

PEEL: Police efficiency 2015

An inspection of West Yorkshire Police



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

Overall judgment¹



Good

HMIC found that West Yorkshire Police is very well prepared to face its future financial challenges. The force has positioned itself with a good understanding of its current demand but has a less well-developed understanding of its future demand. The force has ambitious plans for the future workforce, including development of its skills and capabilities. The force has balanced the budget and has planned a balanced budget through to 2017/18, although future plans rely on reserves to balance the budget. In last year's value for money inspection, which considered how forces had met the challenge of the first spending review period, West Yorkshire was judged to be good.

Summary

HMIC judges West Yorkshire Police to be good. West Yorkshire Police has robust management of its current demand, its finances and programme of change. However, future planning, particularly beyond 2017, is less well developed.

The force has a good understanding of its current demand, having undertaken work to review and map the different areas of demand it faces and allocating current resources flexibly to meet it. There is less well-developed analysis of future demand, which may impact on the future direction and capability of the force.




There is a significant and ambitious programme of change being undertaken by West Yorkshire Police to review and remodel the force to improve its efficiency and to enable it to meet future financial requirements. This change is being implemented using a range of business processes and working with academic partners to undertake a cultural audit and ensure the implementation of change is embraced by the whole force.

There is a clear and impressive workforce plan, which recognises the need to develop the skills of officers and staff. The force has a vision to equip staff to provide policing services through its 'People Ambition', which has seven strands including leadership, ethics and integrity and well-being.

¹ Outstanding, Good, Requires improvement or Inadequate – see Annex A.

The force has planned overall staffing levels to 2020, though the division of resources between the functions in the new operating model has not yet been decided.

The force has effective financial controls, with an agreed three year balanced budget to 2017/18. The force models possible future financial scenarios and updates this as new information becomes available. There has been considerable investment in technology and new ways of working to improve efficiency and visibility.

<p>How well does the force use its resources to meet its demand?</p>	<p>How sustainable and affordable is the workforce model?</p>	<p>How sustainable is the force's financial position for the short and long term?</p>
 <p>Good</p>	 <p>Outstanding</p>	 <p>Good</p>
<p>The force understands its current demand and is developing its understanding of future demand. It currently matches resources to demand well and work is underway to better align shift patterns to demand.</p> <p>The force has been successful in reducing its budget while improving the quality of service it provides. It is working to develop how it engages with the public and how people prefer to be contacted. It is active in using social media to engage and communicate with the community.</p>	<p>The force's current workforce model matches demand, organisational and financial requirements. The force is making use of volunteers to enhance the diversity of its workforce and recently demonstrated, during the cycling 'Tour de Yorkshire', that it is able to mobilise large numbers of special constables and police volunteers.</p> <p>The force has identified that the current model and demand is not sustainable beyond 2017. Current workforce plans identify the resource numbers for each of the districts to this point.</p> <p>The force has an impressive programme of</p>	<p>West Yorkshire Police has balanced the budget throughout the period of the spending review and plans a balanced budget for 2015/16 without the use of reserves.</p> <p>The force has effective financial controls in place along with tight control of its expenditure. The force has earmarked funds as part of medium-term planning, including specific pieces of work for projects such as public finance initiative (PFI) and organisational change.</p> <p>The force's financial plans are aligned to the objectives set out in the police and crime plan. The</p>

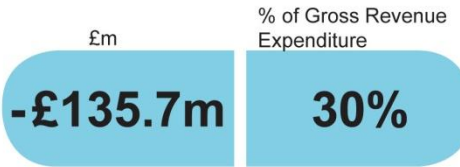
<p>West Yorkshire Police uses threat, harm and risk in its decision-making to manage demand. In general the force works well with other public sector organisations, although this varies considerably between districts.</p> <p>The force has robust arrangements in place to monitor costs and outputs through monthly performance meetings at both force and district level with the focus on threat, harm and risk, along with the quality of service to the public.</p> <p>West Yorkshire Police has developed a clear programme of change and is embracing technology and new ways of working to ensure it can efficiently provide services, match resources to demand and provide a quality service.</p>	<p>change and timetable of reviews to ensure that the future workforce model meets demand. There is a clear 'People Ambition' with seven strands and a vision to equip staff to provide policing services. The force has undertaken a cultural audit and, along with an academic expert, is using this as a basis to develop a longer term plan to improve, including managing change and leadership development.</p> <p>The proposed operating model beyond 2017 is made up of a core of policing functions with clear links to support services. The overall staffing levels to 2020 are known, but the division of resources between the functions in the new operating model has not yet been decided.</p>	<p>force works closely with the OPCC and provides relevant and timely information to enable oversight and governance of the financial position of the force along with the programme of change.</p> <p>The force has a three year financial plan which balances the budget through to 2017/18. It actively models the future finance situation with financial scenario planning built on both optimistic and pessimistic figures and contexts. The force will continue to remodel the scenarios as the future financial context and data is received and confirmed.</p>
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Force in numbers



Financial position

Forecasted change in expenditure 2015/16 to 2018/19



It is important to note that some forces only provided figures for savings they had formally signed off at that point, while others provided estimates for the whole period. As a result, the savings figure above might not reflect the full saving which the force might have to make. 2014/15 GRE has been used here as a baseline.



Providing policing

Planned change in police officer numbers 31 March 2015 - 31 March 2018



Planned change in total workforce numbers 31 March 2015 - 31 March 2018



Proportion of police officers on the operational frontline 31 March 2010



Proportion of police officers on the operational frontline 31 March 2015



Planned proportion of police officers on the operational frontline 31 March 2018





Organisation

Police officer cost per head of population compared to England & Wales (2014/15)



Workforce cost per head of population compared to England & Wales (2014/15)



Key statistics

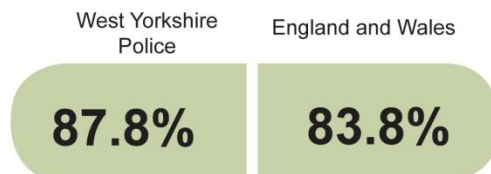
Changes in recorded crime (excluding fraud) 12 months to 31 March 2014 to 12 months to 31 March 2015



Changes in recorded crime (excluding fraud) 12 months to 31 March 2010 to 12 months to 31 March 2015



Victim satisfaction 12 months to 31 March 2015



Changes in victim satisfaction 12 months to 31 March 2011 to 12 months to 31 March 2015



Victim satisfaction: West Yorkshire, confidence interval +/- 0.7 percent. England and Wales, confidence interval +/- 0.2 percent.

For full details on the data used in this graphic see annex A in the efficiency national report.

