills of its leaders. The force has undertaken some work to understand the strengths and weaknesses of a proportion of its leaders, using a psychological test. This uses a four-colour model to help

people understand their style, strengths and the value that they bring to the team. Although this is a positive development, the force still does not identify the policing skills and capabilities of the team as a whole. It does, however, recognise this as an area it needs to address.

The force needs to do more to tailor recruitment and training to the skills it needs. As the force is unable currently to understand its leaders' skills fully, it cannot take steps to ensure that these skills match those that it needs. Both Surrey and Sussex Police intend to gain a more comprehensive understanding of their leadership skills and capabilities, using their revised joint leadership framework. The force plans then to use this to work on – and prioritise – leadership development. The launch of a new online leadership development tool should aid this process. It will provide access to training and will also show what areas the staff are researching to inform future training needs. In the meantime, however, the force's inability to match its leadership skills with the changes that are affecting demand and culture poses a risk to its work.

How well does the force allocate resources?

HMICFRS inspected how well Surrey 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 Surrey Police from 2011/12 to 2016/17
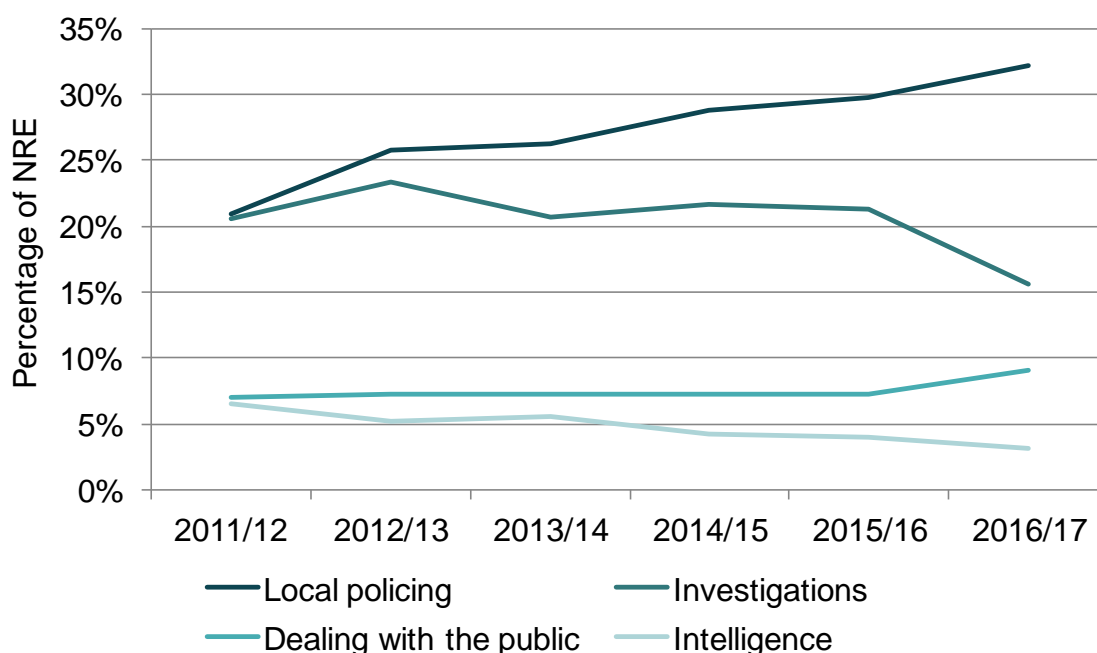
Source: Chartered Institute of Public Finance and Accountancy (CIPFA)
Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.

In Surrey, the percentage of estimated expenditure on local policing in 2016/17 has increased from 21 percent in 2011/12 to 32 percent in 2016/17. Estimated expenditure on investigation has decreased from 21 percent to 16 percent, expenditure on 'dealing with the public' has increased from 7 percent to 9 percent and expenditure on intelligence has decreased from 7 percent to 3 percent from 2011/12 to 2016/17.

Prioritisation and cost

The force prioritises its activities effectively, taking public expectations into account when arranging these activities through the PCC and the police and crime plan. Local priorities are met through its plan on a page policing vision. An accompanying business plan is due to be published during summer 2017. In addition, the force prioritises its activity, based on threat, harm and risk, through local daily management meetings and regular strategic tasking meetings.

