



Inspecting policing
in the public interest

State of Policing

The Annual Assessment of
Policing in England and Wales
2012/13



Inspecting policing
in the **public interest**

REPORT OF HER MAJESTY'S CHIEF INSPECTOR OF CONSTABULARY

To the Secretary of State for the Home Department

Section 54 of the Police Act 1996, as amended by the Police Reform and Social Responsibility Act 2011, requires me to submit to you a report on the carrying out of inspections under that section, and to include my assessment of the efficiency and effectiveness of policing in England and Wales for the year in respect of which the report is prepared.

I enclose the report in question for the inspection year 2012-13.

(Sgd.) Thomas P Winsor

THOMAS P WINSOR

Her Majesty's Chief Inspector of Constabulary

31 March 2014

Presented to Parliament in pursuance of section 54 of the Police Act 1996

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Foreword



This is the first full report to the Secretary of State by HM Chief Inspector of Constabulary, under section 54(4A) of the Police Act 1996, containing his assessment of the efficiency and effectiveness of policing in England and Wales in respect of the inspection year 2012-13. The statute requires this to be done every year.

Although this report must – and does – deal with 2012-13, in places I have taken the opportunity also to deal with areas of policing which fall outside that period, where I believe it is of importance to do so.

Before this report begins, I wish to pay a warm and full tribute to the immense hard work and many high achievements of my distinguished predecessor, Sir Denis O'Connor. He was in office for the first half of the year covered by this report, and so deserves credit for the achievements of HMIC in that period. The public, the police service and its institutions and others have much for which they should be grateful to him over his long career, and in particular his service as HM Chief Inspector of Constabulary. We are all greatly in his debt.

In writing Part 1 of this report, I have had the advantage of the results of an extensive consultation involving many police and crime commissioners, chief constables and other serving and retired police officers and members of police staff, policing institutions and organisations, other criminal justice inspectorates, think tanks, academic bodies, commercial organisations and others. I have also benefited greatly from the wise counsel of my fellow Inspectors of Constabulary and the staff of the Inspectorate. I am extremely grateful to everyone who responded to the consultation and who has contributed to and assisted me in formulating my views on the efficiency and effectiveness of the police in England and Wales.

The 12 months from August 2012 saw HMIC publish an unprecedented number of reports on topics including the police use of stop and search powers, the police response to the recommendations of the

Leveson inquiry, the use of police cells to hold those detained under section 136 of the Mental Health Act 1983, and the Inspectorate's annual assessment of how police forces are dealing with the constrained financial conditions within which they must work. Part 2 of this report summarises the findings from these inspection reports, and provides a worthwhile illustration of the broad scope of the police service's – and so the Inspectorate's – work.

Although this is my first assessment of the efficiency and effectiveness of policing in England and Wales, it will also be the last in this format. As explained in Part 1 of this report, in December 2013, the Home Office announced that the Inspectorate will begin a programme of regular, all-force inspections of central areas of policing which will run alongside the existing programme of thematic inspections. The first of these regular inspections will begin in autumn 2014, and my next annual assessment will be published in November 2014, drawing on some of the initial findings from this work. A fuller explanation of the new all-force inspection programme is of course contained in Part 1 of this report.

Thomas P Winsor

Her Majesty's Chief Inspector of Constabulary

About HMIC

History

Her Majesty's Inspectorate of Constabulary was established in 1856, under the same statute that required every county and borough which had not already done so to establish and maintain a permanent salaried police force (the County and Borough Police Act 1856).

The 1856 Act authorised the appointment of three Inspectors of Constabulary in England and Wales, whose duty it was to "inquire into the state and efficiency of the police" (section 15). It also introduced the concepts of annual inspection.

The first Chief Inspector of Constabulary was appointed in 1962, a part of a major package of reforms to improve police governance and expand the role of the Inspectorate.

The Inspectorate's role and influence have evolved over the last century and a half. Most of its current functions are set out in the Police Act 1996 (as amended by the Police Reform and Social Responsibility Act 2011).

HMIC is independent of both the police service and the Government. Both its independence and inspection rights are vested in Her Majesty's Inspectors, who are Crown appointees (section 54(1) Police Act 1996).

Statutory responsibilities

Inspection of territorial police forces in England and Wales

HMIC has statutory powers to inspect and can be commissioned to inspect as follows:

HMIC shall inspect and report on the efficiency and effectiveness of every police force maintained for a police area (section 54(2) Police Act 1996).

The Secretary of State may at any time require the Inspectors of Constabulary to carry out an inspection of a police force maintained for any police area (section 54(2B), Police Act 1996). The Home Secretary may also from time to time direct the Inspectors of Constabulary to carry out such other duties for the purpose of furthering police efficiency and effectiveness as she may specify (section 54(3), Police Act 1996).

The local policing body for a police area may at any time request the Inspectors of Constabulary to carry out an inspection of a police force maintained for the police area in question (section 53(2BA), Police Act 1996, as amended by the Police and Social Responsibility Act 2011).

Inspection of other police forces and agencies

HMIC also has statutory duties to inspect other police forces and agencies, whose remits are not limited to a particular territorial area. Instead, they police specific areas of infrastructure or particular

types of crime, and report to whichever government body is responsible for the activity in question.

HMIC has a duty to inspect the following:

- Armed Forces Police – Royal Navy, Royal Military, Royal Air Force Police (section 321A, Armed Forces Act 2006);
- British Transport Police (section 63, Railways and Transport Safety Act 2003);
- Civil Nuclear Constabulary (section 62, Energy Act 2004);
- HM Revenue and Customs (section 27, Commissioners for Revenue and Customs Act 2005, and the Revenue and Customs (Inspections) Regulations 2005 (SI 2005/1133));
- Ministry of Defence Police (section 48, Ministry of Defence Police Act 1987);
- Police Service of Northern Ireland (section 41, Police Northern Ireland Act 1998, subject to appointment by the Department of Justice, Northern Ireland);
- National Crime Agency (section 11, Crime and Courts Act 2013); and
- Customs functions (section 29, Borders, Citizenship and Immigration Act 2009, and the Customs (Inspections by HMIC etc) Regulations 2012 (SI 2012/2840)).

Powers in relation to inspections by others

Where HMCIC considers that a proposed inspection by another specified inspectorate, relating to matters within HMCIC's remit, would impose an unreasonable burden on the body to be inspected, he may require the other body not to carry out that inspection, or not to do so in a particular manner.

Collaborative working

The long history of collaborative working between the Criminal Justice inspectorates – of Constabulary, the Crown Prosecution Service, Court Administration, Prisons and the National Probation Service – was placed on a statutory footing through the Police Act 1996 (as amended by the Police Reform and Social Responsibility Act 2011).

Schedule 4A to the 1996 Act provides that the Inspectors of Constabulary:

- must cooperate with other specified inspectorates where it is appropriate to do so for the efficient and effective discharge of their functions;
- may draw up a joint inspection programme with other specified inspectorates; and
- may give notice to other specified inspectorates not to carry out an inspection, or not to do so in a specified manner, where HMCIC considers that such inspection would impose an unreasonable burden.

Publication of reports

HMIC must arrange for all reports prepared under section 54 of the Police Act 1996 to be published in such a manner as appears to the inspectors to be appropriate (section 55(1), Police Act 1996).

HMIC must exclude from publication anything that the inspectors consider would be against the interests of national security or might jeopardise the safety of any person (section 55(2), Police Act 1996).

HMIC must send a copy of every published report to the Secretary of State, the local policing body maintaining the police force to which the report relates, the chief constable for that police force and the police and crime panel for that police area (section 55(3), Police Act 1996).

HM Chief Inspector of Constabulary must in each year submit to the Secretary of State a report on the carrying out of inspections and the chief inspector must lay a copy of this report before Parliament (section 54(4), Police Act 1996).

The report must include the HMCIC's assessment of the efficiency and effectiveness of policing in England and Wales for that year (section 54(4A), Police Act 1996).

Production of the HMCIC inspection framework

HMCIC has a duty from time to time to prepare, consult on and publish an inspection framework. (Schedule 4A, paragraph 2, Police Act 1996)

HMCIC must obtain the approval of the Home Secretary to the inspection framework, and then lay this framework before Parliament (Schedule 4A, paragraph 2(2A), Police Act 1996).

Monitoring complaints

It is the duty of every inspector of constabulary carrying out his functions in relation to a police force, to ensure that he is kept informed about all matters concerning complaints and misconduct in relation to that police force (section 15(1), Police Reform Act 2002).

Misconduct proceedings

In misconduct proceedings for chief constables and other senior officers above the rank of chief superintendent, HMCIC or an HMI nominated by him will sit on the panel for misconduct meetings and misconduct hearings (Police Conduct Regulations 2012 (SI 2012/2632), reg 26).

For all ACPO ranks (including chief constables), HMCIC or an HMI nominated by him will sit on any police appeals tribunal – Police Act 1996, Schedule 6, paragraph 1 as amended.

Removal of senior officers

If a police and crime commissioner is proposing to call upon a chief constable or other senior officer to retire or resign, it is required to invite the HMCIC to provide (and he must provide) written views on the proposed removal and the PCC must have regard to those views (Police Regulations 2003 (SI 2003/527), regulation 11A and 11B).

The police and crime panel may consult HMCIC before making a recommendation to the PCC on the dismissal of a chief constable (Police Reform and Social Responsibility Act 2011, schedule 8, para 15).

HMIC's powers

Provisions of the Police Reform and Social Responsibility Act 2011 amended the 1996 Act and have strengthened the inspectorate's role as a policing body independent of both the Government and the police, and now accountable to the public and to Parliament.

Access to documents and premises

The chief officer of police is required to provide inspectors with information, documents, evidence or other things that the inspector may specify as are required for the purposes of inspection.

The chief officer is also required for the purposes of inspection to secure access for inspectors to premises occupied for the purposes of that force and to documents and other things on those premises.

Where there is no reasonable ground for delay, the chief officer of police is obliged to provide access at the earliest practicable time specified by the inspector (Schedule 4A, paragraph 6B, Police Act 1996).

Power to delegate functions

An inspector of constabulary has the power to delegate any of his functions to another public authority (Schedule 4A, para 1, Police Act 1996).

Power to act jointly with another public body

HMIC can act jointly with another public body where it is appropriate to do so for the efficient and effective discharge of its functions (Schedule 4A, paragraph 5(1), Police Act 1996).

Power to provide assistance to any other public authority

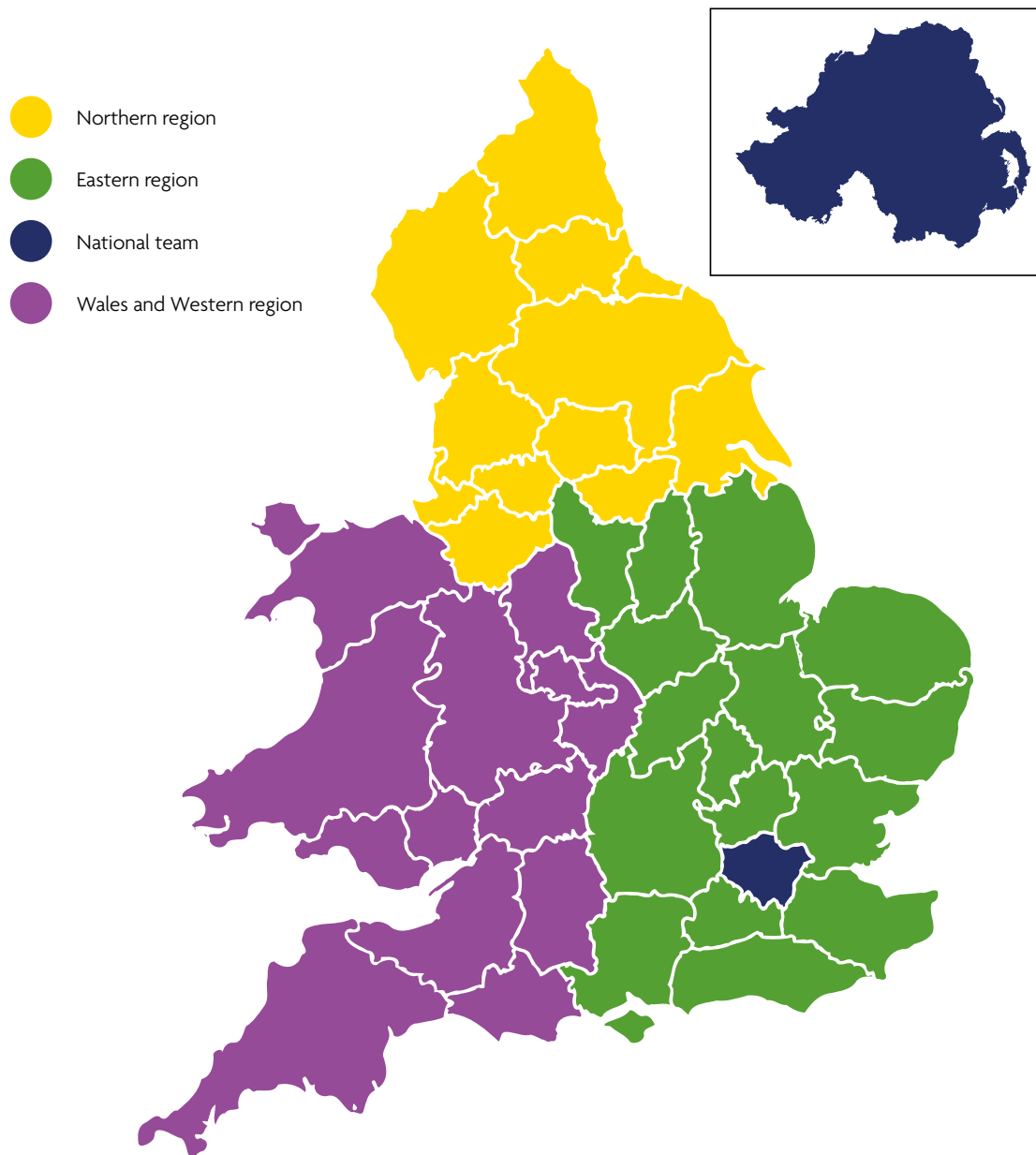
HMCIC may, if he thinks it appropriate, provide assistance to any other public authority for the purpose of the exercise by that authority of its functions. Such assistance may be provided under such terms (including terms as to payment) as HMCIC sees fit (Schedule 4A, paragraph 6, Police Act 1996).