Introduction

In October 2010, the Government announced that central funding to the police service in England and Wales would reduce by 20 percent in the four years between March 2011 and March 2015. Now, in a period of sustained budget reductions, forces need to continue to make efficiencies while focusing on reducing crime and keeping communities safe.

As part of its annual inspections into police efficiency, effectiveness and legitimacy (PEEL), HMIC's Efficiency programme assessed how a force maximises the outcomes from its available resources. We reviewed both the financial and workforce planning of police forces while examining wider questions of cost, capability and productivity. Our inspection focused on the overall question, 'How efficient is the force at keeping people safe and reducing crime?'

To answer this question we looked at three areas:

- How well does the force use its resources to meet demand?
- How sustainable and affordable is the workforce model?
- How sustainable is the force's financial position for the short and long term?

During our inspection HMIC collected data and plans from forces, surveyed the public to see if they had noticed any changes in the service they received and conducted in-force inspections. We interviewed chief constables and the chief officers responsible for finance, organisational change, human resources and performance in each force and held focus groups of officers and staff at different grades and ranks, and made unannounced visits to police stations.

This report sets out the findings from this wide-ranging inspection of West Yorkshire Police.

How well does the force use its resources to meet its demand?

HMIC examined how the force understands the demand for its service, and how it allocates its staff and financial resources to meet that demand. We then assessed whether these decisions are leading to good results for the public – that the police are visible and that they attend promptly when called, that they are fighting crime and keeping communities safe, and that victims are satisfied with the service they receive.

How well does the force understand its demand?

West Yorkshire Police understands the demand for its services and has a significant programme of change which has identified and mapped the areas of demand on the force. The force has used established business process mapping techniques and analysis in this task. This work has a sound academic base, with the force engaging both Lancaster and Leeds universities to support it.

The force has demonstrated a commitment to understand further the levels and complexity of demand it faces, to inform how it uses its resources according to priority. The programme of change seeks to identify how and why West Yorkshire Police is contacted by the public. This work seeks to determine the volume of contacts along with the changing nature of demands on the organisation. The force also plans to determine how this demand is then managed internally within the organisation by people, systems and processes and how cost effective and efficient the processes are. The aim of the review is to establish how the force can implement an operating model² that is flexible and can respond to changing demands in the future. The force has appointed a strand lead to review all of the demand analysis undertaken by the force, to ensure that it understands and manages the risks from changing the way the service to the public is provided. It is important that the force's future operating model is able to meet the demand from calls for service.

The force has a comprehensive strategic assessment which is updated quarterly and refreshed annually. West Yorkshire Police assesses threat, harm and risk from a crime, operational and organisational perspective. The assessment draws on performance information, intelligence, risk assessments, environmental scanning, partnership information and consultation with senior managers. Once completed the threats within the assessment are scored using a process developed by the College of Policing.

² Operating model - the way in which a police force is organised in terms of its structure and the processes it has adopted and operates in order to achieve its objectives.

This assessment is then used by chief officers to set the force control strategy and tactical plans, which address the risk areas identified. The assessment, along with the tactical plans, helps West Yorkshire Police implement the police and crime plan. The force undertakes regular assessments of threat, risk and harm. This provides detailed analysis of a range of crimes types, identifying the risk and likelihood of them occurring and the likely impact on the community. For example, problem profiles have been prepared to identify areas of risk of harm, such as so-called honour-based violence, to enable a greater understanding of the risk to the community and allow services to be directed appropriately. The force considers the assessments at the force tasking and co-ordinating meeting, which enables the force to improve the way it matches its resources against demand in areas of high harm.

How well does the force match resources to demand?

The force matches resources to demand well. Demand has recently been remodelled using academic research to match the call- taking resources with demand for calls.

Within each of the five districts within West Yorkshire the daily management meetings identify the threat, risk and harm over a twenty-four hour period; in addition pacesetter meetings (to review current demand and set priorities) are also regularly held throughout the day to ensure demand is being met. The force uses a system of resource 'flex' allocating additional force resources quickly across the districts to manage threat, risk and harm along with peaks in demand.

The inspection found that while the force will regularly flex its central resources available for deployment in any district, there is limited evidence of a similar approach to district and department resources being utilised in the same way. Staff report that capacity for the contact centre and response teams does not fully meet peaks in demand, allocation of resources across the whole force area is not operating effectively and neighbourhood officers are frequently abstracted from their core duties to assist those calls which require a response.

The force uses predictive analysis to allocate resources as preventative patrols to areas that have been identified as having the greatest risk. The force is working with academics to further develop and refine the approach to achieve maximum effect from its preventative policing.

The force is currently reviewing its shift pattern to ensure that its resources are best aligned to engaging with the public and meeting calls for service. There has been considerable engagement and consultation with staff in relation to the shift review. However staff report that they were becoming increasingly frustrated at the length of time the review was taking and the slow implementation of the shift pattern changes.

The force strategic assessment identified that the increase in demand in relation to protecting vulnerable people within the community, for example in cases of child sexual exploitation (CSE), was a risk. The force ensures that trained and experienced resources are used to address the identified risks. For example, extra funding was sought and obtained from the PCC's priority fund to provide additional trained resources to combat CSE.

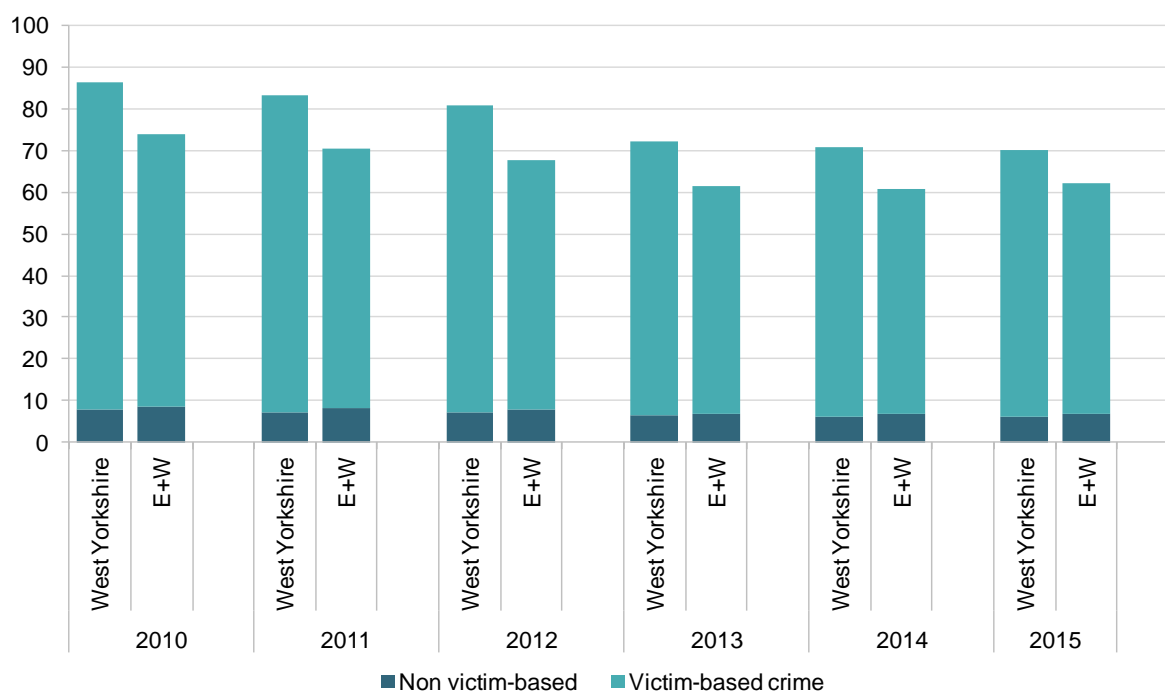
How well are the force's services meeting the demand from the public?