The force has prioritised neighbourhood policing through its revised operating model, the PIYN model. Under this model, officers and staff maintain geographical responsibility to improve their local knowledge and relationships with the public. Complex crimes with a higher risk are devolved to detectives while lower-risk volume crimes are the responsibility of officers on APTs. This provides the public with a better, more consistent, service, reducing demand while maintaining neighbourhood policing and problem solving. We found that the workforce understands the model. After working with it for a year, they offered positive feedback, saying they felt more

confident now with their own investigations. They said it had improved working practices, reducing the investigative workload on detectives and improving relationships between departments.

The force could do more to improve its understanding of the financial impact of declining resources. The force has proven how financially agile it can be, having achieved savings of £52.8m over the last spending review period. Further savings are planned. The PIYN project is one of the most extensive projects the force has undertaken. Launched in 2014, it has become operational since then, and is reviewed regularly. The PIYN model is based on geographical line management and command. Officers and staff in area policing teams and neighbourhood teams are expected to react immediately to crimes, investigating and preventing them through problem-solving activity (this is known as being omni-competent). They have to carry their own investigative workload now. This marks a significant change from the previous way of working, but the force has estimated that it will take five years before the model becomes fully efficient. The force has used the services of an external company to understand the impact of the savings and investments it has made. However, the force did not anticipate the level of demand placed on it. Therefore, it has had to adapt the model to meet the problem of insufficient resources by providing overtime for officers, and extending the length of their shifts, so they have the time they need to conduct their investigations and respond to all the calls from the public.

In HMICFRS' 2015 and 2016 efficiency reports, we described the force as running 'hot', meaning that there were insufficient resources to meet the demands. Many staff were described as being 'burnt out'. The force has worked hard to recruit more officers and is now up to full complement. However, this workforce is young and inexperienced and the force has still not reached the best possible staffing levels in terms of APTs, neighbourhoods and detective roles. The force is still running 'hot', therefore, and feels under pressure. This pressure is exacerbated by significant overtime demands. The force is spending £800,000 a month – £300,000 over the anticipated budget – and it is making efforts to understand fully why this is the case.

Investment

The force could do more to control its future financial planning, but is good at managing its finances from day to day. Good governance arrangements monitor spending within the force. At the monthly finance monitoring meeting, all budget holders are assessed to see whether their expenditure is appropriate and in line with the force's priorities. The finance planning and performance board meets quarterly to discuss budgets that are under pressure or considered to be at risk. Action is taken to ease this pressure where necessary. In this way, senior leaders within the force are kept fully up to date on the pressures on budgets. The finance lead also submits a monthly written report to the chief officers group, to provide it with regular

information on the force's financial position. Alongside this, a written report is prepared for the PCC's performance monitoring group for additional scrutiny. This meets every six weeks.

The governance arrangements in place to understand the force's current financial position and any impending risks to the budget are good. Future financial plans could be regulated better, however. A change prioritisation board prioritises all the force's change projects, and a joint Surrey and Sussex investment board, chaired by the chief finance officers, looks closely at the financial aspect of any proposal coming from the change board, and prioritises the force's investments. The force is planning to invest in fleet and body-worn video cameras, and in a new estate strategy to replace the old, inefficient estate. Savings made from the running costs of the older buildings will help to finance modern buildings placed in better locations. The force plans also to invest more in mobile data technology. It recognises that it does not yet understand the benefits of its previous investment in mobile technology. The current method of financial planning takes an incremental approach, involving structural reviews. The force may benefit from switching to priority-based budgeting, to give it greater financial control.

How well does the force work with others?

HMICFRS inspected how well Surrey 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

The force works extensively with its local partner organisations to handle demand. In November 2016, for example, a multi-agency safeguarding hub (MASH), was created within Guildford Police Station. The MASH includes police, adult services, children's services, mental health and education – approximately 120 staff in total – with one central point holding the information flowing in from all the agencies. Each organisation prioritises its response, based on an initial assessment of urgency and need.

At a local level, we came across numerous examples of effective partnership work. For example, a sergeant in the control room has the task of identifying the top ten repeat callers and the top ten repeat locations that place most demand on the police. This sergeant then works with the local neighbourhood team, or with an appropriate partner, such as the health service, to look at the problem and reduce such repeat demand.