Other statutory requirements

As a public body, HMIC is subject to the legal obligations imposed on public authorities, including:

- Data Protection Act 1998
- Equality Act 2010
- Freedom of Information Act 2000
- Health and Safety at Work etc. Act 1974
- Official Secrets Acts 1911 and 1989
- Human Rights Act 1998.

HMIC regions



The national team's responsibility includes the Metropolitan Police Service, City of London Police, British Transport Police, the Police Service of Northern Ireland, Civil Nuclear Constabulary, Ministry of Defence Police and Guarding Agency, Guernsey Police, Royal Gibraltar Police, the States of Jersey Police, Isle of Man Constabulary, National Crime Agency, HM Revenue and Customs, and others by invitation.

Who we are

Her Majesty's Chief Inspector of Constabulary

Thomas Winsor

In October 2012, Mr Winsor was appointed as Her Majesty's Chief Inspector of Constabulary. He is the first holder of that office to come from a non-policing background.

Mr Winsor graduated from the University of Edinburgh in 1979 and is a lawyer admitted to practise in both Scotland and England and Wales. In private practice, he specialised in complex commercial projects, finance, public law and the design and operation of economic and safety regulatory systems for essential public services such as energy, water and transport. He was a partner in major commercial law firms in the City of London.

Between 1999 and 2004, Mr Winsor was the Rail Regulator and International Rail Regulator, the economic regulatory authority for the railways in Great Britain.

Between October 2010 and March 2012, Mr Winsor carried out a review of the pay and conditions of service of police officers and police staff in England and Wales. The review was carried out at the request of the Home Secretary and was the most comprehensive for more than 30 years. It recommended the replacement of pay scales based on time service with a system of pay advancement according to skills and contribution, direct entry to the police at senior ranks, fitness testing and the replacement of the statutory apparatus for the determination of police pay. Legislation to implement a significant proportion of Mr Winsor's recommendations was passed in March 2014.



Her Majesty's Inspectors of Constabulary

Roger Baker, QPM

Roger Baker began his career with Derbyshire Constabulary in 1977, progressing through the ranks via a number of uniform and Criminal Investigation Department (CID) roles to Chief Superintendent. He has also been Staff Officer to the National Director of Police Training and to the President of the Association of Chief Police Officers (ACPO).

Mr Baker attended the Strategic Command Course 2000 and was appointed as Assistant chief constable with Staffordshire Police in 2001. During this time, he held portfolio responsibilities for crime and operations and territorial policing.

In 2003, he was appointed Deputy chief constable with North Yorkshire Police. In this role, he had portfolio responsibilities for crime and operations, audit and inspection, and organisational performance.

In 2005, he was appointed chief constable of Essex Police. In 2006, he became a regional member of ACPO Terrorism and Allied Matters business area.

Mr Baker was appointed head of ACPO Performance management business area in 2007, and head of the ACPO Youth Issues Group the same year.

He was awarded the Queen's Police Medal in the 2008 Birthday honours list.



He took up his appointment as one of Her Majesty's Inspectors of Constabulary for England and Wales in September 2009. He currently has responsibility for forces in the North of England and national portfolios of work including police leadership and integrity, and effective local policing.

Mr Baker holds a Master of Business Administration degree as well as an MA in Organisational Management and a Diploma in Applied Criminology and Police Studies.

Zoë Billingham

A qualified lawyer, Zoë Billingham has worked in public sector regulation for the last nine years, latterly as the lead inspector for the fire and rescue service in England. While at the Audit Commission, she led the neighbourhood policing work stream in Sir Ronnie Flanagan's Independent Review of Policing. Prior to that she was responsible for criminal justice and local government reform in the Prime Minister's Office of Public Services Reform. She moved into that role having been seconded into the Cabinet Office to join an innovative joint public-private sector team with the remit to cut red tape. She worked as a lawyer for over a decade in metropolitan local authorities where her principal activity was business outsourcing.

Mrs Billingham was appointed Her Majesty's Inspector of Constabulary in September 2009. She has responsibility for 16 forces in the Eastern Region of HMIC which stretches from Lincolnshire and Derbyshire in the north through to Hampshire and Kent in the south. Her national portfolio covers HMIC's value for money work and police governance. She is leading the inspectorate's work on value for money and engagement with police and crime commissioners.



Stephen Otter, QPM

Stephen Otter started his police career in 1982 in Thames Valley Police before moving to the Royal Hong Kong Police as an inspector – where he led teams in CID and ‘vice’ – tackling the unlawful sex trade and drugs supply. He then spent 13 years in the Metropolitan Police Service where his career ranged across operational postings in central London, leadership roles at large scale public order events and strategic roles at New Scotland Yard, leaving the force at the rank of Commander. He went on to serve as Assistant and then Deputy chief constable in Avon and Somerset Constabulary where he led operations to drive down street robbery rates linked to open crack cocaine markets in the area.

Before his appointment as HMI, Mr Otter was the chief constable of Devon and Cornwall Police between 2007 and 2012, where he combined leading the 6,000-strong police force with being the national lead on equality, diversity and human rights for the Association of Chief Police Officers.

Since joining HMIC in March 2012, Mr Otter has carried out a variety of inspections which includes: a study of how front-line police officers are supported and enabled to prevent crime in the field (Taking Time for Crime, 2012); an inspection of the Police Service of Northern Ireland’s Historical Enquiries Team (2013); and an inspection of how fairly and effectively the police use stop and search powers in England and Wales (2013).

In 2008, Mr Otter was awarded the Queen’s Police Medal. He holds a Criminal Justice Master’s degree from the London School of Economics and Political Science, and a Post Graduate Diploma in criminology from Cambridge University. He is also a Fellow of the Royal College of Arts.



Dru Sharpling, CBE

In 1997, Dru Sharpling, a barrister, was appointed Chief Crown Prosecutor for Central Casework in the Crown Prosecution Service (CPS), the forerunner of the Casework Directorate. This role involved dealing with serious and sensitive cases, including substantial fraud, terrorism, breaches of the Official Secrets Act, extradition and confiscation. She left the CPS in 1999 to work in the City as an associate with Penningtons, a well-established firm of solicitors covering corporate, private client and commercial property work, as well as public administrative law. In June 2002, Miss Sharpling rejoined the CPS as Chief Crown Prosecutor for CPS London Area.

Miss Sharpling took up the position of Her Majesty's Inspector in September 2009 and has responsibility for 13 forces covering the Midlands, Wales and South West areas. Miss Sharpling also has responsibility for the Criminal Justice Joint Inspectorate portfolio, working with other criminal justice inspectorates such as HM Inspectorate of Probation, HM Crown Prosecution Service Inspectorate, HM Inspectorate of Prisons, the Care Quality Commission and the equivalent Welsh inspectorates, across a range of criminal justice issues.

Since joining HMIC, Miss Sharpling has continued her commitment to improving the criminal justice response to vulnerable people by publishing a number of reports highlighting areas of concern. Notably, 'Stop the Drift' in October 2010, an examination of 21st century criminal justice and 'Forging the Links' in February 2012, examining rape investigation and prosecution, have been recognised as significant pieces of work which continue to influence practice in these areas. Miss Sharpling currently chairs the national Rape Monitoring Group which regularly reports to the Home Secretary on the progress of criminal justice agencies in dealing with rape and serious sexual offences.



HMCIC's annual assessment of policing in England and Wales 2012/13

Summary

1. In 2012-13, and since, policing in England and Wales has continued to undergo significant institutional, structural and operational reform, with an intensification of financial pressures and the maintenance of high public expectations as to the service required¹.
2. During 2012-13, in discharging their responsibilities with reduced resources, forces overall performed well at what was the half-way point in the current spending review period. Most forces had credible plans to balance their books by March 2015, and had already made the greater part of the necessary workforce reductions. Forces had also taken substantial steps to protect their front lines, and whilst the numbers of officers on the front line decreased, the proportion of officers deployed in these roles was planned to increase from 89 per cent to 93 per cent. It is to the credit of police leaders that so many forces showed themselves able to make the necessary savings whilst protecting the front line.
3. However, as budgets continue to be constrained, it is inevitable that opportunities for further savings and efficiencies will be fewer, and achieving them will be more difficult. Paragraphs 91 - 97 of this report deal with these issues in greater detail.
4. Moreover, demand for the services of the police is changing, as is the nature of crime. In particular, the internet and associated technology have created conditions in which criminals have greater opportunities to operate in an environment which they believe to be safer, where opportunities to offend are more readily or easily available, where victims are more vulnerable and more numerous, and where offending of new kinds is possible. In such circumstances,

¹ These reforms are described and discussed in more detail in paragraphs 49 – 64 below.



which could hardly have been contemplated only a few years ago, it is necessary for the police to intensify their efforts to understand and exploit the capabilities of modern technology to disrupt and prevent criminal activity, and find, pursue and apprehend those who engage in it, assuring them that there are very few if no safe places to hide. Paragraphs 113 - 116 of this report deal in greater detail with cyber-crime.

5. It is also important that, with the needs to make savings through more efficient working, the police service accelerates its acquisition and use of common digital devices and systems which enable it to acquire, analyse and disseminate information which is necessary for the protection of the public and the apprehension and prosecution of offenders, and provide the public with better access to policing services. The state of information and communications technology in too many police forces remains quite inadequate and, in some cases, primitive. It is essential that the advances of the forces with the best technology – such as Cambridgeshire, Nottinghamshire, Hampshire and South Wales – are adopted and then improved upon by all, working more than ever as one police service rather than 43².

² See paragraphs 99 – 103 below in relation to police information and communications technology.

In this respect, for too long the police service has lagged far behind the private sector, to the advantage of offenders and the hazard of the public. This must change, and the needs of the public to be protected against long-established crimes as well as those made possible or easier by the internet and its associated capabilities, make it urgent. This is equally true in relation to the needs of the police service to continue to make significant improvements in the efficiency and effectiveness of what it does. If the utilities, financial services providers, retailers and other commercial organisations can gather, analyse, understand and ensure the efficient, secure communication of information in pursuit of profit, the police – even though they are not nearly to the same extent in control of their environment and are dealing with incomplete and sometimes unreliable information – must be able to do so in pursuit of something far more important.

6. Crime prevention is enormously cheaper than its investigation and the imposition of sanctions. It saves lives being lost, damaged or wasted, and it is far cheaper in terms of the time, work and money expended on dealing with its consequences, and in terms of the indirect costs to society as it corrodes the fabric of orderly and peaceful living and of the sense and reality of public safety and security. Virtually all of the costs in the criminal justice system, and in dealing with the consequences of crime, are incurred downstream of the offence. It is therefore essential that every effort is made to get upstream and stop crime wherever and whenever that can be achieved. The police must always remember that its first obligation is to prevent crime and keep the peace. This subject is discussed in greater detail in paragraphs 15 - 27.

7. Police and crime commissioners³ have been in existence for only 16 months, and this new model of accountability needs much more time before Parliament and the electorate can make full assessments of their records. They have immense capacity for material improvements in the quality and extent of the operation of the criminal justice system, and in very many cases a very good start has been made. Police and crime commissioners are elected by and accountable to the public, and unlike police authorities – their predecessors – they are not inspected by HMIC. HMIC provides them and the public with information, analysis, judgments and recommendations which can be used to understand police performance and so establish how well forces are doing with taxpayers' money. That relationship of shared objectives and different instruments by which to achieve them is developing well, and the successes which police and crime commissioners have already had are ones upon which HMIC is ready, able and willing to help build. A fuller discussion of police and crime commissioners and their capacity for material improvements in public safety and security are in paragraphs 52 - 66 of this report.
8. Controversies and revelations of a serious and negative nature in relation to the conduct of some police officers, both past and present, have hurt public confidence in the police, and the morale of the very great majority of honest, hardworking, committed and brave police officers has suffered as a consequence. The police service has been damaged, but it is certainly not broken. It is primarily the responsibility of the leadership of the police to repair the damage which has been done, through an intensification of its commitment

³ In London, there is a different accountability model. The local policing body for the metropolitan police district (London) is the Mayor's Office for Policing and Crime. In the City of London, the relevant body is the Common Council of the City of London in its capacity as police authority for the City of London police area. For the sake of brevity, where this report refers to police and crime commissioners, these London bodies are included unless the context otherwise requires.

– in deeds as well as words – to the highest standards of professional conduct, to the vigorous and uncompromising establishment (with others) of the truth, and the firm treatment of those found to have violated the high standards by which police officers and police staff are bound, and to which so very many adhere every day. This subject is discussed at greater length in paragraphs 77 - 90 of this report.

9. HMIC is committed to a policy of facilitating continuous improvement of policing through constructive criticism and the provision of advice and assistance to police forces which enable them to have a greater insight into the relative performance and efficiency of the service they provide. In doing so, it will co-operate closely with police and crime commissioners, the College of Policing and the Home Office in providing police forces with opportunities and encouragement to learn from where there is better practice, and provide examples of good performance to forces which are performing less well. HMIC's focus is on the public, including of course victims of crime, and the service they receive from the police. It speaks to the public in terms which everyone can understand, and which inform ordinary people what they are getting from the police, and what they are entitled to expect. Paragraphs 42 - 48 and 66 - 75 explain in more detail the work of HMIC and how it will contribute to material improvements in policing and therefore public safety and security.
10. Economic pressures, increased public accountability and public scrutiny, the changing nature of demand for police services and the need to exploit significant advances in information and communications technology will continue to drive police leaders towards the creation of a leaner, fitter, more efficient and effective police service which is focused on the needs of the victim and the public. HMIC's new all-force inspection programme – explained in paragraphs 69 - 71 of this report – is being designed to establish whether and to what extent the police service is doing all it can

reasonably be expected to do to achieve higher levels of public protection with reduced resources.