To assess the force's response to public demand, HMIC considered police recorded crime figures and rates in West Yorkshire; victim satisfaction levels; and whether the force is using different ways to communicate with and engage the public.

Although police recorded crime is by no means a complete measure of the totality of demand a force faces, it does provide a comparable performance indicator across all forces. Crime rates are reported as a number of police recorded crimes per 1,000 population in each force area to enable comparison between areas. Total police recorded crime is made up of victim-based (e.g. theft) and non victim-based crime (e.g. possession of drugs). Two thirds of forces showed an annual increase in total recorded crime in the year ending 31 March 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC carried out a national inspection of crime data integrity in 2014.

In the 12 months to 31 March 2015 West Yorkshire had a victim-based crime rate of 64.1 and a non-victim-based crime rate of 6.0 per 1,000 population. This represents a decrease (19 percent) in the victim-based crime rate and a decrease (22 percent) in the non victim-based crime rate since the start of the spending review in 2010. During the same time period England and Wales had a victim-based and non victim-based crime rate of 55.2 and 6.9 per 1,000 population respectively. This represents a decrease in both police recorded crime rates by 15 percent and 19 percent respectively since the start of the spending review. The scale of the change in crime rate can be seen in Figure 1 on the following page.

Figure 1: Police recorded crimes per 1,000 population in West Yorkshire in the 12 months to 31 March 2010 to the 12 months to 31 March 2015, compared to England and Wales



Source: Home Office crime statistics and ONS mid-2013 population estimates (2013 population data are used across multiple years to reveal actual change in recorded crimes, rather than changes due to population change)

Of those who have been the victim of a crime in West Yorkshire, 87.8 percent were satisfied with their whole experience with the police in the 12 months to 31 March 2015.³ This is higher than the national victim satisfaction rate of 83.8 percent over the same time period.⁴ There has been a significant increase in victim satisfaction between the 12 months to 31 March 2011 and the 12 months to 31 March 2015 in West Yorkshire.

The force has been successful in reducing its budget while improving the quality of service to the public. Frontline policing continues to be provided by geographical districts, in line with the local authority boundaries of West Yorkshire. The resource allocation is based on the demand per district and the force has mapped resource reductions moving towards 2017. District commanders are aware of the plans and are identifying where the reductions will be made.

HMIC found that at peak times the force may not manage to meet demand, both in terms of calls for service at weekends and with the availability of force resources such as police cells. The force is aware of the issues and deploys or 'flexes'

³ West Yorkshire, confidence interval +/- 0.7 percent.

⁴ England and Wales, confidence interval +/- 0.2 percent.

additional resources from neighbourhood teams on identified 'red days' to meet the demand for service from the public. The flexing of dedicated neighbourhood resources may not be sustainable in the future and could have an impact on the force's ability to provide neighbourhood and problem-solving policing.

HMIC monitored how a force engages with the public as part of the inspection. Figure 2 below shows West Yorkshire Police uses a range of methods (including Facebook, Twitter and email) to engage with the public.

Figure 2: Methods of public engagement used by West Yorkshire Police in the 12 months to 31 December 2014

Are the following communication channels being used by the Force?	
Facebook	Yes
Twitter	Yes
Email	Yes
Text message	Yes
Web forum	Yes
Instagram	No
Local phone (not 999 or 101)	Yes

Source: HMIC Efficiency data collection

The force is working with Leeds University on how best to engage with the public and how people prefer to be contacted. It is active in using social media to engage and communicate with the community of West Yorkshire. In addition to the force accounts, there are neighbourhood policing team (NPT) twitter accounts to provide information to, and support engagement with, local communities.

How well is the force managing demand?

West Yorkshire Police manages demand well, using different methods and working with other organisations depending on whether the demand is from incoming calls from the public, calls from other agencies or created internally by inefficient working processes.

The force has used its business change team (BCT) to review departments in order to review efficiency, remove waste and save money. The BST has used a whole system approach to observe teams within the workplace and operational environment, holding staff workshops to identify areas of improvement and address the cultural issue of change.

It has identified areas of waste and ways to improve service levels to the public, including removing activities that do not add value. Good practice has been identified from other forces and new ways of working identified to maximise efficiency within the departments.

The force has a customer contact centre (CCC) which receives all calls for service. When a call is made to the force, it uses the THRIVE⁵ risk assessment model to identify threat, risk and harm at the earliest opportunity, enabling the most appropriate resource to be allocated to deal with any incident. The CCC seeks to resolve calls for service via the telephone whenever appropriate, to reduce the demand on officers to attend incidents. The inspection team found that some calls which are resolved by telephone are subsequently allocated to neighbourhood patrols to provide a reassurance follow-up visit to the caller.

Calls which require a police response are passed by the CCC to the district control rooms, which manage the dispatch of officers to incidents. The force is continuing to map and review the efficiency of both the district control room and response staff functions. Both areas are currently undergoing a force shift review, to adopt a suitable and more cost effective shift pattern.

West Yorkshire is working with other public sector organisations to manage and reduce demand. This is evident with the police response to individuals suffering from mental health issues. Following work alongside health partners, a number of health specialists have been integrated within policing teams, including district control rooms, in order to triage mental health related incidents. The force assesses that this project has reduced demand on police and health services and provided more efficient and effective intervention to members of the public seeking assistance.

The force works well with other public sector agencies across most districts to manage demand and provide an improved service for the public, for example the mental health nurse triage works well. However the inspection team was informed that the service level agreements with other agencies at a local level may not be being implemented consistently across the force. West Yorkshire could do more to understand the ability of other public sector organisations to potentially meet demand currently managed by police resources.