The budgets of partner organisations in the force area are falling, however, and the force has anticipated that the operating structures and resource levels of these agencies will be reduced further. To ease the potential impact of this, Surrey Police carried out a significant advertising campaign through social media called '#PolicingMatters' to improve the public's awareness of the services that it provides. The force also worked with the main interested bodies at what are known as 'stakeholder briefings' to explain what the force will and will not do in future. It has revised its policies and procedures to take account of its own core responsibilities of protecting the public and investigating crime. In consequence, the force has established protocols with hospitals and mental health providers to determine which agency is responsible for people suffering from a mental health crisis – and when. It is also working with children's services and with independent children's homes to reduce the number of vulnerable and missing children.

The benefits of joint working

Surrey Police has a record of successful collaborative working. The force has a strong partnership with Sussex Police. It is also developing collaborative arrangements with other forces in the southeast, including Hampshire Constabulary and Thames Valley Police. Surrey and Sussex Police share four chief officer roles, which are responsible for operations command, specialist crime command, IT and people services across both forces. The two forces hold regular joint meetings. Both forces plan to extend such examples of collaboration wherever possible, to make further savings. Working together, they strive to maintain the best value possible for the forces. For example, a proposal to provide a single professional standards unit for both forces did not go ahead after a financial assessment of the project concluded that it would cost more than it saved.

Leadership driving innovation

Surrey Police is open to new ways of working when the right ideas are presented to it. For example, the force has adopted various initiatives from national work and from other forces. One example is the Domestic Abuse Matters campaign, a College of Policing accredited training package. This trains staff to become specialists in domestic abuse. These specialists can then provide an initial response to calls concerning domestic abuse and so offer a better service to the victim. Another initiative is Operation Encompass. This multi-agency project is designed to safeguard and support children involved in, or affected by, incidents involving domestic abuse, by swiftly sharing information between the relevant partner agencies. Under the terms of the project, Surrey Police informs the education safeguarding team on term-time mornings of any domestic incidents that have occurred within the previous 24 hours in which a child was involved or linked to an incident of domestic abuse. This provides such children with additional support.

The force has also worked with Hampshire Constabulary to get to know and adopt its model of working with the local mental health trust, to support people who call the police regularly. Surrey Police has now dedicated an officer to this work who has access to the mental health trust's office and computer systems, working collaboratively to share information and so reduce demand. The initiative is called the Surrey High Intensity Partnership Programme.

As part of their collaborative arrangement, Surrey and Sussex Police are working with a private company together with the University of Surrey to develop an accelerated learning package for stop search training. The force is planning to condense the College of Police stop search training package (two days' training) into one hour. In doing so, the force hopes to exceed the 32 percent retention rate of the traditional training package.

Summary of findings

Requires improvement

Surrey Police has only a limited understanding of the skills and capabilities of its workforce and has not undertaken any force-wide audit of skills. The force does not have a complete understanding of the skills it requires for every role or the skills it needs now to address new and emerging risks. Individual directorates maintain their own skills databases and the public protection unit monitors skills separately in each division, but there is no overview. This prevents effective planning for recruitment, training and personal development. The force also recognises that it needs to improve its understanding of the skills and capabilities of its leaders and any skills gaps and is collaborating with Sussex Police to develop a new leadership framework.

The force prioritises its activities effectively, assessing threat, harm and risk in local daily management and regular strategic tasking meetings, and takes public expectations into account. It has prioritised neighbourhood policing through its revised operating model but it did not anticipate the level of demand this would place on it and has had to provide overtime for officers and extend the length of their shifts. The force has worked hard to recruit more officers and is now up to full complement, but this workforce is young and inexperienced, so it still does not have the best possible staffing mix.

Surrey Police has good governance arrangements in place to understand its current financial position and any impending risks to the budget. However, future financial plans could be regulated better and the force may benefit from switching to priority-based budgeting to give it greater financial control. It has a change prioritisation board and the joint Surrey and Sussex investment board looks closely at the

financial aspect of any proposal. The force plans to make further investments in mobile data technology and in modern buildings in better locations. It has a record of successful collaborative working, including with other forces, the mental health trust, children's services and the University of Surrey.

Areas for improvement

- The force should ensure that it has the resources to meet its resourcing model, and the demand placed on it, while taking into account the wellbeing of its staff.

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

How well is the force planning for the future?

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

How well does the force predict likely future demand?