The police in the criminal justice system

11. Justice is the people's business. Its quality – both in its processes and their results – is a measure of our civilisation, and a material distinguishing characteristic of our system in comparison with those of many other countries, where justice remains elusive or does not exist at all.
12. Article 40 of Magna Carta 1215 provides : “To no one will we sell, to no one will we refuse or delay, right or justice.” Our system is – and for many years has been – one of public justice. Everyone – no matter what he⁴ is alleged to have done – is entitled to justice; to face his accusers, to know which published laws he is said to have broken, and to require prosecutors in public view to produce the evidence of his guilt. He is entitled to have that evidence tested and evaluated in an impartial tribunal according to objectively fair and certain, published criteria and procedures. Only in the narrowest and most exceptional cases can there ever be qualifications on those rights, and those qualifications themselves must be hedged with strong safeguards to ensure fairness.
13. Because the liberty of the individual and the safety of the community are at stake, it is in criminal justice where the highest standards, the greatest exertions to ensure justice, are necessary. And it should be remembered that prosecutions are brought in the name of the Crown – the community – not the victim. That is because justice in

4 In this report, the use of the masculine gender includes the feminine, and vice versa, unless the context otherwise requires.



a particular case is of importance to the whole community, not only those most closely involved with or affected by that offence.

14. Those imperatives exist not only to ensure justice in the particular case; they hold good because the quality of public criminal justice establishes standards which affect the whole community – victims, witnesses, those accused of offences and everyone else – and is a public declaration and demonstration of what society will and will not tolerate. The quality of public justice is a matter of the greatest concern to everyone, because conspicuous failures can establish precedents which corrode the fabric of justice and may eventually lead to its destruction. Thomas Paine summarised it this way: “He that would make his own liberty secure must guard even his enemy from oppression; for if he violates this duty he establishes a precedent that will reach to himself.”⁵ Everyone has a right to a fair trial, whatever the abhorrent nature of the crime of which he stands accused. Justice is absolute, and the right of every person. Since justice is fairness, the right to be treated fairly by the community, including in

5 Thomas Paine, *Dissertation on First Principles of Government*, 1795

the enforcement of the criminal law by its chosen instruments police officers and other law enforcement officials, is essential. The British model of policing by consent requires not only fair treatment, but conspicuously fair treatment, including courtesy and respect for the citizen. I return to this issue in paragraphs 79 - 80.

15. Justice is an essential part in the maintenance of peace, order and security, itself one of the oldest functions of civil society. The prevention of crime and the successful, timely and efficient apprehension and conviction of criminals, their humane treatment and effective rehabilitation, therefore rank amongst the highest obligations of the state. The lack of efficient and effective policing – visible and otherwise – would imperil public safety, and diminish the reach and quality of public justice. The police are therefore one of the most essential of our public services.
16. The founder of the modern police service, Sir Robert Peel, established nine principles for the police service in London. These principles – set out in Annex A to this report – hold good and apply today in all police forces in the United Kingdom. They have also been adopted in a number of other countries. At their heart is the ancient principle that it is the obligation of every citizen to maintain order in his community, to prevent and suppress crime and to pursue and bring to public justice those who break the criminal law. Unlike the police of many other countries, our police service is not the coercive instrument of the executive government, there to carry out the will of that government. In such cases, most citizens live in fear of the police, who are very much a paramilitary force operating to control rather than serve the public, set apart from and placed above the public, and operating according to directions from politicians and government officials. The British model of policing is fundamentally different. Its roots and authority are different; they are in and of the community from which its officers come and of which they always

remain part. The allegiance of every constable is to the community, represented by the Crown, and to the law, established by Parliament and the courts and enforced by an independent judiciary. Peel's principles acknowledge this: "[T]he power of the police to fulfil their functions and duties is dependent on public approval of their existence, actions and behaviour and on their ability to secure and maintain public respect. ... [T]o secure and maintain the respect and approval of the public means also the securing of the willing cooperation of the public in the task of securing observance of laws. ... [The police must] maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence. ... [It should be recognised] always that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them."

17. Virtually all of the costs of the criminal justice system are incurred downstream of the commission of an offence. Prevention is far better than cure in policing and criminal justice. It is therefore extremely important that the first obligation of the police, in preventing crime, is given the attention and resources required. In that respect, crime prevention is an important part of HMIC's inspection programme.
18. It should also be acknowledged that crime prevention is not the sole obligation of the police; as I have said, it is the obligation of every citizen. And that includes the other agencies and emanations of communities and the state. Parents and families, as well as schools and other educational institutions, must instil in children a strong appreciation of right and wrong, and the reality, instincts and inclinations, motivations and means, to behave as responsible, law-abiding citizens, and not to be drawn into disorder, crime or the

circumstances which create and intensify the conditions in which crime is the easiest and most attractive option. Prevention is also an obligation of health professionals, particularly in the field of mental health where undiagnosed or untreated illness can, as we know, lead to the commission of serious violent crime. And the other parts of the criminal justice system, namely the Crown Prosecution Service, the judiciary, the prison service and probation of course have material parts to play in ensuring that offenders are prosecuted, receive appropriate sentences which meet the combined purposes of punishment, public protection and rehabilitation, and that the probabilities of reoffending are kept to the irreducible minimum.

19. The criminal justice system is of course concerned with the consequences of the failure to prevent crime. The causes of crime are many. They include social dysfunctionality, families in crisis, the failings of parents and communities, the disintegration of deference and respect for authority, the fears of teachers, alcohol, drugs, a misplaced and unjustified desire or determination to exert power over others, envy, greed, materialism and the corrosive effects of readily-available hard-core pornography and the suppression of instincts of revulsion to violence through the conditioning effect of exposure to distasteful and extreme computer games and films. Unsurprisingly there is no definitive list that police forces could use when considering how best to construct crime prevention plans. It should also be borne in mind that many people who offend today were victims of abuse or neglect when they were much younger. A significant proportion of inmates in British prisons have low levels of literacy and numeracy, and receive little or no education in prison.
20. And some people are just selfish, greedy or wicked.
21. A great deal of the most valuable work in crime prevention is done by organisations such as the Early Intervention Foundation which

helps local entities use the best available evidence to intervene with troubled and chaotic families and individuals, trying to give them stability and purpose in their lives, to divert them from the temptations of crime or the downward spiral to offending. Their work is sometimes characterised as providing a thin wire fence at the top of the cliff, preventing a catastrophic fall, which is of course far better for all concerned than a gold-plated ambulance at the bottom.

22. Police and crime commissioners have considerable power and influence in this respect, including the power to provide funding for the provision of grants to occupy young people in worthwhile activities and so deflect them from crime and the temptations of crime.
23. Dealing with crime and its consequences is not the sole preserve of the police. Sir Kenneth Newman, when Commissioner of the Metropolitan Police, rightly insisted that “crime is a problem for society as a whole; it is too important to be left to the police alone”⁶. There are many agencies of the state which have responsibility in this respect, and they are joined by organisations in the private and voluntary sectors, including in the support and assistance given to victims of crime.
24. Whilst both recorded crime and public perceptions of crime have fallen in recent years, that is little comfort to the victims of crime, many of whom suffer terribly. A single murder has multiple victims, because the family, friends and others close to the person who has been killed suffer for all of their lives. The loss of someone in these circumstances can and very frequently does have corrosive, life-changing effects which can last for very many years, and spread to harm relationships and people’s capacity to form relationships. Theirs



⁶ Sir Kenneth Newman QPM, *Annual Report of the Commissioner of Police of the Metropolis*, London, 1986

too are life sentences, and can reach down generations. The same is just as true of other violent crimes, in particular crimes of a sexual nature and crimes against children and other vulnerable people. The sufferings of victims blight and often shorten lives. And property crime, particularly burglary and robbery, also has long-lasting and profound adverse effects on victims and others; fears as to the sanctity of a home, or the safety of going out, can be severe and last a very long time, well after the offender, if caught and imprisoned, has been released, often to do it again.

25. Whilst the police may often be effective and efficient in bringing some offenders to justice – and there are real concerns about low investigative outcomes for crimes such as dwelling burglaries, domestic abuse-related crimes and vehicle crime – it is of course far better for everyone if the crimes in question are not committed in the first place. It is therefore important that the police get upstream of offences, and intensify their efforts to prevent crime, in partnership with the other agencies and emanations of the state and the public. Who could argue that a rape detected is preferable to the same rape prevented, a murder solved is better than a life saved, or the arrest of



a paedophile is better than the children in question never coming to harm in the first place? It is therefore important that the measures of police efficiency and effectiveness operate so as to ensure that full weight is given to the value of prevention as well as to the threat, harm and risk of particular kinds of offending⁷.

26. Given the significant interdependency of the different agencies and institutions concerned with the prevention of crime, it is undeniable that appreciable limitations on the resources available to them will have consequential adverse effects on the efficiency and effectiveness of the police. However, it must always be remembered that, once a crime has been committed, it is the police who bear the responsibility of investigating the crime, apprehending the offender and taking the case to the appropriate point in the criminal justice system. It is unsustainable for any police force to decline to attend at and properly investigate crimes of a serious nature, such as burglary or domestic violence. Moreover, the trust and responsibility which the community has given to the police goes much further than an expectation that the police will react to reports of crime. Many crimes are unreported, sometimes because victims are vulnerable or otherwise afraid. Examples include so-called honour-based violence, domestic violence, sexual offences, and offences against children. In all these cases, barriers of one kind or another exist, and it is the responsibility of the police proactively to look for these crimes, and to devise and implement measures designed to increase the confidence of victims in reporting crimes and giving evidence, and to persuade those who erect and maintain those barriers that they will be pursued and prosecuted. Those who knowingly and deliberately create or tolerate the conditions in which crimes are committed and victims are isolated from protection and justice should be given the most potent grounds to fear the criminal law, operated and

⁷ In relation to a more sophisticated qualitative assessment of police performance, see paragraphs 93 – 97 below.

applied vigorously by the law enforcement institutions of the state. Reactive policing is only a part of the function of the police, and chief constables, police and crime commissioners and others should never dismiss or disregard the imperative of keeping everyone safe, especially the silent, the fearful and the weak.

27. It is essential that the criminal justice system never forgets that when an offence has been committed, a victim has been created. It is important that the police, and the other agencies of the criminal justice system and entities associated with it, discharge their obligations of compassionate and sensitive engagement in communication with the victims of crime, to rebuild their trust and faith in their safety and security, and the common obligations of their fellow citizens to use their strength to help those with a deficit in it, particularly at times of vulnerability and crisis.

Policing today

28. Policing is a safety-critical, asset-intensive, monopoly essential public service. In these essential respects, in principle it is not different from other public services which share these characteristics. All such services need to have a sound understanding of the condition, capacity, capability, serviceability, performance and security of supply of their assets. In policing, the assets in question are, predominantly, the most complex kind of asset of all, namely people. It is also important to recognise that, in the case of policing, an appreciable proportion of the environment in which those assets are required to operate is hostile and determined to frustrate their purpose. The police deal with dishonesty on an industrial scale, and also with human frailty and weakness. Given all that, it is especially important that police officers are nurtured, protected and developed with sensitivity, skill and efficiency, so as to realise their greatest potential, which is in their selfless commitment and dedication to public service.

29. Policing today has developed significantly from the occupation that Peel envisaged at the beginning of the 19th century. The sophistication, intelligence and resources of some who are engaged in crime, the malignancy of their motives and methods, and the technology available to all citizens, mean that policing will continue to require people of the highest integrity, intelligence and skill. The needs of the police service for such qualities are intensified by the weight of the modern criminal law, and the demands and expectations of the public and other agencies of the state.
30. The qualities required to be a good police officer are many. They include personal bravery, intelligence, physical fitness, maturity, sound judgment, the ability to assess a situation and to deal with people, self-control, integrity, honesty, compassion, courtesy, perseverance and patience. Policing is not a job; it is a vocation, and a noble one. The work which the police do on behalf of the public is often dangerous, violent, distressing, physically and emotionally onerous and demanding, professionally risky, intellectually taxing and requiring of significant personal restraint in the face of severe provocation. A very considerable part of what the police do never appears in published statistics. If the public had a full appreciation of what the police do, every day, for their communities, only then would they know of the weight of the debt of gratitude which they owe.
31. The culture of the police has many great strengths. It is a culture of determination, courage, hard work and achievement, of facing any challenge or danger and confronting it in full measure. There is a considerable degree of goodwill in the police, in making sacrifices - personal and otherwise - to protect the public, deter crime, disrupt criminal networks, apprehend criminals and so make communities safer. There are many rewards in policing; indeed I believe it may be one of the occupations with the highest potential for job satisfaction of any.



Not only is the variety of work in policing exciting and stimulating, but most people can only imagine the reward of securing the conviction of a person who has committed a crime of a serious nature, or of someone who presents a great threat to children, or a person has made life almost unbearable for the members of the community. And so must be the knowledge that the threat of a catastrophic nature has been averted, and those who present the greatest danger to innocent people have been taken out of society. These are not satisfactions which are available in most other kinds of work.

32. The greatest asset of the police service is its people - police officers and police staff. Despite this, in too many respects, officers and staff suffer frustration and must work around inefficiency and unnecessary bureaucracy, antiquated and malfunctioning systems and practices which belong to a past age, blunting their ability to serve the public which the very great majority are eager and determined to do. They – and the public they serve – deserve much better.

The discharge of this essential obligation is part of the core skills of every manager in the police service, and should be seen as such.