Within each of the five operational districts officers and other agencies are working together to safeguard vulnerable people. Each has a safeguarding or vulnerability hub focusing on children, domestic abuse incidents and child sexual exploitation. The hub shares information, identifies the risk and ensures the most appropriate resource is allocated to deal with the risk. Leeds district, for example, identified that domestic violence related incidents placed a significant demand on police resources,

⁵ THRIVE is so called because it involves an assessment of the threat, harm, risk, investigation opportunities, vulnerability and engagement associated with each caller and incident.

with a large number of calls being from repeat victims. The district has developed 'the front door safeguarding hub' which brings together 22 agencies. The hub identifies and manages vulnerability on a daily basis, using a daily multi-agency risk assessment conference process and works to reduce demand and repeat calls for service using longer term problem-solving techniques. Since February 2015, demand from such incidents has started to reduce.

How well does the force monitor and understand outputs, outcomes and costs?

West Yorkshire Police has robust arrangements in place to monitor costs and outputs through monthly performance meetings at both force and district level. The force and chief officer team have moved away from the volume-based, target-driven performance culture and are now looking at threat and risk along with the quality of service to the public.

The force compares its performance with others using a number of information sources including the use of information from other public sector organisations and HMIC inspection reports. The force has a clear performance framework in place which is managed through a structured approach. The cycle ensures that all districts are reviewing performance consistently and is linked to the force priorities and the strategic assessment. The Force Performance Improvement Unit (FPIU) has developed a balanced scorecard to assess performance. The scorecard assesses the inputs, processes and outcomes, portraying them pictorially rather than simply as a block of raw statistics for ease of understanding. Identified issues from the local accountability meetings (LAM) performance process are raised within the quarterly force accountability meetings (FAM), along with the internal audit reports and explanation by the FPIU.

How well is the force using new working methods to improve services?

West Yorkshire Police has developed a clear programme of change for the organisation to ensure it can efficiently provide services and match demand in the future.

The programme of change (POC) is using a number of business change techniques and has an online ideas section to engage with suggestions from the workforce. The force has identified the resource requirements up to 2017/18 and beyond and is positioning itself to provide those resources. Throughout the change programme trade unions and staff associations have been consulted.

However, while the force communicates with the workforce in a variety of ways, HMIC found that messages were not consistently being read and understood, particularly at the front line.

The force has embraced technology with an IT plan that has seen the roll out of mobile hand-held devices to all frontline officers, allowing them to work remotely and so be more visible in the community. The force has acknowledged that the devices have been subject to a fast roll out and are continuing to be developed over time, with new apps being developed and rolled out to the devices to promote further efficiency.

The force is procuring 2,000 body-worn video cameras to capture evidential information during policing activities to support and enhance the prosecution process; these will be issued to frontline officers later this year. This provides a level of integrity that was not possible previously and enhances officer safety.

The force has a developing 'Agile Working' project which is challenging the traditional belief that police work can only be done from police buildings. This enables the force to make best use of its facilities, reduce building costs, increase staff efficiency and encourage an improved work-life balance for staff. The force assesses that at present it has 400 staff that have the ability to work in an agile way and is seeking to increase this number to 800. Through the use of agile working principles and enhanced communications solutions, West Yorkshire Police is able to more effectively co-locate with other public sector partners.

The force has looked at technology to increase the efficiency of activity and improve crime prevention. The force has an offender tagging process, with offenders volunteering to be tagged and tracked. In the force's assessment, this has led to a reduction in the number of offences being committed. This cost of this initiative has been returned to the force through efficiency savings, through reducing the time spent by the force in managing individuals who were prolific offenders.

The force is the national lead for the National Police Air Service (NPAS) and maintains the lead for regional collaboration with other forces, in the provision of services such as forensic support and the regional organised crime function.

Summary of findings



Good

The force understands its current demand and is developing its understanding of future demand. It currently matches resources to demand well and work is underway to better align shift patterns to demand.

The force has been successful in reducing its budget while improving the quality of service it provides. It is working to develop how it engages with the public and how people prefer to be contacted. It is active in using social media to engage and communicate with the community.

West Yorkshire Police uses threat, harm and risk in its decision-making to manage demand. In general the force works well with other public sector organisations, although this varies considerably between districts.

The force has robust arrangements in place to monitor costs and outputs through monthly performance meetings at both force and district level with the focus on threat, harm and risk, along with the quality of service to the public.

West Yorkshire Police has developed a clear programme of change and is embracing technology and new ways of working to ensure it can efficiently provide services, match resources to demand and provide a quality service.

How sustainable and affordable is the workforce model?

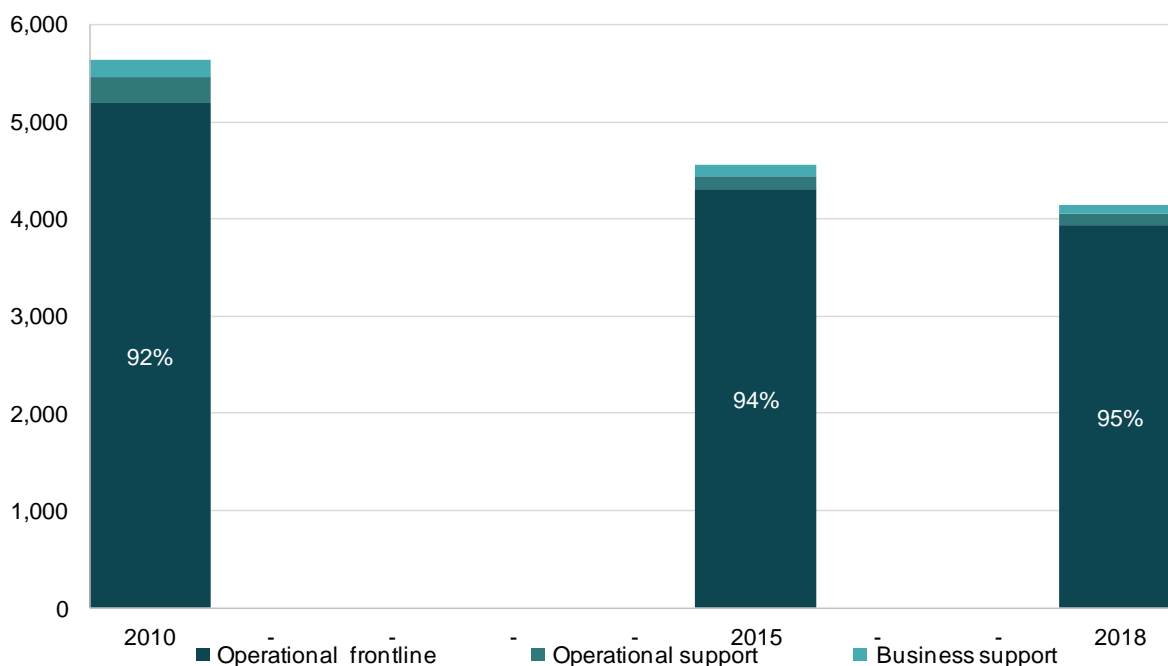
HMIC examined how West Yorkshire Police has structured its workforce (i.e. its mix of police officers, staff and PCSOs, and the proportion of all these groups working in frontline positions), and assessed whether this was affordable and sustainable as the force responds to its financial challenge. We also considered what the force is doing to ensure the workforce has the right skills and capacity to fight crime and keep communities safe now and in the future.