HMICFRS inspected how well Surrey 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

Surrey Police is making use of some innovative data-management methods to identify future priorities. It is employing a method to analyse data, which is used in the banking sector to predict growth in certain areas of business. It has been modified to map future growth in crime, based on current trends. The output indicates the growth in various types of crime, linked to the likelihood of their leading to harm. This development is innovative as it identifies priorities for the police and enables the force to make decisions on a scientific basis, drawing on the skilful interpretation of data. The method is used alongside other performance management material that allow senior officers to plan more effectively.

The force has a good understanding of likely future demand. It has reviewed the principal threats, risks and emerging issues that intelligence and analysis of crime data have identified. This helps the force draw up a control strategy, which sets out and communicates the operational priorities for the force and the long-term priorities for crime prevention, intelligence and enforcement. The force has reviewed areas drawn from those that were being looked at nationally, the current control strategy, analytical work and consultation with partners. It examines all such issues using the MoRiLE process – management of risk in law enforcement, a model designed to help forces manage risks in a consistent way. It 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 agreed components of the control strategy for 2017/18 are: child sexual exploitation and abuse, modern slavery, human trafficking and organised immigration crime, cyber-crime and drugs-related harm.

Future considerations

Surrey Police has a good understanding of what the local public wants. The PCC's comprehensive engagement strategy is designed to make sure that effective communication and engagement with the public informs policing decisions; for example – some members of the public felt that they did not have enough contact with their local policing teams. This was fed back to the PCC via the police and crime panel who then took it straight to chief officers to see what could be done. The joint neighbourhood survey is a joint endeavour by the force and Surrey County Council, in which 1,650 Surrey residents took part each quarter (leading to 6,600 responses per year). The survey covers a number of areas, including confidence, problematic issues – such as how the public feel about certain crime types in their area – and police visibility. The force has undertaken two surveys of people with disabilities. The first, the Feeling Safe Survey, was in 2014. A follow-up, Feeling Safe Survey 2, concluded in January 2017. The focus of these was to understand how members of the public living in Surrey who have physical, sensory or learning disabilities perceive policing activity. Among others, the results showed that 80 percent of the respondents preferred to contact the police by phone rather than by any other means, while 93.4 percent thought their local police were good at what they do.

The force has a good understanding of changing technology for the future. Surrey Police is exploring how to make savings through information technology (IT) at both local and national level. The chief information officer (head of IT) who has been with the force for just over two years, also the chairs the National Police Technology Council, whose main goal is to secure transformation funding for a national police IT system. The main focus within Surrey Police (and Sussex, as part of the forces' collaboration) is to continue development of an IT strategy. So far, the strategy has launched 15 transformation programmes of change, some of which are influenced directly by IT systems that the Home Office has developed. These include automatic number plate reading, body-worn video cameras, facial recognition software and the forces' crime-recording system.

To help the force understand what it requires from its IT capability, it makes use of an animation, called *A day in the life of*. This focuses on four role profiles (response officer, detective constable, detective chief inspector and finance officer) and how their roles may change in five years' time as a result of technological advances. The animation product – which the chief officer team welcomed – has assisted in the development of the force's IT strategy.

The cost of IT for Surrey and Sussex Police together is about £40m annually, due to the number of legacy systems in place that need to be closed and turned off. These are outdated computer systems, programming languages or application software that are used instead of available upgraded versions. The force recognises the risk of being unable to maintain IT at the pace of change required and gave the example

that if it were to be built from scratch, it would cost only £25m and could save the two forces about £15m. The force also recognises the risk of developing IT systems in isolation without consideration of the national picture.

The force is looking actively at new ways to work with other agencies to reduce demand. The chief constable is a member of the Surrey chief executives meeting, alongside the chief executive of the county council and the chief executives of the 11 districts and boroughs of the county. Within this forum, the chief constable is informed of the demands facing all of the local authorities, and of the pressures created by matching reduced resources to increased demand. This has allowed the chief constable to influence the strategy of the force's partners. The chief constable has asked them to consider the impact on policing of any decisions that they make, as well as consult the force on any matters that directly affect public safety and fear of crime. One example of this was the decision of the county council to restrict street lighting hours.