33. As policing has become more complex, the need to ensure that police officers are properly trained is intensified. With increasing specialisation of police officers has, in some respects, come a reduction in the opportunities of police officers to acquire, use and develop the full range of core skills which police officers of the past often possessed. In particular, the knowledge of police officers of the substantive and procedural rules of criminal law and evidence is in some cases materially below the necessary standard. Police officers go to court far less often than formerly, and some have never been to court. It is important that police officers have a sound knowledge and understanding of the end-to-end process of the criminal justice system, so that they can have a proper appreciation of the likely consequences of their actions and failures to take action at the point of pursuing and apprehending those accused of crime. Knowing the rigour and meticulous forensic penetration of the weaknesses of a prosecution case, at first hand, would materially improve the ability of police officers to ensure that cases which deserve to be prosecuted are. The quality of the preparation of files for submission to the Crown Prosecution Service has been significantly failing, and for that reason cases which should have gone to court often have not, or have required appreciably more remedial work before the prosecution can proceed. In these respects, the public interest has been failed⁸.
34. As criminals and those intent on disorder use the most advanced modern communications and information technology, so must police

⁸ See Part 2 of this report for a summary of the joint inspection carried out by HMIC and HM Crown Prosecution Service Inspectorate in June 2013 in relation to unnecessary bureaucracy which has impeded the criminal justice system.

officers be trained in it and how to use it. The extent to which police officers use the advanced technology which is already available to them to investigate major crime – such as digital forensics and CCTV – will need to expand to more routine investigations. Improving the police's technical capability will require investment, and as society makes increasing use of digital technology, criminals will exploit those opportunities. It is important that the police service enhances its links with industry and academia to keep abreast of the scale and pace of change in technology. Moreover, the service will need to become more sophisticated in its response, designing new policing models away from traditional methods and increasing the number of digital investigators to track the digital footprint the criminal will leave behind. It is likely that the police will need ever greater numbers of specialists in digital forensics and generally in information and communications technology, as the sophistication of criminality and the instruments in use increase at an ever greater pace.

35. Greater skills arising from much improved training of police officers will pay dividends in the significant reduction in – although not a removal of – the need for supervision and checking, and improvements in the competence and confidence of the use of police powers.
36. It is essential that police leaders, as well as police and crime commissioners, have a sound understanding also of the nature and extent of the demand on the police, both now and in the foreseeable future. The College of Policing is presently working on more sophisticated ways of measuring and predicting demand for police services.

Accountability and governance

37. Ministers and elected officers must make decisions on the financial and other resources available to the police – it would be unsustainable if the police were able to demand and receive public money without limit or accountability – and these decisions are properly subject to democratic scrutiny and public criticism. It is within those resources that the police must discharge their duties to maintain order and protect people according to the law, and thereby play their critical part in the administration of criminal justice.
38. In 2012-13, the annual spend of police forces in England and Wales was £13 billion, approximately 80 per cent of which was on salaries and wages. At the end of that period, the number of people engaged in policing in England and Wales was 209,362, a decrease of 30,880 since its highest year-end level of 240,242 in March 2010. In terms of numbers of police officers and police staff per thousand head of population, the ratios are 4.3 in March 2010 and 3.7 in March 2013. However, as HMIC reported in *Policing in Austerity: Rising to the Challenge*, whilst the numbers of police officers on the front line has decreased in the year 2012-13, the proportion of officers who are deployed to the front line has increased; in other words, the front line has been protected but not preserved⁹.
39. It is often asserted that the measure of police effectiveness is in direct correlation with the numbers of police officers. With the exception of the policing of large-scale public order events, where appreciable numbers of police officers are required because of the size of the crowds in question, this is substantially untrue. What matters is not how many police officers a community has, but how they are

⁹ See Part 2 of this report for more information in relation to the findings of the *Policing in Austerity* inspection.

deployed and what they do. I return to this issue in paragraphs 99 - 102 below.

40. A precise definition of police efficiency has for many years exercised and troubled governments, institutions, distinguished academics and commentators, the public, and the police themselves. In its most basic sense, it is hardly different from efficiency in other fields of activity, namely a measure of the volume and quality of the thing produced (a tangible product or a service provided) as a proportion of the resources used in producing it. If it is not practicable to produce the desired effect (remembering that in most cases quality has at least equal importance to quantity) with less resource, or to produce more of the desired effect with an undiminished resource, then the operation is efficient. The problem comes in determining what is the desired effect, how to measure that effect, and how properly to measure the resources used in producing it. The complexity of policing makes measurement in these respects difficult but not impossible.
41. An approach is needed which takes proper account of the local context. That is because, unlike most other public services, policing has no obvious single tangible unit of output. In education, comparisons are made between examination results and the cost per pupil; in railways, a relatively simple assessment can be made of the cost per passenger mile, and in acute health services, measurements can be made of the cost per patient per day according to specialisms. But in policing, the product – prevention of crime, keeping people safe and bringing offenders to justice – is much more complex and therefore harder to measure.
42. HMIC adopts a number of approaches. Thematic inspections of each force are an important means of investigating areas of public concern. The Inspectorate's Valuing the Police reports provide the

public and government with assurance in relation to how well forces are managing with reduced funding. Whether forces are adopting best practice across a range of victim and offence types is the subject of other thematic reports, supplemented by inspection reports in relation to individual forces. A recent example is HMIC's inspection report on domestic abuse.

43. Where useful data is obtained, HMIC makes a point of turning it into valuable diagnostic information for each force. Good quality comparative information provides a means for HMIC's inspectors, police force managers and police and crime commissioners quickly and easily to identify major differences in costs or performance, leading to opportunities for further investigation. HMIC's value for money profiles are published annually, each October in time to inform budget decisions. This year, summary profiles designed for a wider audience are available on its website.
44. As explained in paragraphs 69 - 71, HMIC will in future develop regular inspections of each police force's performance. Value for money will be a major aspect of this new inspection regime, which is designed to give the public a clear idea of how well their force is managing using a few, simple-to-understand categories. Final reports for each force will be published by autumn 2015, and there will be an interim assessment in November 2014.
45. By these means, both old and new, HMIC will fulfil its principal statutory remit to inspect police forces' efficiency and effectiveness, and to report. Reports are published in almost all cases (the exceptions being concerned with national security and the safety of individuals). The Inspectors of Constabulary are independent of political control – whether national or local – and whilst their reports are made to the Home Secretary or police and crime commissioners, and they can be commissioned by these political authorities to carry out inspections

of particular forces or into particular aspects of policing, none can interfere with the judgment of the inspectorate or the content of any report. As well as their political independence, the Inspectors of Constabulary are also independent of the police service. No Inspector of Constabulary is or can be a serving police officer. Those who have been police officers have left the police service, and for the first time since the establishment of the Inspectorate, a majority of the Inspectors of Constabulary have professional backgrounds which are not of the police service. The independence of the Inspectors of Constabulary has been in place since the inspectorate was established in 1856, and it remains an important and precious characteristic of the Inspectorate today. This is because objective professional assessments and judgments are essential, and nothing must be concealed on irrelevant grounds, whether political considerations or any perception of a misconceived or improper allegiance to the police service. The allegiance of the Inspectors of Constabulary is to the public interest, as defined by Parliament, and the law; they have no other allegiance.

46. I attach the greatest possible importance to the obligation of a public authority, invested with powers by Parliament, to understand and never exceed its jurisdiction, to have a sound and proper appreciation of how Parliament intended that jurisdiction to be used to further the public interest, and to explain. The duty to explain requires the public authority always to state its purpose, its approach and its reasons in terms which the ordinary member of the public can understand and find useful.
47. Since October 2012, HMIC has adopted a simplified statement of its purpose and values. It is: through inspecting, monitoring and advising, to promote and advance improvements in the efficiency and effectiveness of policing; we will do so independently, professionally

and fairly, always championing the public interest; and we will explain what we do and why.

48. Such an approach is not only consistent with the principles of good public administration and the rules of administrative law. In the case of HMIC, it is also the best guarantee of public support for its work, and of assuring the public that the Inspectorate is acting on its behalf, to achieve continuous improvements in police efficiency and effectiveness, which are of importance to everyone. Such an approach is also a sound and reliable assurance to the police service, its institutions and other agencies and organisations associated with policing, that they will always receive fair treatment, even when – perhaps especially when – they may dislike the scrutiny or the conclusions which HMIC may apply or at which it may arrive. Many years ago, HMIC was regarded as the police talking to the police. That could never now validly be asserted, and the police service and the public need to know that.

Reform

49. In the past, it was often said that the police is the last unreformed public service. It is certainly true that for many years the police service was not subject to major structural or institutional reform, and that such reforms as there were were confined to incremental and gradual changes, maintaining largely in place structural and other features of the system which had been in place for many years. It may be that some in the service came to believe that it deserved to be insulated from fundamental and searching review, despite the fact that its workforce management policies and practices were becoming stale and discredited and had grown to work against the interests of the service, individual police officers and police staff, and the public in terms of the efficiency and effectiveness of the service.



50. However, no expectation of perpetual insulation from reform could ever be realistic. Since 2010, the police service has undergone more substantive change than any it has experienced since the foundation of the Metropolitan Police in 1829, and they are likely to be reforms which will endure for many years, and change the police profoundly. The recent changes have been more radical and far-reaching even than those brought about after the police strikes of 1919 (which led to the Desborough Committee on police pay and the formation of the Police Federation), the reforms to police recruitment instituted in London by Lord Trenchard in 1934, the reduction in the numbers of small police forces and the creation of police authorities as a result of the Royal Commission on the Police in 1962, and the reforms to pay and pay negotiating machinery which came from the Edmund-Davies review of 1978.
51. Since 2010, very substantial reforms have been made, or have been decided upon, in relation to the institutions of the police – significantly the establishment of the College of Policing and the National Crime Agency – and the levels of public funding available to the police as a result of the country's economic condition. There have also been, or are to be, major changes to the means by which

the workforce can be altered and managed, a system of direct entry at higher ranks, the replacement of a system of pay based on time service with one dependent on skills and contribution, and a new apparatus for deciding police pay in the future. There have been and will be major changes to the composition and approach of HMIC, including its independence, and a significant expansion of the work of the Inspectorate in matters of core policing functions in every force, every year¹⁰. The remit of the Association of Chief Police Officers has diminished as the College of Policing has become established, and the role and approach of the Police Federation has been subject to a far-reaching and fundamental review, instigated by its present leadership, which may lead to changes of structure, financing, authority and behaviour.

Police and crime commissioners

52. By far the most significant single change has been to the means by which the community holds its police force to account, and indicates its priorities, through a democratic institution, the police and crime commissioner, one for each police force area. Police and crime commissioners have replaced the police authorities established by the Police Act 1964, and already have made material differences to the dynamics of the democratic accountability of the police which is essential in every mature society under the rule of law.
53. Police and crime commissioners have a remit which is materially wider than that of the police authorities they replaced. Not only must they hold their chief constables to account, but they also have a significant duty to work collaboratively with other entities in the criminal justice system to provide an efficient and effective criminal justice regime for their police area. This is the 'and crime' part of their title, and it is immensely important. As discussed in paragraph

¹⁰ As to which, see paragraphs 67 - 71 below.

18, the prevention of crime is not only the function of the police, but involves the whole community and its agencies, such as those concerned with education, housing, health, social services and the protection of the vulnerable, prisons and probation. Police and crime commissioners not only have enormous geographical areas for which they are responsible, but many interlocking and overlapping jurisdictions, objectives and sets of powers in different hands with which to deal and which require co-ordination, to serve the public. The collaborations which police and crime commissioners have a duty to keep under review do not extend only to arrangements between police forces. They can extend to ones with other emergency services, local authorities, the voluntary sector and the private sector. The opportunities for constructive and valuable joint working which improves the quality of service to the public and does so more efficiently must not, of course, be disregarded. In fact, where it can be shown that a collaborative arrangement is in the interests of the efficiency and effectiveness of one or more policing bodies or forces, there is a requirement for the arrangement to take effect. Police forces have a material role to play in assisting police and crime commissioners to identify and exploit these possibilities for the common good.

54. Police and crime commissioners have great legal authority. They also have immense moral authority, and may be expected, over time, to use that authority to encourage and secure the co-operation of others in the multi-faceted objective of reducing crime and protecting and supporting victims of crime.
55. Police and crime commissioners have considerable power. That power includes the right to set the police budget, to establish the local police and crime plan which articulates the community's priorities in those respects and, in certain circumstances, the ability to appoint, suspend and dismiss the chief constable. Parliament has conferred

these powers because democratic accountability of a function as important as policing is essential, and the legislature decided that the police authority model was not working as it should, and needed to be replaced with an improvement.

56. Considerable as these powers are, police and crime commissioners must of course act within and never exceed the authority given to them. They are entities created by statute, susceptible to judicial review, and must act lawfully, rationally and fairly. It must be remembered that there is no power conferred by statute which is unfettered, however unconditional it may appear from its statutory source. And Parliament – and Ministers using statutory powers – have drawn a bright line which protects the operational independence of the chief constable. There will be circumstances in which that boundary will come under pressure, perhaps because the legal content of the respective jurisdictions of the police and crime commissioner and the chief constable are not properly understood. That will be regrettable, and every possible step should be taken to ensure that any such uncertainties persist for no longer than is unavoidable, because the proper functioning of the police force and of the apparatus for its democratic accountability may be imperiled if they do.
57. Police and crime commissioners are not regulators, with powers of direction and intervention, and nor are they the operational commanders of police. The police and crime commissioner is rather the arm as well as the voice of the community, to be used to ensure that the powers which the community has devolved to the police are used with full regard to the needs of the community and according to the resources which the community has decided to devote to policing. Police and crime plans are not sets of mandatory directions which chief constables must carry out; police and crime commissioners are commissioners, not commanders.

58. On the other hand, a chief constable who unjustifiably disregards the community's lawful priorities, or operates in a way which wastes public money – through inefficiency or ineffectiveness – can and should expect appropriate pressure from the police and crime commissioner, which can, on valid grounds and after due process, lead to a decision to dismiss or not to reappoint the chief.
59. The accountability of the police to the community via a directly-elected entity is certainly not inimical to its operational independence.
60. The relationship between police and crime commissioners and chief constables is still in its infancy. It cannot fairly be assessed by Parliament and the electorate without more experience of it. A significant number of these relationships are already demonstrating substantial and welcome improvements over the police authority model, with greater focus on the needs of the community and far less bureaucracy and its attendant uncertainties and delays.
61. Through its inspections, HMIC has seen examples of police and crime commissioners creating a greater impetus in relation to partnership working, whether through the provision of funding, increased awareness of local issues from their public profiles, or



using their influence to overcome barriers which may previously have stalled these initiatives. Examples of this work include intervention programmes with offenders (South Yorkshire), drug and alcohol support services (Derbyshire) and proactive work to identify potential victims of domestic abuse (Norfolk) in order to secure early interventions, and the funding of physical activity classes to improve behaviour and training courses in construction for young people at risk of offending (Essex). The public now has a greater voice in determining the priorities of its local force. Analysis of police and crime plans highlights a clear commitment to local issues, with rural crime featuring in two-thirds of plans, business crime in just under half of all plans, and antisocial behaviour in all plans. Police and crime commissioners can also provide a greater focus to exploit new ways of working. Twenty-four per cent of police and crime commissioners are considering collaboration, 54 per cent say that reducing bureaucracy is important, and 76 per cent say they are committed to facilitating the police's better use of technology.