How well does the force's current workforce model match demand, organisational and financial requirements?

West Yorkshire Police forecasted a total savings requirement over the first four years of the spending review (2011/12 to 2014/15) of £103.86m, the equivalent of 20% of the 2010/11 gross revenue expenditure for the force. Savings were made in both the pay and non-pay budgets. Since 2010, West Yorkshire Police has seen a reduction of 1,011 police officers, 613 staff and 137 PCSOs, full time equivalent (FTE).

In West Yorkshire, there have been falls in the total number of police officers (FTE) over the period 2010 to 2015, as shown in figure 3. During this time period the proportion in frontline roles has increased from 92 percent in 2010 to 94 percent in 2015. The force expects to increase this proportion looking ahead to 2018.

Figure 3: Actual and planned changes to police officer full time equivalents (FTE) in operational frontline, operational support and business support roles in West Yorkshire Police, from 31 March 2010 to 31 March 2018



Source: Home Office annual data return and HMIC efficiency data collection

For further information about the data for figure 3 please see Annex B

The force has a workforce model which matches its current demand and financial requirements, having balanced the budget for 2015/16.

The force is keen to increase its total number of Special Constables from 652 in April 2015 to 1,500 by May 2016 and is continuing recruitment efforts to support this. A recent example of the force’s ability to mobilise large numbers of special constables and police volunteers was the recent cycling ‘Tour de Yorkshire’, which the force assesses saw 1,000 special constables and volunteers successfully deployed to police the event.

With staff costs accounting for the majority of the overall budget, the projected reductions in budget and changes in demand mean that the current workforce model is not sustainable or affordable. This has been recognised by the force, which has a programme of change and timetable of review through to 2020.

How well does the force's projected workforce model match demand, organisational and financial requirements?

Figure 4: Actual and planned changes in workforce FTE from 31 March 2010 to 31 March 2018 for West Yorkshire Police compared to England and Wales

	March 2010	Difference between 2010 and 2015		March 2015	Difference between 2015 and 2018		March 2018
		Force	England and Wales		Force	England and Wales	
Police Officers	5,758	-18%	-12%	4,748	-9%	-6%	4,300
Police Staff	3,539	-17%	-19%	2,926	-13%	-6%	2,556
PCSOs	763	-18%	-27%	625	-47%	-11%	332
Workforce total	10,060	-18%	-15%	8,299	-13%	-6%	7,188

Source: HMIC Efficiency inspection data collection and Home Office workforce statistics

For further information about the data for figure 4 please see Annex B

The force has identified a workforce model, based on analysis and assessment of demand and the financial resources the force will have. It uses predictive modelling of the workforce to analyse change and to predict changes up to 2020. This is aligned with the medium term financial forecast (MTFF) which the force reviews on a monthly basis.

The force has made decisions for how it will meet demand up to 2017/18. The force has not gone beyond this date as there are concerns that to extend decisions beyond this to 2020 may be affected by any potential changes in the wider environment such as changes to local authority boundaries. The plans identify the resource numbers for each of the districts through to 2017. The details of the numbers of resources have been provided to districts to enable the district commanders to decide how to organise and meet demand with the allocated resources.

The proposed force operating model beyond 2017 is made up of a core of policing functions with clearly linked support from corporate services and internal shared services. This is planned to best meet demand with resources. The staffing levels for the force are known and are aligned to financial plans, though the division of the resources across the functions and divisions has not yet been decided – this message has been shared with the force through the chief constable's roadshows.

There are joint funding arrangements in place with the five local authorities to fund police community support officers (PCSOs), with the PCC agreeing to a two year arrangement in 2014. The funding for the PCSOs is anticipated to finish in 2016/17 which would result in a reduction of PCSO numbers. This could affect the force's ability to provide neighbourhood and problem-solving policing.

The reductions in staff are being made through careful vacancy management, rather than simply stopping recruitment.

The force has a clear 'People Ambition' (the force plan to establish strong co-ordination in relation to everything to do with people), which has an ambition to, 'develop and deliver a world class policing service to make sure our communities are safer and feel safer'. This has seven strands namely; recruitment and retention, learning and development, leadership development, well-being and staff engagement, reward and recognition, ethics and integrity, and organisational development.

The force has engaged with a professor from Leeds Beckett University in relation to staff culture when change is implemented. Having studied the findings of the force's cultural audit (2013/14) and its recommendations, he is undertaking work with the force for two years using techniques which will assist with creating change from the bottom up. This has led to the force looking to a longer-term plan to improve, rather than a short-term fix, including information around managing change and leadership development.

Strategic workforce planning figures are used to build both the annual budget and for medium-term financial planning. The current workforce plan is aligned with the MTFF and matches officer and staff numbers to the predicted budget to 2017/18.

Summary of findings



Outstanding

The force's current workforce model matches demand, organisational and financial requirements. The force is making use of volunteers to enhance the diversity of its workforce and recently demonstrated, during the cycling 'Tour de Yorkshire', that it is able to mobilise large numbers of special constables and police volunteers.

The force has identified that the current model and demand is not sustainable beyond 2017. Current workforce plans identify the resource numbers for each of the districts to this point.

The force has an impressive programme of change and timetable of reviews to ensure that the future workforce model meets demand. There is a clear 'People Ambition' with seven strands and a vision to equip staff to provide policing services.

The force has undertaken a cultural audit and, along with an academic expert, is using this as a basis to develop a longer term plan to improve, including managing change and leadership development.

The proposed operating model beyond 2017 is made up of a core of policing functions with clear links to support services. The overall staffing levels to 2020 are known, but the division of resources between the functions in the new operating model has not yet been decided.