In the south eastern region, a co-ordinated programme of change focuses on joint technology systems and policing functions across the combined police forces of Surrey, Sussex, Hampshire and Thames Valley. This is called the South East Regional Integrated Policing programme (SERIP). In addition, an Emergency Services Collaboration Programme (ESCP) has been running for some years. This links Surrey Police, Surrey Fire and Rescue Service, Sussex Police, West and East Sussex Fire and Rescue and SECAMB (South East Coast Ambulance Service). This will continue to build on the joint work that has already been done. This includes collective purchases of fuel to reduce costs and the provision of defibrillators for fire engines, for example, to provide another defibrillator resource in addition to that of the ambulance service.

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

HMICFRS inspected how well Surrey 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

Owing to the force's limited knowledge of the skills sets it needs in its future leaders, it is unable to tailor development opportunities appropriately. As was mentioned previously, however, a new leadership framework is being developed to address this. The force has a mentoring scheme, while external leadership courses are available for successful applicants. The force also participates in the College of Policing's secondment scheme, which promotes secondments outside policing for officers in the force. However, no one has applied successfully for the scheme as yet. During our inspection, we found that some constables and sergeants felt that development

opportunities were often limited to project work. This meant they were expected to work on implementing new procedures or on making changes to the force that required their removal from operational policing. It meant they were dependent on a supportive line manager, actively seeking out opportunities for the staff.

The picture of succession planning in Surrey Police is mixed. A workforce plan identifies critical roles and potential gaps. However, because of the high attrition rate among staff last year, this plan was largely reactive, reacting to people leaving suddenly rather than proactively planning for people who might be retiring, for example. Work is now being done to review critical roles more thoroughly and identify ways of encouraging applicants to fill the less popular roles, such as the control room and custody. These are hard to fill because some consider them a step away from dealing with the public. Collaborative arrangements with Sussex Police have helped to fill the gaps in the meantime. For example, a superintendent from Sussex was seconded to Surrey to act as the head of a department, when no obviously suitable candidates emerged. Likewise, a chief inspector from Surrey was promoted to detective superintendent in Sussex.

Recruitment

Surrey Police actively makes use of new talent and development opportunities. Three constables in Surrey are on the Fast Track scheme, which promotes selected constables – after they pass a national selection process – to the position of inspector within a short period.[6] Two other constables have been chosen to attend the national selection centre this year. Surrey Police is also part of the national Police Now programme.[7] This identifies and selects talent using a different set of criteria to those used in the standard recruitment process, concentrating more on the problem solving side of policing. Surrey Police took part in this programme in 2016, which was the first year that the scheme was opened to other forces outside the Metropolitan Police. It is due to send a second cohort later in 2017. However, we found a high rate for Police Now officers leaving the scheme once they were in Surrey Police. Three out of eight left the scheme from the first cohort. We also found officers being posted to APTs, rather than to the problem solving neighbourhood teams, which would have made better use of their skills.

The force is making greater use of social media platforms to attract people of talent, such as LinkedIn, Twitter, Facebook and Instagram, as well as the College of Policing's careers site and policing-specific publications. As part of their collaborative

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[6] More information on the national Direct Entry and Fast Track schemes can be found at: www.college.police.uk

[7] Information available at: www.policenow.org.uk/the-programme/about-the-programme/

approach, Surrey and Sussex police forces recently jointly commissioned a specific piece of work. This involved researching and developing a brand new advert and material designed to attract detectives to transfer to their forces.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Surrey 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

Financial planning for Surrey Police is realistic. The medium-term financial plan for 2017/18 to 2020/21 is built on assumptions about grant reductions, council tax increases and inflationary trends. The plan includes a realistic scenario of planned savings of £13.9m against a need of £14.7m, with a deficit of £0.7m over the next five years. The plan also includes a worst-case scenario, involving planned savings of £13.9m against a need of £21.4m. This implies a deficit of £7.5m, with the force spending more than it is saving from 2018/19. The forecast signals that capital resources will have to be supplemented in future, either by borrowing and/or by revenue funding by 2018/19. The force is going to have to use its reserves to balance the budget each year until 2019/20. The reserves strategy is to maintain the level at a minimum of 3 percent of the force budget, which equates to £6.3m in 2017/18. This leaves limited room for investment, or for much of a cushion if any of the planned savings or assumed precept increases do not occur.