62. The relationship between the police and crime commissioner and the chief constable is not a hierarchical one, and chief constables need to acquire confidence in the nature of the constitutional relationship which they have with their police and crime commissioners.
63. Police and crime commissioners must of course bear in mind that policing is not a purely local affair, and nor is it only about the visibility of police officers. Police and crime commissioners need to work together in matters of regional and national policing needs, understanding and making appropriate provision for the threats of serious and organised crime, the international nature and mobility of criminality, the realities of cyber-crime and cyber-enabled crime, and the need for co-operation of police forces. That is what is required by the Strategic Policing Requirement. It is also necessary to remember that some of the most important work of the police

is carried out beyond the sight of the public, including in counter-terrorism, organised crime, fraud, and the protection of children and other vulnerable people.

64. The police are of course accountable to the community of which they are a part, and from which they derive their authority, both morally and legally. That accountability is principally to the law, and it is the law – constitutional, administrative, criminal and civil – which has provided the police not only with the very considerable powers they have, but also the limits on those powers. It is the law which has created police and crime commissioners as well as the rules of criminal procedure, the substantive criminal law, and the law concerning the nature and the protection of the rights of victims and of suspects.

The work of HMIC

65. In holding chief constables to account, police and crime commissioners need information and expert assessments, objectively obtained. The law does not require police and crime commissioners to obtain those things from anywhere in particular, although they would be susceptible to a rationality claim if they were to use manifestly inadequate sources. In 1856, Parliament established the Inspectors of Constabulary with the remit to inspect and report upon the efficiency and effectiveness of police forces. That core statutory function has not changed since then, and has been strengthened by powers to obtain information from police forces, including through unannounced inspections. The reports of the Inspectors of Constabulary must be published, unless doing so would be against the interests of national security or might jeopardise the safety of any person.
66. Information is the oxygen of accountability. It is, in the words of the Supreme Court: “key to sound decision-making, to accountability and development; it underpins democracy and assists in combatting

poverty, oppression, corruption, prejudice and inefficiency.”¹¹ Just as chief constables are accountable to police and crime commissioners according to the scheme established by the 2011 Act, police and crime commissioners are accountable in their turn to the electorate. Therefore, the publication of the reports of the Inspectors of Constabulary equips and enables the public to make judgments not only about the relative performance of their police force, but also by implication as to the extent to which their police and crime commissioner has been effective in discharging his responsibilities and fulfilling his promises to the voters. This is the model of police accountability established by Parliament, and it is the purpose and obligation of the Inspectors of Constabulary, within their statutory remit, to ensure that it works as intended.

67. Because of the very considerable sums of taxpayers’ money spent on policing in England and Wales, there is a pressing imperative that the public, and their elected representatives, have an appropriate assurance as to the efficiency, economy and effectiveness of the spending of so large a sum.
68. In recent years, HMIC has monitored the efficiency and effectiveness of police forces through detailed analysis of performance and financial data provided by those forces, and through thematic inspections, concentrating on areas of highest risk, greatest public importance and where things have gone wrong. The balance of inspections has become too weighted towards thematic inspections. It is important that everyone concerned with the police, principally the public and also the institutions responsible for holding them to account, have a reliable, impartial and expert assessment of the sufficiency and efficiency of core policing functions, in every force, every year.

11 Kennedy –v– The Charity Commission [2014] UKSC 20, *per* Lord Mance.



69. On 19 December 2013, the Minister for Policing announced the provisional decision of the Home Secretary to provide HMIC with an additional £9.4 million from the police settlement to fund a new programme of all-force inspections. HMIC's thematic work will continue for now, but the necessity of so many thematic inspections will diminish, since the core policing inspections will cover a great deal of the policing functions of the thematics¹². However, in the short term, the two programmes will run in parallel. In due course, as there come to be needed fewer thematic inspections, so the requirement for additional resources will reduce. Until then, HMIC's increased annual expenditure will represent approximately 0.16 per cent of the annual amount spent by police forces in England and Wales.
70. The focus of the annual all-force inspection programme will be on three principal themes, which are at the heart of the efficiency and effectiveness of the police: first, how well each force cuts crime, from anti-social behaviour to protecting vulnerable people and organised crime; secondly, how well each force provides a service that is fair, treating people properly, in the light of the fact that the legitimacy

¹² The all-force core policing inspections may also reveal problems which in themselves require deeper investigation by way of a thematic inspection.

of the police service is an important part of its effectiveness; and thirdly, how well police forces provide value for money.

71. In designing the all-force inspection programme, HMIC has obtained the co-operation and constructive assistance of police and crime commissioners, chief constables, the National Crime Agency, the College of Policing, staff associations, unions and the Home Office, together with other public agencies and senior academics. HMIC is presently carrying out public polling to establish the wishes of citizens, and public consultation on the inspection programme for 2014-15 closed last month. My fellow Inspectors of Constabulary and I are extremely grateful to all concerned for the help which is being so generously provided in this respect. This collaborative work will ensure that the design of the new inspection regime is as sound as possible, and can be carried out efficiently and economically so as best to meet the needs of the public.
72. From time to time, complaints are made by police forces and others about the amount of time which the police have to spend dealing with inspections. It is sometimes objected that inspectors require the creation of documents and other information which the force does not have, and which it is onerous to have to create purely for the purpose of the inspection.
73. HMIC will always try hard to ensure that its requests of police forces for information are kept as low as reasonably practicable. Inspection visits will, as far as possible, be planned and co-ordinated to ensure that unnecessary work is avoided. However, it must be recognised by forces and others that HMIC operates under a statutory mandate, and its inspections predominantly are required under the programme of inspections approved by the Home Secretary, or as a result of commissions from the Home Secretary or police and crime commissioners. They are carried out because

the elected representatives of the taxpaying public have asked for them. Resistance to accountability mandated by Parliament and required by and on behalf of the community is not appropriate. All monopoly services must be accountable, and the inspection regime established by Parliament in 1856, and endorsed and in some respects as recently as 2011 enhanced by Parliament, is an important part of the accountability matrix. The police are neither above nor immune from the legitimate scrutiny of the people they serve.

74. Moreover, the information which HMIC requires police forces to provide is almost always information which they should already have. No-one should spend the days before an inspection urgently creating material which the force needs for the proper functioning of its operations. Inspectors are sufficiently expert to know wet paint when they see it.
75. However, not only in order to prevent police forces engaging in such unnecessary activities, but also to ensure that inspectors are able to see the unpolished truth of the conditions of a police force, HMIC will increase the proportion of inspections which are carried out on an unannounced basis.
76. One of the many consequences of the evolution of what were hundreds of small police forces into the 43 Home Office forces we have today is the absence, in many respects, of any single form of data compilation, collection and retention¹³. If the local approaches to data lead to increasing fragmentation of approaches, they will imperil not only accountability but also the opportunities for collaboration between forces. With ever greater needs for a national or regional approach to doing things comes the necessity of a single way of gathering data and assessing performance, which facilitates

¹³ There are some national systems, such as the Police National Computer and the Police National Database.



valid comparisons whilst being sensitive to the different contexts and circumstances in which policing is being carried out. In this, the College of Policing can make a material contribution in devising common but sophisticated data standards for all police forces. HMIC will work with the College of Policing in this regard. Until the College of Policing has completed this work, HMIC will proceed with a much higher degree of data standardisation according to its own design¹⁴, after full and constructive consultation with forces, local policing bodies, the Home Office and the College of Policing. In this, it may need additional non-financial support from the Home Office. In time, forces will be able to provide HMIC with direct access to their systems, thus achieving an additional level in the efficiency and economy of inspection.

¹⁴ See recommendation 49 of the Independent Review of Police Officer and Staff Remuneration and Conditions of Service, Final Report, Vol 1, HM Stationery Office, London, March 2012, Cmnd 8325-1.

Confidence and trust

77. It is very much to be regretted that the confidence of the public in their ability to trust the police has been so severely shaken by controversies which have recently achieved public prominence, and ones which have been the subject of public concern and criticism for many years. They include those concerning Hillsborough, Orgreave Colliery, the investigation of the murder of Stephen Lawrence and how police conducted themselves afterwards¹⁵, the enforced resignation of a Cabinet Minister as a result of the actions of at least one dishonest police officer, the sexual deception of citizens who trusted undercover police officers, and others. Some – not all – of these cases remain open and unconcluded, but that has not stopped some commentators and others deciding them prematurely and without possession of the full facts. Others – such as the case of the murder of Stephen Lawrence – have reached the stage where a sufficient proportion of the facts are now known already to justify very severe criticisms and public disquiet.
78. Loss of trust in the police is corrosive to the heart of the British model of policing by consent by a predominantly unarmed service. Police officers require and depend upon the consent of the community, and with that consent comes co-operation and the provision of information. Neighbourhood policing is central to this, and it is from co-operation from the public at that level that the police obtain most of their information about crime and the potential for crime, whether it is in the roots of anti-social behaviour, leading to more serious crime, or for the purposes of counter-terrorism. It is

¹⁵ On 6 March 2014, the Home Secretary commissioned HMIC to include in its inspection into police integrity and leadership a specific examination of the anti-corruption capability of police forces, including force professional standards departments; this is to include the capability of forces to gather regular, actionable intelligence on corruption matters.



therefore important that where trust has been lost or damaged, it is restored as rapidly and effectively as possible.

79. With the possession of considerable power comes the obligation not only to use that power so as to achieve just ends, but also to use it in a way which is conspicuously fair. In the context of police powers, fairness not only requires adherence to the legal rules of criminal procedure, but also to the need to do so, and to be seen to do so, in a fair, courteous and respectful manner, consistent with the presumption of innocence and the rights of citizens not to be subject to violence - physical or verbal – by the agents of the state without lawful cause. In other words, the police must treat people with respect, as fellow members of the community of which the police are part.
80. This point is intensified when the police use their powers to stop and search people, since these are powers to deny a person his liberty and subject him to an invasion of his privacy and person. Such things must be done with care, and only on lawful grounds. The absence of such treatment inflames resentment and may damage or even lose

the consent of the community to the manner of policing which is being operated for them and on their behalf. The public expects the police to know how to use the powers granted to them by Parliament in an effective and fair manner. HMIC's report in July 2013 in relation to the use by police of their stop and search powers found important shortcomings in their use, and made recommendations to ensure that police officers are trained in the lawful grounds for the use of these powers and in how they should be used fairly and effectively to prevent and detect crime.

81. I have been told by some retired senior police officers that low-level corruption was endemic in the police in the 1960s and 1970s, probably intensified by disgracefully low police pay at the time. And there were then also material levels of much more serious corruption, which eventually led to the enactment of the Police and Criminal Evidence Act 1984 providing for significant safeguards for suspects in relation to their treatment. Very considerable steps have been taken since then to extinguish corruption, beginning principally with the tenure as Commissioner of the Metropolitan Police of the late Sir Robert Mark, who devoted the greatest part of his time in that office to anti-corruption. Although in those years police evidence was usually accepted by courts and juries almost without question – whereas now there are real fears that it is treated with greater caution and deserving of no greater weight or respect than the evidence of any other witness – it is almost undeniable that the police today are far more honest and honourable than they were 30 and 40 years ago.
82. There is very probably no profession, trade, vocation or occupation which can validly claim that every one of its practitioners or members is scrupulously honest. The issue is therefore a matter of fact and degree, and of admission and toleration. First, in what circumstances is a person dishonest, with what motivation, and with what effect? In other words, at work, to what extent can a person be trusted?



Secondly, how does the institution ensure that it admits as few dishonest people as possible, and how well does it look for, find and deal with such people?

83. It must also be remembered that the police, unlike almost every other occupation, deal with industrial quantities of dishonesty every day. There are few, if any, jobs where you can expect a significant proportion of the people with whom you deal day-to-day to lie or try to mislead you. And it must also be acknowledged that in order properly to gather intelligence on criminal behaviour and the activities of those planning or engaged in crime, it is sometimes necessary for the police to mislead those people, by operating undercover. Undercover operations require authorisation, supervision and control of the highest order, to ensure that they operate within the limits

accepted and given by the community, and it is of course necessary and right that they do. It should also be remembered that police officers who operate undercover in serious organised crime gangs and in comparable conditions take perhaps by far the greatest risks with their personal safety – and the welfare and futures of their families – on behalf of the public; they are amongst the bravest police officers of all. Those who operate in such circumstances, within the constraints of their authorisations and of course the law, deserve very great thanks from the public they risk their lives to protect.

84. At the moment of appointment, each police officer swears to discharge his duties 'with fairness, integrity, diligence and impartiality'. The code of ethics recently published by the College of Policing restates and reinforces the requirement of scrupulous honesty and integrity required of all police officers. In doing so, the code re-emphasises what has always been expected and demanded of police officers; it is not new, and it is wrong to criticise its simplicity and clarity; those are amongst its strengths. The code contains the standard to which nearly every police officer – that is, all except those who should be found out and thrown out by the police service – is professionally and personally deeply committed. It is my view and that of the Inspectors of Constabulary that honest, professional police officers are disgusted and distressed at instances of police corruption – for that is what dishonesty is – and are rightly deeply offended and hurt when the media and others attempt to disparage all on the basis of the discreditable actions of few. Police officers deserve fair treatment just as much as everyone else.
85. The police service should be as ruthless and uncompromising with officers guilty of discreditable and dishonest conduct as are professions such as law and medicine. The police are entrusted with the safety and security of the public and its property, and hold

special powers, given to them by the community, for those purposes. That bond of trust is sacred and must be honoured at all times.