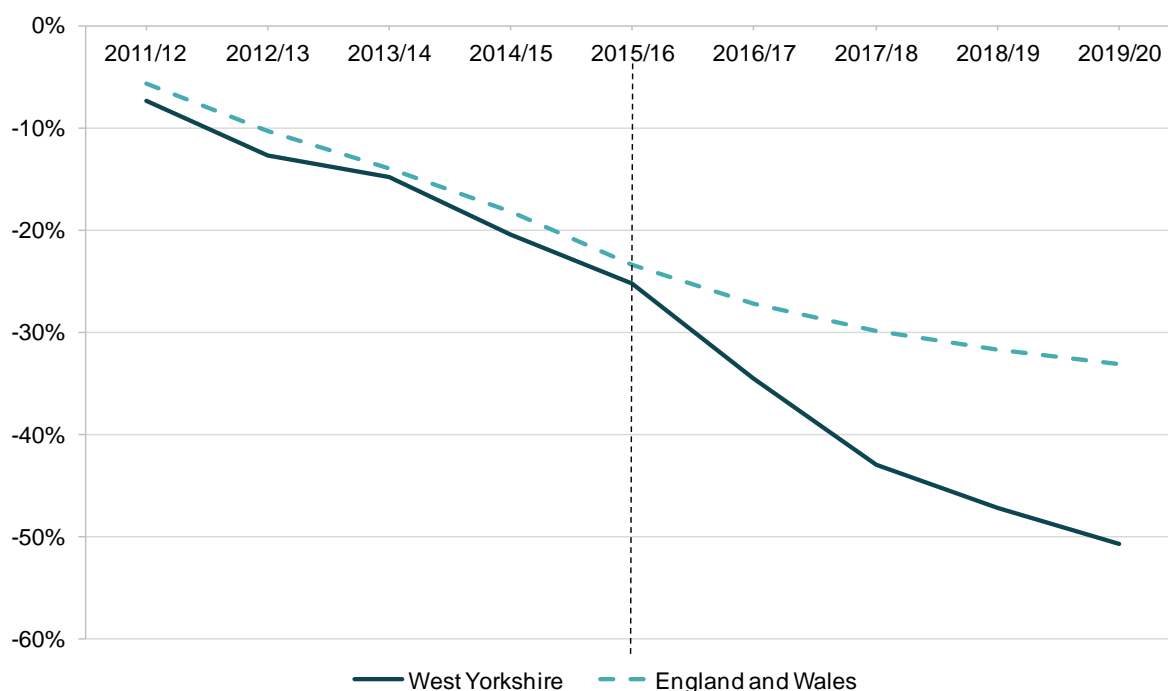
How sustainable is the force's financial position for the short and long term?

HMIC examined how forces have achieved savings over the spending review period, the saving plans that forces have developed for the future, and the assumptions forces have made in the understanding of the financial challenges ahead. We also assessed whether forces have good financial controls and governance, and if spending reflects the priorities outlined in the police and crime plan.

Has the force achieved its saving requirements and balanced the budget for the spending review period and 2014/15?

West Yorkshire Police forecasted savings of £103.86m over the first four years of the spending review (2011/12 to 2014/15), the equivalent of 20 percent of the 2010/11 gross revenue expenditure for the force. Over the period savings were made in both the pay and non-pay budgets, so as to balance budgets by 2014/15. Over the same period all forces across England and Wales forecast a total savings requirement of £2.53bn, the equivalent of 18.2 percent of the 2010/11 gross revenue expenditure for England and Wales.

Figure 5: Estimated change in expenditure from 2011/12 to 2014/15, and forecast planned savings for 2015/16 to 2019/20, against the 2010 gross revenue expenditure baseline for West Yorkshire and England and Wales



Source: HMIC policing in austerity data, HMIC efficiency data collection and The Chartered Institute of Public Finance & Accountancy (CIPFA) Police Objective Analysis data

For further information about the data for figure 5 please see Annex B

Has the force achieved a balanced budget for 2015/16?

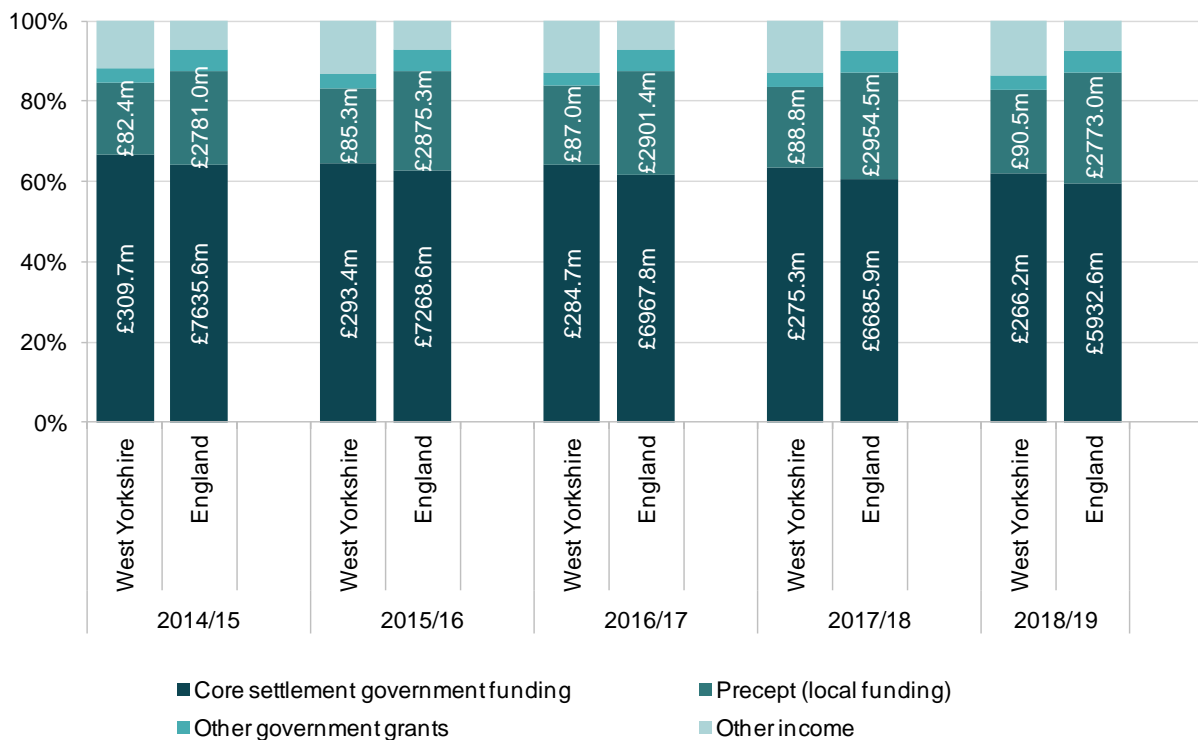
West Yorkshire Police has planned a balanced budget of £455.4m for 2015/16, which includes a cut in spending of £24.2m. It is forecast that the reduction will be split between £18.6m from the pay budget (77 percent) and £5.5m (23 percent) from the non-pay budget in this year's savings. The force plans to meet its reduction in spend without using reserves as a bridge. Since the 2010 baseline, at the start of the spending review, this represents savings of 25 percent.