Surrey Police's plans for the future are realistic. Savings are expected to come from further collaborative work with Sussex Police, from a revised operating model for specialist crime and from a review of people services, financial services, corporate services and IT. There are plans also to review the force's estate and use the savings obtained from the estate's running costs to pay for new buildings. However, it is unclear whether the IT strategy has taken into account the potential move to new buildings when considering any IT investment. The PCC is keen to see the PIYN model used to make further savings, through more effective problem solving. The model is designed to be flexible and reduce resources if necessary. However, in a situation where the resources that are available do not meet the demand placed on them, the force needs to consider any reductions obtained from the PIYN model with care. Should the grant fall by 1 percent, it is anticipated that the force would have to lose 100 officers by 2021. However, the force does have contingency plans, and would prioritise staffing over building maintenance, for example.

The force is continuing to find opportunities to achieve savings. The specialist crime project, which had been anticipated to yield £1.3m in savings, has been re-evaluated. Now it should generate £2m worth of savings. This will cover the cost next year from the discontinued control room collaboration project. Anticipated

savings derived from the IT budget will supplement this. Ultimately, it is expected that the force will have £6m of reserves at the end of four years (2020/21). The reserves at that time will not be lower than 3 percent of total budget. At the same time, the risk remains that a major event could create a significant financial problem, as the reserves are so limited.

Surrey Police is effective at changing the way it operates to meet financial challenges. The force has made significant changes using the PIYN operating model and intends to replicate the method to make changes to other directorates, such as to specialist crime. The force has outlined the policing service that it wants to provide through its plan on a page. This will be supplemented by a comprehensive five-year business plan, which is to be published during summer 2017. This will provide further detail about the changes and investments that the force intends to make. The business plan is aligned to both the police and crime plan and to the National Police Chiefs' Council Vision for Policing 2025[8] and will be updated and refreshed at least once a year.

Savings

The force plans to re-invest the savings it has made in its budget. Originally, the force anticipated making £10m worth of savings over the next five years. This projection has been revised upwards to £14.7m. The force plans to spend the money on the apprenticeship levy,[9] on an increased national insurance rate, on further investment in public protection, improved firearm capability, on digital policing development, data technology and on other new devices (such as body-worn video cameras) for the workforce.

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[8] The NPCC (National Police Chiefs' Council) and APCC (Association of Police and Crime Commissioners), working with the College of Policing, staff associations and the National Crime Agency, have drafted a vision for policing in 2025 that sets out why and how the police service needs to transform. Available at:
www.npcc.police.uk/NPCCBusinessAreas/ReformandTransformation/PolicingVision2025.aspx.

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

Summary of findings

Good

Surrey Police has a good understanding of future demand. It is using some innovative data-management methods, mapping future growth in crime based on current trends. In combination with other performance management material, this skilful interpretation of data helps senior leaders to prioritise and plan more effectively. The force uses the management of risk in law enforcement model to assess the types of crimes that are presenting most threat to communities and to highlight where it does not currently have the capacity or capability to tackle them effectively. It has effective relationships with other forces and organisations and it is looking to expand its collaborative arrangements in future to help meet increases in demand.

The force has a good understanding of what the public wants through the PCC's comprehensive engagement strategy, which is designed to ensure that policing decisions are informed by effective communication and engagement with the public. It also understands how the effect of changes in technology are likely to affect both crime and policing in the future.

The force needs to improve its understanding of the skills and capabilities it requires in its future leaders and then tailor development opportunities appropriately. It is developing a new leadership framework to address this. Succession planning is mixed; although the force has a workforce plan that identifies critical roles and potential gaps, it has been reactive in the last 12 months because of a high unplanned leaver rate. The force does have a record of using national external recruitment programmes and is making greater use of social media platforms to attract new talent.

Surrey Police's plans are realistic and it is continuing to look for and find opportunities to achieve savings. Savings are expected from further collaborative work with Sussex Police, from a revised operating model for specialist crime and from a review of HR, financial services, corporate services and IT. The force plans to re-invest the savings it has made.

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.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/national-peel-reports/). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

Annex A – About the data

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

Methodology

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

Comparisons with England and Wales average figures

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

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

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

Statistical significance

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

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

Population

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

Force in numbers

Forecast change in gross revenue expenditure

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.[10] The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

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

Calls for assistance

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

Recorded crime

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

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[10] See sections 38 and 39 of the Police Reform Act 2002. Available at: www.legislation.gov.uk/ukpga/2002/30/section/38

Figures throughout the report

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

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

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

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

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

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

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

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

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

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from www.justiceinspectorates.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.