86. The same principles apply and should be operated in cases where police officers abuse or exceed their powers, for misuse of authority is also an intolerable breach of trust.
87. Police corruption probably receives more public attention and public condemnation than corruption in other occupations because of the sanctity of the relationship of trust between the public and the police, and the most precious nature of the things which the police are charged to protect, and which they have the power lawfully to deny, namely life, safety and liberty.
88. The public is justifiably angry also of failures in other walks of life, for example in banking and financial services, where misbehaviour and reckless conduct has had a devastating effect on the economic wellbeing of many millions of people. And they rightly expect the law, and the law enforcement agencies of the state, to deal with those who have criminally violated their rights to honest dealing. They have the same expectations in relation to the quality of medicine, education, protective services, defence, construction, conditions at work, housing, social care and many other activities and services which have or have the potential to have profound effects on their lives. But when it comes to the most basic and important functions of the state – keeping people safe from those who would intentionally do harm – the public's expectations are at their highest. With considerable power – devolved to police officers by the community they are sworn to protect – comes not only considerable responsibility, but also high expectations. Those expectations are that police officers will adhere to standards of honesty and conduct which are appreciably higher than those demanded of most others. And it is in that respect that the public feel badly let down – and perhaps afraid

– when police officers are exposed as having failed. I have no doubt that that higher standard, of which very many other citizens would fall conspicuously short, is one which is today met with ease by the overwhelming majority of police officers and members of police staff.

89. In every organisation, the conduct as well as the quality of its leadership is a material determining factor in relation to its culture, principles and performance. In policing, the need for the highest quality of leaders and exemplary conduct on their parts is intensified because of the safety-critical nature of policing and the enormous powers which the police have over the lives of members of the community. If leaders fail to uphold the high standards rightly expected of them – for example, in relation to financial impropriety or the improper acceptance of gifts and hospitality – that will adversely affect the behaviour of some others lower down the organisation, and damage the morale of the vast majority of honest, hardworking officers and staff¹⁶. For these reasons, the best is expected and demanded of police leaders, and when there are material failures in that respect, a great deal suffers, both internally and externally.
90. Every level of leadership in the police must exemplify the highest standards. The men and women of the police service deserve to be led by people of integrity and intelligence, and in the main they are. Good leadership engenders high morale, efficiency and effectiveness; the opposite is also true. This goes throughout the police service, from chief constables to sergeants and their police staff equivalents. Good leadership training needs constantly to be kept under review to ensure that it always equips police leaders for a fast-changing,

¹⁶ The work of the Inspectorate in relation to its re-inspection of certain aspects of police relationships with the media and other parties was reported in December 2012, and a summary of its findings are in Part 2 of this report.

complex environment and set of demands. The same is true of the quality of management in the police.

Financial conditions, efficiency and performance

91. Since 2010, the economic conditions of the country have been sufficiently severe to require considerable reductions to police budgets. Forces have had to accommodate a £2.1 billion real terms reduction in central government funding since 2010. This has been a very sharp change in the financial conditions of police forces, which had grown accustomed to steadily increasing unpressurised financial settlements.
92. Since 2011, HMIC has carried out a 43-force inspection of the ways in which police forces in England and Wales have coped with these financial demands. Parts 2 and 3 of this report contain summaries of the findings of the inspection report in this respect published in July 2013.
93. In order to be able to meet demand with reduced resources, and maintain the quality of police services, the police service needs to ensure that it uses the most sophisticated techniques to predict demand, make the best possible assessment of the threat, harm and risk associated with circumstances and calls for service, and deploy increasingly limited resources in the most effective and efficient way. This in turn requires a sophisticated assessment of the performance and effectiveness of all of the assets used, both in the immediate term and in planning for the medium and long terms.
94. Even though the Home Secretary has abolished centrally-set performance targets, targets are still in widespread use, principally



because police and crime commissioners have used them extensively in their police and crime plans. And it is also true that many senior police commanders have spent a large part of their careers driven by targets, and may find it difficult to adopt any other approach.

95. There is no question that in order to understand the quality of performance and its efficiency, performance has to be measured. However, police recorded crime measures only certain types of crime, and omits significant and important types of crime, such as motoring offences and online fraud, as well as not reflecting many of the other things that the police are required to do in their role of keeping people safe, for example searching for missing persons, ensuring that lawful protests remain peaceful, and dealing with people with mental health problems. It is also necessary here to note that in the broad measures of crime, no proper account is taken of the relative seriousness of crimes; a rape counts as a single crime with no greater importance, in the general statistics, as shoplifting or possession of Class C drugs. And so, when police commanders are driven by such crude targets, the incentive for officers is to pursue crimes which are

easy to detect at the expense of more serious crime which is harder to detect, and to neglect the primary purpose of the police which is preventing crime and keeping people safe. Regrettably, performance targets of this kind have in some instances become so ingrained for so long that difficulties are found in getting people to do things in a more rational and intelligent way¹⁷.

96. Police leaders must always take decisions on the best available information, even though in the world of criminal justice that information will almost always be incomplete and often apparently in conflict. And so they must have appropriate measurements of performance. But those measures should be used as information, not as outcomes to be pursued for their own sakes, irrespective of the perverse effects – including criminalising young people when a more reasoned and proportionate approach would be right – and waste of resources which may come from such an approach. Most targets are based on measures of volume crimes and few are concerned with serious organised crime and crimes of the greatest complexity.
97. The professional assessments of police officers in making judgments about where are the greatest instances of threat, harm and risk need to be sound, and that is a process which is more complex than the simple pursuit of crude numbers on a spreadsheet. It is the responsibility of police leaders to ensure that their officers and staff concentrate on what matters most, not what scores highest in the partial and imperfect, discredited performance measurement systems of the past. And whilst a proper qualitative assessment of the relative importance and public good of policing activity is always necessary, police leaders who abandon all means of measuring performance –

¹⁷ In cases such as domestic abuse, so-called honour-based violence and female genital mutilation, an increase in reported crime would be a positive development because these crimes are known to be very significantly under-reported.

appropriately valued – run material risks that the pendulum swings too far the other way, and that their assets will under-perform. The removal or reduction of targets does not and should not lead to the abandonment of any performance measurement.

98. The quality of the crime data which the police collect and record has material importance in informing the public about their level of safety and security, the police and crime commissioner about the force's performance in the categories of crime in question, and police leaders about the efficiency and effectiveness of their operations and how their assets should best be deployed. No system is likely to be operated consistently with perfection, and there will always be rational and defensible differences in professional judgment about the compliant classification of offences. However, it is essential that crime recording is done honestly and within the rules. Police officers need to understand and properly apply the rules, and appropriate mechanisms must be in place to ensure due compliance, so that the users of crime statistics can rely upon them with confidence. Part 2 of this report summarises the results of HMCIC's inspection of crime data recording in Kent. Since then, the Home Secretary has commissioned HMCIC to carry out a 43-force inspection of crime data integrity. Its interim report will be published in April 2014 and its final report in October 2014.
99. Advances in technology in the hands of the police are and will continue to be enormously valuable in ensuring that police action is fair, efficient and effective. Much more can and should be done.
100. Body-worn video and sound-recording equipment provide police officers with evidence of high quality, which often leads to offenders entering early guilty pleas, and, in domestic violence cases, enables the circumstances of the crime and the condition of the victim to be incontrovertibly recorded and used in evidence even when the

victim changes her mind about supporting a prosecution, as often happens. Such technology also provides very valuable protection for police officers in cases where complaints are made against them, and where the facts of the encounter are called into question. And because of these advantages, very considerable savings in officer time and improvements in efficiency can be achieved.

101. Modern technology has many other uses and applications in policing. The College of Policing intends that by 2016 every police officer will carry a hand-held device which will provide him with up-to-date and reliable information already held by the police about his locality, the presence of offenders, repeat victims, addresses and vehicles. In this, too many police forces are only just catching up with commercial organisations which use sophisticated devices of this kind to provide their staff with information which they need to compete in their marketplaces. Whilst the police of course have no commercial competitors, the work they do is of far greater importance, and the public has the right to expect and demand that the police are equipped with the best available instruments, both to police effectively and to do so in the most efficient and economical manner.
102. Police forces have in the recent past specified and acquired technology separately or in collaboration with a few - but usually very few - others. Things are changing in this respect, but in places it is slow and patchy. In a world where multiple operational interfaces perpetuate - and may even intensify - complexity and lack of interoperability, it is essential that these difficulties - which are abundantly apparent - are kept to the irreducible minimum. However big a force may be, it has neighbours, and offenders of course do not respect police force boundaries. Interoperability and the absolute minimum of interfaces are essential to efficiency and effectiveness. A police force which takes an isolationist view is not operating efficiently, and may very

well imperil the safety of people, especially children, who need their protection. This is not a universal attitude, of course, but it is a dangerous one. Through efficient and effective joint working and the sharing of intelligence at local and national level, the operational boundaries of policing should be dissolved to the greatest extent reasonably practicable, even though the democratic accountability boundaries are intact and secure.

103. When entering into contracts for the acquisition of equipment or services, it is important that police forces use the most advanced techniques in contract design, negotiation, completion, implementation and management. This is particularly so in the case of long-term arrangements, for example in the case of the acquisition of information and communications technology and services. In such cases, it is often the case that, in the absence of appropriate intra-contractual mechanisms, the balance of control and therefore advantage may move over time from the purchaser to the supplier. In such cases, the better approach can be to design the procurement on the basis of a long-term co-operative joint venture which establishes public interest and commercial principles which are to be applied as time passes and technology and operating practices change, and which enable that change to be accommodated promptly and efficiently at a fair and affordable price. In cases where technology may reasonably be expected to change significantly over time, it is often most appropriate to contract for a service to be provided which reflects improvements and advances in what is feasible and available, rather than for the production and purchase of equipment and software which will require improvement or replacement at the principal expense of the customer. In these and other respects, police forces should always consider and, where appropriate, use their collective buying power rather than individually negotiating contracts, often without access to the best contract design expertise and techniques.

Children

104. Children are amongst the most vulnerable and defenceless members of society, and require the greatest level of protection. It is to them that we owe the highest duty, because they are the people with the most to lose if they become victims of crime, or they are drawn into offending behaviour. Children who witness violence or suffer neglect are more likely to become offenders when they grow up, and so maintain the cycle of criminality. It is the responsibility of the whole community to ensure this does not happen, and the cycle is broken. If it fails in this, the community too will suffer.
105. Modern technology provides new and more effective ways for children to be abused, pursued and drawn into crime. Moreover, violence and sexually explicit material available to children on smartphones and other devices desensitise them and distort and confuse their perceptions of normal behaviour. The risks which our children face as a result of modern technology are severe, and they need protection from people and agencies who understand the risks and can intervene to help them. And so the police need a sound understanding of these things, and how readily children can be targeted and abused in a silent and invisible world which closes in and compresses them to the point where they believe they cannot escape, and where the abuse and harm then intensify.
106. Very large proportions of children spend time online, often in conditions where they are not protected and their parents or guardians have little or no appreciation of the risks to which they are exposed. The National Crime Agency has developed methods and instruments which educate parents and children in the dangers of online activity, and it is important that these are understood and adopted by all police officers, not just specialist units within forces.

107. It is essential also that the police allocate sufficient resources to specialist child abuse investigation and public protection units, and ensure that staff have sound training in how children should be safeguarded, including in relation to how to recognise circumstances which present risks to children when they attend incidents, such as cases of domestic violence¹⁸.
108. Public confidence in the police and the other parts of the criminal justice system should be raised sufficiently – as it has been in an increasing number of cases recently – to encourage victims of child sexual exploitation, and other vulnerable people who are victims, to come forward, be believed, taken seriously and handled with sensitivity, and given the support they need to provide evidence in prosecutions. As said in paragraph 102, the need for police forces to dissolve the operational boundaries between one another, especially in relation to timely and efficient access to information¹⁹, is intensified in cases of the abuse of children, since they are especially vulnerable victims who may not understand that what is happening to them is wrong, may be afraid and not know where to go for help, may fear they will not be believed, and may be frightened of the criminal justice system, insofar as they understand it at all, particularly if they are intimidated or have been enveloped by their abusers. The

¹⁸ Part 2 of this report summarises the findings of HMIC's inspection of the child protection arrangements in Northamptonshire Police. In the inspection year, HMIC began or decided upon inspections – some of them joint inspections with other inspectorates – concerning: (a) the protection of children; (b) the consequences of the allegations which followed the Savile case; (c) missing children; (d) grooming and trafficking of children; (e) achieving best evidence in cases involving children, and (f) child sexual exploitation using 21st century technology.

¹⁹ In the case of the serial sex abuser Jimmy Savile, HMIC carried out an urgent inspection in relation to the police's knowledge of allegations against Savile and how that information was handled; a summary of the report's findings is in Part 2 of this report.

recent cases of the grooming of young girls in Oxford and Rochdale provided stark evidence of how the police and other agencies of the state can so profoundly fail children in need of protection, although the subsequent pursuit and prosecutions of the perpetrators were carried out with vigour and success.

Serious organised crime

109. Serious organised crime in England and Wales is estimated to cost £24 billion a year. It includes drug-trafficking, human trafficking and organised illegal immigration, high-value fraud and other financial crimes, counterfeiting, organised acquisitive crime and cyber-crime. It also includes widespread sexual exploitation of children and other vulnerable people. It corrodes society's wellbeing and fabric, creates offenders and victims all the way down the chain of effect, and in one way or another hurts almost every person in the country.
110. The National Crime Agency, which is the successor to the Serious Organised Crime Agency, estimates that 25,000 to 30,000 criminals are engaged in organised crime, and there are 2,800 organised crime groups operating in England and Wales.
111. Organised crime targets the most vulnerable people and communities, and is one of the most critical issues confronting modern-day policing. Tackling it requires a regional, national and international response, with police forces (supported by their police and crime commissioners) co-operating and collaborating as closely as possible and with information channels operating at optimum levels of capacity and performance.
112. Digital technology and the internet are rapidly providing criminals with new opportunities to commit crime. These arise either where criminals use technology to help them commit crimes that would

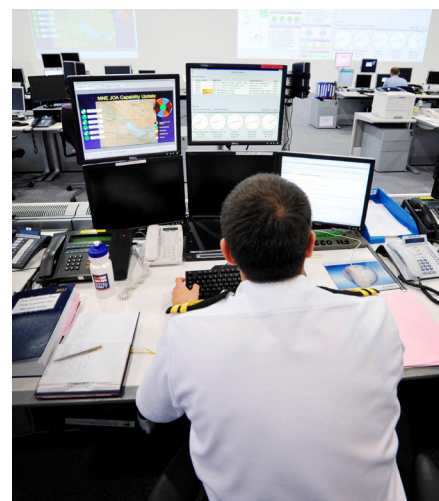
previously have been committed without the benefit of that technology – for example fraud and theft – or where they commit new crimes that were not possible before, such as an attack on the Government's online services using malicious software.