How well has the force maximised other funding opportunities?

Figure 6 demonstrates the amount of funding that the force received from a central government grant, as precept from local councils through council tax, and from other sources, such as Home Office special grants. West Yorkshire Police is expecting the proportion of its funding that comes from core settlement government funding to decline over the coming years, while anticipating the proportion of its funding that comes from precept (council tax funding) to increase over the same time period. It should be noted that the core settlement government funding, both monetary values

and proportions of total funding, detailed in figure 6, are from force estimates collected as part of HMIC's efficiency inspection data collection. This data should not be considered as an official projection. The Home Office is currently consulting on changes to the forces' funding formula and therefore any current projections may change over the time period highlighted.

Figure 6: Forecast mix of funding for West Yorkshire Police in the 12 months to 31 March 2015 to the 12 months to 31 March 2019, compared to English forces



Source: HMIC efficiency data collection

The force has secured funding from the Police Innovation Fund through joint bids with other forces for a digital asset management/ forensic evidence repository, live-time forensics intelligence database, the introduction of high definition images into video identification parades and intelligence systems and reducing prisoner transport costs by using identification booths, known as VIPER ID, in prisons.

The police and crime commissioner (PCC) has provided additional funding from his transformational fund, for the development and implementation of mobile hand-held devices for frontline officers, digital recording within custody suites and automatic number plate recognition (ANPR). Having identified the risks with protecting vulnerable people the office of the police and crime commissioner (OPCC) has provided additional funding to increase resources for child sexual exploitation (CSE), cyber-crime and human trafficking.

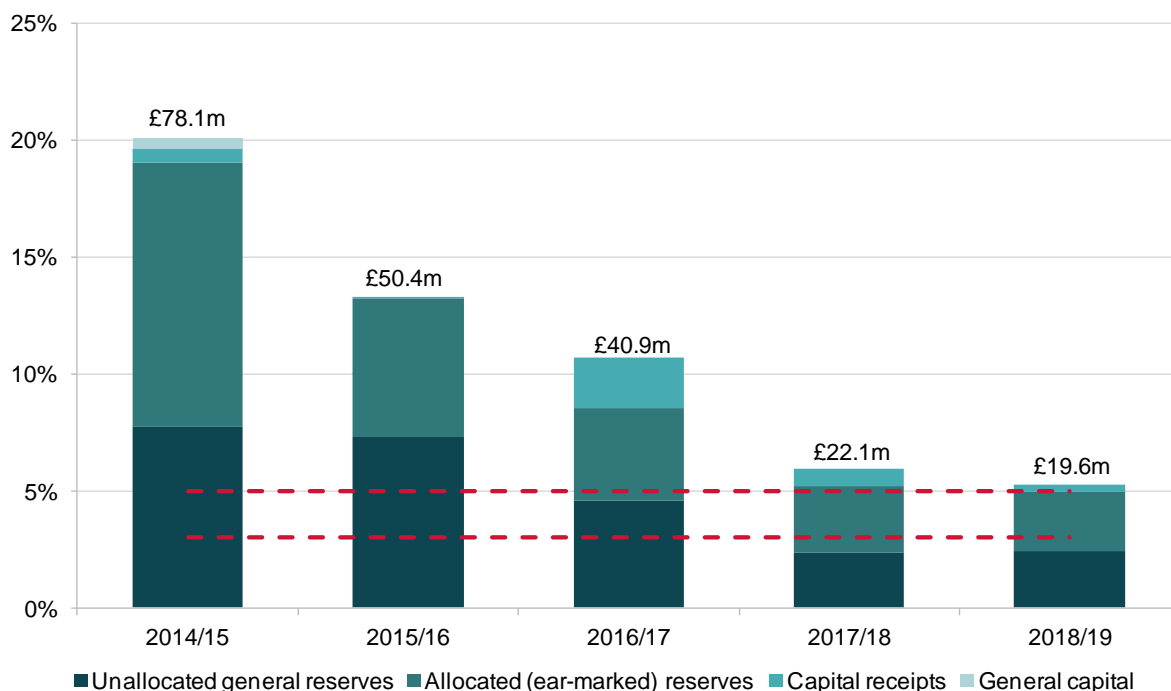
As is the case for all forces, West Yorkshire Police charges for services such as firearms licensing and it has found additional funding sources where it has provided training facilities to other forces such as the Civil Nuclear Constabulary (CNC).

How well does the force control expenditure?

The force’s level of reserves and how these are forecast to change over time, is shown in figure 7. West Yorkshire Police reported that its total reserves were £78.1m in 2014/15. These are broken down into several categories:

- unallocated general reserves – a sum to cushion the impact of unexpected events or smooth uneven cash flows;
- allocated (ear-marked) reserves – these are reserves set aside for specific capital purposes;
- capital receipts reserves – these are proceeds from the sale of assets which can only be used for specific capital purposes; and
- general capital to support future planned capital expenditure.

Figure 7: Breakdown of reserves remaining as a proportion of in-year net revenue expenditure, and total reserves remaining (£), for 2014/15 to 2018/19



Source: HMIC efficiency data collection

For further information about the data for figure 7 please see Annex B

The force has appropriate financial controls in place and has tight control of its expenditure. West Yorkshire Police uses monthly corporate level budget monitoring reports and a medium term financial forecasting (MTFF) process, which are provided to the chief officer team. In addition there is monthly reporting of financial controls at a local level and quarterly reports provided to the OPCC. The budget is updated regularly with the MTFF being revised and discussed at seminar meetings.

The force is not currently using general reserves to meet everyday expenditure and is using the earmarked reserves in a pre-planned way for specific pieces of work or special projects, for example for public finance initiatives (PFI); organisational change; and transformation of how it provides its policing services.

The programme of change board meets monthly and monitors realisation of savings against financial targets. The board uses 'challenge panels' during the review process to ensure plans are robust and will provide the expected efficiencies.

The programme of change team has a dedicated management accountant from the finance department to support the change programme and ensure financial savings are realised.

A risk management group, chaired by the deputy chief constable (DCC), is held on a quarterly basis where financial risks for the force are captured and mitigating actions are agreed and reviewed.

The force also manages the assets for a number of areas of work in collaboration with other police forces. For example, the force manages the National Police Air Service (NPAS) on a national level, and on a regional level, West Yorkshire manages the scientific support unit and regional organised crime function, along with work on firearms (especially training and licensing), public order and civil contingencies.

How well do the force's financial plans reflect the objectives set out in the PCC's police and crime plan?

The force's three year financial plan has been agreed and signed off by both the chief constable and the police and crime commissioner. The force's financial plans are clearly based on the police and crime commissioner's police and crime plan. The police and crime commissioner has invested in a transformation fund for ICT which is supporting the roll out of new ways of working for frontline officers.

The force has identified reserves which are earmarked for transformation projects and police and crime commissioner priority initiative which will meet the objectives of the police and crime plan.

How well does the force provide timely and relevant financial information to the office of police and crime commissioner (OPCC), and are shared assumptions used to develop current and future plans?

West Yorkshire Police provides timely and relevant financial information to the police and crime commissioner. There is a formal meeting structure to provide oversight and governance of the financial position of the force along with the programme of change.

The force strategic assessment is updated on a quarterly basis to identify any changes to threat, harm and risk and draws on the information sources identified above. The refresh is considered at the chief officer team strategic planning days which the police and crime commissioner attends to discuss the issues identified.

The force financial position is presented to the chief officer team at monthly meetings. The office of the police and crime commissioner receives quarterly reports on finance including the MTFF, and there is an effective relationship between the assistant chief officer (ACO) from the force and the office of the police and crime commissioner's chief finance officer.

The office of the police and crime commissioner is represented on the programme of change board, demonstrating engagement and oversight with the future structure and changes within the force. A representative of the office of the police and crime commissioner chairs the asset management board and provides a level of rigorous challenge during the setting of the budget. There are also quarterly community outcomes meetings, where the chief constable and the police and crime commissioner meet publically to discuss force performance. The police and crime commissioner is also invited to, and attends the force accountability meetings to provide scrutiny on the performance of the force.

How well developed are the force's plans for possible further savings?

West Yorkshire Police has a three year financial plan which balances the budget through to 2017/18, with the use of some of the force's general reserves to balance the 2016/17 and 2017/18 budgets.

The force is anticipating further funding reductions through to 2019/20. The MTFF has been revised and is in balance in the medium term through to 2018/19. However, the force still has a predicted shortfall for 2018/19 which will rise in 2019/20. The force intends to develop future plans to fund the gap, building the plans on the organisational restructure, demand analysis, change programme, workforce plan, and IT transformation.

The force actively models the future finance situation with financial scenario planning prepared and built on both optimistic and pessimistic figures and contexts. The force will continue to remodel the scenarios as the future financial context and data is received and confirmed. The force has used assumptions that precept increases will occur each year and that government grant funding will reduce throughout the period to 2019/20.

Summary of findings



Good

West Yorkshire Police has balanced the budget throughout the period of the spending review and plans a balanced budget for 2015/16 without the use of reserves.

The force has effective financial controls in place along with tight control of its expenditure. The force has earmarked funds as part of medium term planning, including specific pieces of work for projects such as public finance initiative (PFI) and organisational change.

The force's financial plans are aligned to the objectives set out in the police and crime plan. The force works closely with the OPCC and provides relevant and timely information to enable oversight and governance of the financial position of the force along with the programme of change.

The force has a three year financial plan which balances the budget through to 2017/18. It actively models the future finance situation with financial scenario planning built on both optimistic and pessimistic figures and contexts. The force will continue to remodel the scenarios as the future financial context and data is received and confirmed.

Annex A – HMIC judgments

The categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how efficient the force is at keeping people safe and reducing crime. In applying the categories HMIC considers whether:

- the efficiency of the force is good, or exceeds this standard sufficiently to be judged as outstanding;
- the efficiency of the force requires improvement because it is not yet performing at a good level, and/or there are some weaknesses in the organisation; or
- the efficiency of the force is inadequate because it is considerably lower than might reasonably be expected.

Annex B – Further information about the data

Figure 3

Planned changes to police officer full time equivalents (FTE) in operational frontline, operational support and business support roles in the force/constabulary, 31 March 2010 to 31 March 2018.

The data used in figure 3, for March 2010 and March 2015 is taken from the Home Office annual data return 601 and does not include workforce allocated under category '62 other' whereas the data used in figure 4 for March 2010 and March 2015 is taken from the Home Office annual data return 502 and is inclusive of this category. Therefore totals data may not match exactly.

Figure 4

Planned changes in workforce FTE from 31 March 2010 to 31 March 2018 for the force/constabulary compared to England and Wales. The figures in table 4 are rounded to the nearest whole person, full time equivalents (FTEs), and therefore may differ slightly to the exact figures quoted within the report.

For data as at 31 March 2010 and 31 March 2015 we have used Home Office annual data return data which is an 'actual' FTE, whereas for projections for March 2018 are budget based projections and therefore are likely to take into account a vacancy rate depending on a force's/constabulary's planning strategy. In some instances therefore an increase in budgeted posts may not actually indicate the force/constabulary is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

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

At the time of the inspection, the future financial climate was uncertain. Several forces were in a position where they did not have confirmed/signed-off plans for workforce projections. It is important to note that figures provided are in many instances unconfirmed estimates provided to assist HMIC in its inspection programme and should not be seen as a concrete plan for the future landscape of policing. These comments apply to figure 3 and figure 4.

Figure 5

Estimated change in expenditure from 2011/12 to 2014/15, and forecast change in expenditure for 2015/16 to 2019/20, against the 2010 GRE baseline for the force and England and Wales

Figure 5 shows how force expenditure has changed over the period of the spending review, relative to the total change in expenditure for all forces across England and Wales. For 2015/16 onwards there has been a change in methodology in comparison to the value for money inspection. The savings requirement is no longer inflated gross revenue expenditure (GRE) minus expenditure but the sum of planned savings and use of reserves to bridge an in-year funding gap. This change is indicated by the vertical dashed line on the chart. The chart shows planned savings (including use of reserves to bridge an in-year funding gap) in future years, calculated using the planned savings for pay and non-pay budgets provided to HMIC at the time of the data collection (February 2015). Some forces only provided figures for savings they had formally signed off at that point, while others provided estimates for the whole period. Therefore small savings requirements do not necessarily equate to a small savings challenge for the future.

Figure 7

Breakdown of reserves remaining as a proportion of in-year net revenue expenditure, and total reserves remaining (£), for 2014/15 to 2018/19

According to a survey of financial directors conducted by the Audit Commission,⁶ it is commonly considered that three percent to five percent of net revenue expenditure is a prudent level of unallocated general reserves for risk-based planning purposes. This range is shown on the graph by the two horizontal red dotted lines.

Please note that all categories of reserves for the force/constabulary are held by the PCC apart from City of London and the Metropolitan police service where reserves are held by the City of London Corporation and MOPAC respectively.

⁶*Striking a balance: Improving councils' decision making on reserves*, Audit Commission, December 2012. Available from <http://webarchive.nationalarchives.gov.uk>