113. Cyber-crime is a description of both a class of offences which is relatively new, and a class of 'old' offences – such as fraud – which are made easier to commit by means of the internet and associated technology. The Government's cyber strategy in 2013 estimated losses to the public through cyber crime at £27 billion a year. Over 30 per cent of organized crime groups known to the National Crime Agency are now involved in some form of fraud. However, despite this, national crime reporting of fraud has only recently begun to rise. The City of London Police, responsible (from April 2014) for dealing with all reports of fraud in England and Wales, is of the view that the greater part of industry losses from fraud are not yet reported to the police.
114. Reporting of cyber-enabled fraud will rise considerably if and when financial institutions are no longer willing to absorb losses due to fraud without involving the police. If they stop, and the victims of fraud have no reliable means of receiving full financial redress, reporting of this type of crime will increase sharply, and public pressure to tackle offenders – who may be in other countries – will also rise. It is important that the police invests in a timely and efficient manner in the technology and expertise necessary to deal with cyber-crime, whether involving fraud or other kinds of offending.
115. The respondents to my consultation of police forces and others in connection with the preparation of this report were mostly strongly of the view that British policing is ill-prepared and ill-equipped to deal with cyber-crime. It has little understanding of it, and therefore its capacity effectively to deal with it is deficient.



116. The City of London Police inform me that in this respect British policing is probably no further behind the police services of other countries, and in some respects may be ahead. However, it should be remembered that it was British policing which pioneered fingerprinting and DNA in law enforcement. It is my view that it has the intelligence, the commitment and the energy to add sophisticated techniques to deal with cyber-crime to that distinguished record, a record which has produced handsome results for public safety and security the world over. It can do it again. For the reasons given in this report, the public will be impatient that it does.
117. The National Crime Agency has powers and a remit which are greater than those possessed of its predecessor, the Serious Organised Crime Agency. It works with law enforcement agencies throughout the world, and has established networks which in many respects largely dissolve the operational boundaries of national policing bodies, to reach the most prolific and dangerous criminals who are of course no respecters of national frontiers.
118. The National Crime Agency has successfully established national arrangements for the co-ordination and commissioning of the work of the police and law enforcement agencies to tackle organised crime. There has been constructive joint working between the police and the National Crime Agency since the Agency's inception, and this will pay dividends once the new capabilities of regional organised crime units (made possible by new funding from the Home Office and police and crime commissioners) have been fully established. The National Crime Agency's close co-operation with private sector businesses such as financial institutions and telecommunications companies and internet service providers is also important in the fight against serious organised crime.

119. Those who thought that slavery was abolished in the early 19th century need to understand that slavery is operating today, although the full extent of it is unknown. It is a scourge of modern society, and police forces need to recognise and tackle it effectively. Wiping out modern slavery has been made a priority for the National Crime Agency by the Home Secretary, and the Government has recently published a draft Bill in that regard. Its objectives are to facilitate the more efficient and effective pursuit and apprehension of those engaged in modern slavery, increase the sentences the courts can impose on them, and ensure that the victims of slavery receive the help they need after their rescue. HMIC is leading a joint inspection on trafficking and slavery in its 2014-16 criminal justice inspection programme.



Counter-terrorism

120. In partnership with the national intelligence agencies, the police play an effective role in countering the threat from terrorism. Working in accordance with the Government's counter-terrorism strategy, the police are deeply engaged in this critical area of public service, from preventing violent extremism in neighbourhoods to the successful arrest and (with the Crown Prosecution Service) prosecution of terrorists. It is essential that nothing is done to weaken the contribution of the police to countering the threat from terrorism. However, that should not impede efforts to make sure that the approach is efficient as well as effective. I therefore welcome the work of those leading counter-terrorism policing to examine how efficiently they are using their resources and whether this accords with the nature of today's understanding of the threats and risks associated with terrorism. HMIC will examine how well this has been done when it inspects counter-terrorism in the near future.



HMIC reports

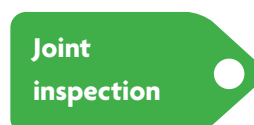
**Published between 14 August 2012
and 18 July 2013**

Report on an unannounced inspection visit to police custody suites in Norfolk and Suffolk

In April 2012, the inspection team was in Norfolk and Suffolk, to examine the six custody suites operated jointly by the two forces. This joint initiative, in which all the previous suites had been decommissioned and six new police investigation centres (PICs) built (in Bury St Edmunds and Martlesham in Suffolk, and Wymondham, King's Lynn, Great Yarmouth and Aylsham in Norfolk), had been completed a few months previously and had been strikingly successful.

Inspectors were pleased to find that:

- there was good communication and collaboration between the different PICs;
- the design and facilities management arrangements were excellent, and staff and detainees benefited from the clean, spacious environment;
- there was strong and consistent management, with a sustained attention to detail, to quality assurance, to effective handovers and to individual staff roles, This ensured a remarkable degree of consistency in custody processes;
- staff felt a real pride and ownership in the system, were calm and in control of their suites and were proactive in good risk assessment and management;
- provision for minority groups was appropriate and detention was not overused; and
- health care provision was of a good standard, with a tightly drawn contract, (although there were some delays in attendance and some issues in infection control).



Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:
Drusilla Sharpling

Published:
14 August 2012

Report on an inspection visit to police custody suites in Greater Manchester

In March 2012, the inspection team was in Greater Manchester. They examined ten custody suites operating 24 hours a day, as well as two standby suites.

Inspectors were pleased to find that:

- there was a clear strategic approach to custody provision, and that a move to central management of the custody function was raising standards;
- the modernisation of its custody programme provided Greater Manchester Police (GMP) with a firm foundation to improve the quality of provision and broader outcomes for detainees;
- most staff interactions with detainees were professional (although management of civilian detention officers needed to be improved);
- an appropriate balance was maintained between progressing cases and the rights of individuals; and
- there was an effective volunteer scheme to supply appropriate adults, which provided a service for young people and for vulnerable adults; and

Overall, there were some areas of excellent practice. However, there were also some issues

that needed to be addressed. In particular, inspectors were concerned to find that:

- the force needed to engage more positively with independent custody visitors;
- while some suites were in good condition, others contained a large amount of graffiti, and needed a deep clean;
- there was inadequate awareness of the needs of vulnerable groups;
- the assessment and management of risk needed greater attention to ensure the safety of detainees, with handover arrangements were a cause for concern at some suites;
- as with other police forces, there was no effective monitoring of the use of force; and
- there were serious gaps around mental health diversion, which the force was seeking to address.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

05 September 2012

Report on an unannounced inspection visit to the police custody suite in Bromley

In May 2012, the inspection team was in Bromley. They examined the custody suite in the centre of the borough, which operates 24 hours a day.

Inspectors were pleased to find that:

- there was proactive, visible leadership from senior officers in the borough, and that the presence of a permanent custody manager and staff supported consistent performance;
- there was strong partnership working and good engagement with the independent custody visitors scheme;
- detainees were treated well on arrival and in the cells, physical conditions were good and the suite was well controlled;
- the use of handcuffs and strip-searching was proportionate;
- risk assessment was thorough, and care planning was good;
- the virtual court system was being used effectively (although it seemed to result in people being held for longer in police custody, especially when they were remanded into custody by the court);
- the primary health care service was good, although clinical governance and audit

were not clearly defined; and

- there was good access to the substance misuse service and to mental health provision, with a promising pilot 'diversion and liaison' scheme.

Overall therefore, there were some areas of excellent practice. However, some issues needed to be addressed. In particular, inspectors were concerned to find that:

- refresher training and training for custody assistants were not adequate, and staff needed training in mental health awareness;
- quality assurance measures lacked focus on the welfare and safety of detainees; and
- there were some problems with delays in accessing interpreters.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

18 September 2012

Report on an unannounced inspection visit to police custody suites in Lewisham

In May 2012, the inspection team was in Lewisham. They examined the main borough custody suite, which operates 24 hours a day, as well as the set-up of (but not operations in) a suite in Catford, which was used by both Lewisham and Southwark.

Inspectors were pleased to find that:

- there was a robust governance structure, with dedicated managers, permanent, suitably trained staff, and good visibility of senior managers;
- the processes of initial risk assessment and care planning were conducted well;
- care of detainees was good; and
- the standard of primary health care and medicines management was good, although some issues of cleanliness needed to be addressed.

Overall there were some areas of good practice. However, there were also some issues which needed to be addressed. In particular, inspectors were concerned to find that:

- there was insufficient control of the suite, especially at pressured times, and detention officers and custody assistants did not work together to best effect;

- non-custody staff were allowed free access to the cell area, and detention reviews were not always properly carried out;
- there were shortfalls in the timely availability of interpretators, whether in person or by telephone;
- pre-release planning was frequently cursory or absent; and
- there were some gaps in mental health provision, and staff had not been trained in mental health awareness.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

18 September 2012

Facing up to offending: use of restorative justice in the criminal justice system

This was a joint inspection with Her Majesty's Inspectorate of Probation, Her Majesty's Crown Prosecution Service Inspectorate and Her Majesty's Inspectorate of Prisons. They examined the use of restorative justice across a sample of police forces, probation trusts, youth offending teams, and prisons and young offender institutions.

Restorative justice can be used throughout the criminal justice system, from the police using 'informal resolutions' to bring a common sense conclusion to incidents on the street (without resorting to judicial process), to formal 'restorative conferencing' (when a victim meets the offender face to face, sometimes in prison after the offender has been convicted). The benefits of this approach are well evidenced in previous research, both as providing satisfaction to victims and reducing the frequency of re-offending; but more research is needed to assess the impact of informal resolutions following a marked increase in their use.

The inspection team found that:

- There were good examples of restorative justice being used across a range of settings, but the level of take-up varied across criminal justice agencies.
- While police records showed that use of informal resolutions increased from 0.5% to 12% of all case disposals between

2008 and 2011, and restorative justice is well established in youth offending teams, take up in prisons/young offender institutions and probation trusts was less widespread. All agencies should use the good examples of 'what works' outlined in the report to inform their practice.

"There is no doubt that when used correctly, restorative justice can work and has clear benefits, particularly for victims – indeed, its use is increasing. More research may be required to assess the impact on reoffending. Our inspection found inconsistencies in how restorative justice is implemented across the criminal justice system. It is vital that this is rectified to ensure its benefits and uses are understood by all. The priority in this is the experience of victims, and while we recognise ongoing work, there must be better engagement with the public to ensure a wide understanding of those measures available – a failure to do so could lead to perceptions of injustice."

– HMI Drusilla Sharpling

- The benefits of using restorative justice were understood by victims, those who offend, practitioners and (with some reservations) the public. The inspectors

spoke to victims, offenders, practitioners and a sample of the general public. Where victims had taken part in restorative justice meetings, there was high victim satisfaction, and practitioners across the criminal justice system recognised the benefits of using these methods.

- Those who offend who had taken part in restorative justice meetings, on the whole, reported a positive influence on their views on offending.
- Focus groups found that while the public were generally supportive of restorative justice – in particular in cases of young people who offend – there was less support for these measures with adult offenders.

However, these benefits were not consistently available to all victims in all areas. The inspectorates found inconsistencies in the use of restorative justice, both between different criminal justice agencies and across geographical areas. For instance, different police forces allowed different offence types to be resolved with restorative approaches; probation trusts were at very different stages of embedding restorative justice in their work; and some residential staff in prisons did not have a clear understanding of how it worked.

Those who offend, and victims were also not

given consistent advice by the police about the implications of having an informal resolution on their record. These inconsistencies and problems with terminology could damage the reputation of restorative justice, and lead to the perception of a ‘postcode lottery’ (with, for instance, an individual in one area receiving an informal resolution, whereas in another he or she would be formally charged for the same offence).

More could be done to involve victims and communities in the process. Keeping victims informed, empowered and up-to-date on the progress of their case is an essential element of ‘what works’ in restorative justice. However, the inspection and victim surveys showed this did not always happen.

Based on these findings, the report made 11 recommendations for the criminal justice system, which aimed to bring consistency to the use of restorative measures (while recognising the importance of local discretion).



**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons;
HM Inspectorate of probation; HM
Crown Prosecution Service Inspectorate

Lead HMI:

Drusilla Sharpling

Published:

18 September 2012

HM Revenue and Customs' management of internal fraud and corruption

HMRC has a responsibility to ensure that it minimises the risks from fraud and corruption in carrying out its functions. This includes the risk that some unscrupulous staff may present, whether operating alone or on behalf of their family and friends or, perhaps of greater concern, through links to organised crime.

In carrying out its inspection of how HMRC mitigates the risk from internal fraud and corruption, HMIC found no evidence to suggest that the vast majority of HMRC employees were other than honest, hardworking individuals who were well aware of their responsibilities and the need to act in an appropriate manner when managing tax-payer information and revenue. HMIC also found HMRC had a wide range of systems in place to mitigate the risk and prevent internal fraud and corruption.

However, while HMRC had overarching governance arrangements in place to combat internal fraud and corruption (for example the Audit and Risk Committee), there was a need for clarity on where at senior management level the overall risk was owned. Several directorates within HMRC had functions that contributed to countering internal fraud and corruption. For example, People Function devised and implemented policies, including those surrounding staff behaviour; Security and Information Directorate was responsible for mitigating the risk of information leakage;

Communications and Marketing raised awareness amongst staff; and Enforcement and Compliance contained the investigative arm known as Internal Governance, which was charged with investigating internal fraud.

The heads of these business areas communicated with each other and coordinated what they did to varying degrees. Furthermore, both the Chief People Officer and Director General for Enforcement and Compliance had roles in relation to this area and briefed the Audit and Risk Committee. However, no single person on the HMRC Executive Committee was identifiable as having the lead or overall responsibility across the business for preventing and identifying internal fraud and corruption. This was a potential weakness in governance arrangements.

While HMRC had appointed a counter-fraud champion and developed a counter-fraud strategy, the focus was still more outward than inward facing.

Specialist

Lead HMI:

Stephen Otter

Published:

19 September 2012

Lessons learned review – Wiltshire Police

Following the death of Wiltshire Deputy Chief Constable David Ainsworth on 22 March 2011, Wiltshire Police Authority asked HMIC to identify what lessons could be learned from the management of events both leading up to and following the death of Mr Ainsworth.

HMIC recognised that the force and Police Authority were presented with an exceptional set of circumstances, centred on the tragic death of their Deputy Chief Constable. Both before and after the death of Mr Ainsworth the scale and speed of events that unfolded could not have been readily predicted, and consequently decisions were made with limited precedent or guidance.

The report was set against six themes: organisational culture; leadership and governance; policies; systems and processes; people and skills; and audit and performance.

HMIC found that:

- the chief constable provided clear and ‘hands-on’ leadership, following due process in dealing with the misconduct allegations, and taking personal responsibility for the management of events. However, there was a lack of clarity about the division of responsibility and accountability between the chief constable and the Police Authority;

- there was a lack of clear communication around how the misconduct process operated, its timescales, and the status of individuals within it. This caused confusion and distress to those involved;
- welfare provision for employees was given due consideration, but would have benefitted from being tailored to individual need and extended to those who had left the organisation; and
- whilst there was a lack of structure and coordination between those providing welfare assistance to Mr Ainsworth, it is acknowledged that confidentiality arrangements made it extremely difficult to share information.

The review also found that there was no formalised structure at a national level for the welfare needs of chief officers. This was acknowledged by HM Coroner during the inquest and he stated his intention to write to the Association of Chief Police Officers (ACPO) highlighting the issues.



Commission

Lead HMI:

Zoë Billingham

Published:

26 September 2012

Preparing for police and crime commissioners

On 22 November 2012, police and crime commissioners (PCCs) took office in 41 police force areas in England and Wales. HMIC visited all 41 police authorities to test the progress they were making in planning for future budgets and governance.

Although there was some variation between authorities in their approach and the progress achieved to date, we found that authorities were, in general, making considerable progress since we last looked at this.

We found authorities working on their plans with police forces and strong support from the Association of Police and Crime Commissioners/ Association of Police Authorities (APCC/APA), the Association of Police Authorities Chief Executives (APACE) and the Police Authority Treasurers' Society (PATs). HMIC found that they are making as much progress as possible given the uncertainties and risks, such as funding levels and – for some – gaps in the senior team. This, within the limits of these uncertainties, provides a level of reassurance.

HMIC found:

- In general, authorities were preparing their budget planning for 2013/14 and beyond as far as possible given the uncertainties. At that stage authorities did not have certainty around their final budgets nor all of their budget pressures.

- Some Offices of the Police and Crime Commissioner (OPCCs) were likely to lack senior team capacity early on. When PCCs arrive, or soon after, HMIC found nine OPCCs may have had one or more of the two required statutory posts vacant. The APA and APACE were liaising with four organisations which specialise in providing interim management expertise in an attempt to provide interim cover. In addition, HMIC found that OPCCs may lack skills such as commissioning.
- Authorities were developing or had already developed structures for accountability and decision making. All authorities recognise the need to strike a balance between arrangements that allow the PCC to function from day one and those that, through over-engineering or lack of flexibility, constrain the PCC. Authorities were drawing on national guidance to help them strike this balance. The final decision on the structures to adopt was a matter for the PCC.

Thematic

Lead HMI:

Zoë Billingham

Published:

28 September 2012

Report on an inspection visit to police custody suites in Staffordshire

In May 2012, the inspection team was in Staffordshire. They examined three custody suites which operate 24 hours a day (Stoke-on-Trent, Burton-on-Trent and Watling House, Gailey), as well as two reserve suites (Stafford and Tamworth). Overall therefore there were some areas of excellent practice.

Inspectors were pleased to find that:

- custody staff treated people positively and respectfully;
- the custody suites were mainly in clean and in good condition;
- risk assessment and risk management practices were good;
- the use of force was proportionate;
- custody sergeants made appropriate decisions about detention, and reviews were carried out on time; and
- there was a reasonably good substance misuse service.

However, there were also some issues which needed to be addressed. In particular, inspectors were concerned to find that:

- although there was an appropriate oversight of the custody function, the

structure wasn't clear enough at several points: a centralised custody model had been in place for two years, but was not fully embedded in consistent standards and practice;

- the system of organisation and delivery of health services was outdated, although custody staff did their best to work around the shortcomings;
- clinical governance was informal at best, while clinical rooms and many aspects of medical equipment and medicines management were not up to standard;
- there was little assistance for those with disabilities; and
- there was insufficient provision of appropriate adults, especially for vulnerable adults in the south of the county.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

27 September 2012

Taking time for crime: a study of how police officers prevent crime in the field

This inspection examined how frontline police officers are supported and enabled to prevent crime in the field, with the aim of informing discussion about the development of policing in the future. Fieldwork was conducted in six forces, which between them represented the breadth and depth of the policing challenge.

HMIC found that uniformed officers and detectives spend at least 80 percent of their time on crime, a figure supported by analysis of the incidents reported to police. However, the inspection revealed an array of barriers to the majority of constables in preventing crime, in particular:

- an absence of clarity around the mission for policing – all the forces were using different mission statements, and these vary even across departments within the same force;
- weaknesses in operational and technological support to officers in the field – out of the 19 basic technology operating systems now required by a constable to carry out frontline roles away from police stations, only one was consistently available, and this was not always effectual; and
- limitations in training – crime prevention is only one out of the 190 modules constables receive in their initial training.

HMIC therefore suggested that the role of the frontline officer, the most precious asset in the delivery of policing to the public, should be at the forefront of the professionalisation of the police service through the creation of the College of Policing. Police and crime commissioners (PCCs) and chief constables should consider how they can support officers to operate effectively as independent professionals in the field by providing them with a near real-time intelligence infrastructure (linked to better application of technology), and by making sure officers have the knowledge of evidenced based policing practice necessary to successfully prevent crime.

HM Chief Inspector of Constabulary, Sir Denis O'Connor, said:

“No longer can the police operate as they have – in a predominantly reactive way that chases increasing demand for service. This is especially true in these times of austerity where more is needed from less. Now is the time to return to a preventive policing approach; one which was the foundation of modern policing in 1829, but was lost in the 1970s – as the service invested new technology in a predominantly reactive system of policing that is no longer sustainable.

“To achieve this shift in approach, the service will need to be clear about its mission and

provide its frontline officers the operational support, technology and training that empowers them to operate in the field as independent professionals. This is not simply about technology, pay or accountability. The character and direction of policing really matter too – that is what first Commissioners understood all those years ago.”

about how the role of the frontline officer is placed at the centre of the development of the professionalisation of the service in the form of the College of Policing.”



HM Inspector for the National Team, Stephen Otter, said;

“This study has found that even without the best infrastructure to support them, frontline officers are outstanding at getting-by to deliver an effective service to the public. But in this period of reducing budgets, there is a need to enable frontline officers to operate in the field as independent professionals. This study sets out some ideas to trigger a discussion across the service and beyond

Thematic

Lead HMI:

Stephen Otter

Published:

27 September 2012

Report on an unannounced inspection visit to police custody suites in the City of London

In June 2012, the inspection team was in the City of London. They looked at one full-time designated custody suite at Bishopsgate police station, and one standby suite at Snow Hill.

Inspectors were pleased to find that:

- there was healthy interaction between City of London police, the Police Committee of the City Corporation and independent custody visitors;
- custody was not used disproportionately;
- staff treated detainees with dignity;
- Police and Criminal Evidence Act (PACE) procedures were carried out efficiently;
- risk assessments were thorough and the use of handcuffs was proportionate;
- the suites were reasonably clean and in good condition;
- immigration detainees were moved on without long delays;
- the appropriate adult service was good, and interpretation was used when necessary; and
- there was good cover by nurses, and the substance misuse service was effective.

Overall, there were some areas of excellent practice. However, there were also some issues which needed to be addressed. In particular, inspectors were concerned to find that:

- a lack of systematic oversight in risk areas such as safety checks, quality assurance of custody records, and staff handovers;
- because custody staff were not permanent, there was a risk of inconsistency in the day-to-day supervision of police gaolers;
- clinical rooms were in a poor state;
- the level of performance in the delivery of the healthcare contract was not being sufficiently examined; and
- working relationships with the mental health trust were good, but there was a need for a diversion/liaison service and better organisation of 136 procedures.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

02 November 2012

Report on an unannounced follow-up inspection visit to police custody suites in Avon and Somerset

In July 2012, the inspection team was in Avon and Somerset. This was a follow-up to a previous inspection in August 2010, and examined ten full-time designated custody suites, and eight non-designated suites – although many of these cells were not in use.

Inspectors were pleased to find that:

- strategic leadership for custody provision was now provided by an assistant chief constable;
- staff interactions with detainees were professional, and their approach was generally respectful;
- seventeen-year-olds were generally treated as juveniles;
- an appropriate balance was maintained between progressing cases and the rights of individuals;
- healthcare monitoring arrangements and substance use services were good; and
- the use of police cells as a place of safety under section 136 of the Mental Health Act 1983 had reduced.

Inspectors therefore concluded that the force had taken previous recommendations seriously, with improvements evident in several areas.

However, inspectors were concerned to find that:

- strategic management arrangements were confusing and affected the force's ability to have consistent standards of practice (although this was being addressed);
- the assessment and management of risk during booking-in and pre-release needed more quality assurance to ensure consistency;
- there was no effective monitoring of the use of force;
- despite improvements, most suites were still in a rundown condition;
- response times for forensic medical examiners were often too long; and
- there was still inadequate provision of health-based places of safety under section 136 of the Mental Health Act.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

04 November 2012

Revisiting police relationships: progress report

This report detailed findings from a revisit inspection of all 43 forces, which examined progress made against the recommendations of the 2011 HMIC report, *Without Fear or Favour*.

In 2011, the Home Secretary asked HMIC to examine and consider “instances of undue influence, inappropriate contractual arrangements and other abuses of power in police relationships with the media and other parties”.

While the resulting report, *Without Fear or Favour* (published 13 December 2011), found no evidence that corruption was endemic in police relationships with the media and others, it did not issue a clean bill of health. In particular, HMIC was concerned that few forces provided any policy or guidance in relation to key integrity issues, such as how the police should interact with the media, the acceptance of gifts and hospitality, what second jobs officers and staff should be allowed to do, and the use of corporate credit cards.

To help tackle these issues, the report provided police forces and authorities with specific recommendations in relation to the identification, monitoring and management of potential concerns and vulnerabilities in matters of integrity.

During the 2012 revisit, HMIC found that while some progress had been made (particularly

through putting in place processes and policies to manage threats to integrity), more needed to be done. The pace of change also needed to increase, not least to demonstrate to the public that the police service was serious about managing integrity issues.

“HMIC found that the police service is responding to our 2011 report, *Without Fear or Favour*, by making improvements to how it identifies, monitors and manages integrity issues; but we are concerned that this progress is inconsistent, and lacks a uniform sense of urgency.

“Integrity is fundamental to the core values of the police and what it means to be a police officer. As such it must be at the heart of every action carried out and word spoken by police officers and staff. HMIC will therefore continue to monitor and inspect the service’s progress in order to provide the public with confidence that all forces are adhering to high standards in these respects.”

– HMI Roger Baker

In particular, our findings showed that more needed to be done by the police service to establish and intensify high degree of conscious self-management of integrity issues.

The report made the following principal recommendations:

- The evidence showed that progress is inconsistent across forces, and so more needed to be done – and with a greater sense of urgency – if the public is to have confidence that the service was taking integrity matters seriously, and gripping them effectively. Therefore, in addition to scrutiny of chief officers by PCCs, there continued to be a need for independent external scrutiny by HMIC, including unannounced inspections.
- There was little evidence of force professional standards departments checking and challenging chief officers in connection with issues of integrity. A more transparent and challenging environment therefore needed to be created. HMIC suggested that police and crime commissioners (PCCs) may wish to assure themselves that their forces were nurturing such environments with effective internal scrutiny and challenge.
- More robust and auditable corporate governance arrangements were required if the new accountability arrangements were to work effectively. These needed to differentiate clearly the roles and responsibilities of chief officers and PCCs.
- The College of Policing should quickly develop sound professional standards for training and development in connection with issues of integrity.

The report concluded that PCCs should also assure themselves that they had effective governance structures in place to hold forces to account for their progress in making sound arrangements in connection with matters of integrity.

Thematic

Lead HMI:

Roger Baker

Published:

19 December 2012

Report on an unannounced inspection visit to police custody suites in Gwent

In September 2012, the inspection team was in Gwent, where they examined two full-time custody suites.

Inspectors were pleased to find that:

- strategic oversight of the custody function was coherent and effective;
- the suites had sufficient capacity and were well run;
- partnership working was well developed, with an effective independent visiting group;
- detainees were treated properly; vulnerable people were treated with consideration and risk assessments were thorough and sensitive to individual circumstances;
- a high level of voluntary attendance for interview suggested that detention was not overused;
- Police and Criminal Evidence Act (PACE) requirements were met, and the courts were flexible in accepting cases on the day of arrest;
- telephone interpreting was used for those with poor English, and there was good coordination with the UK Border Agency;
- the substance misuse service was effective, and detention of people under section 136 of the Mental Health Act was well controlled.

Overall, there were areas of excellent practice. However, there were also some issues which needed to be addressed. Inspectors were concerned to find that:

- operational management, communications and initial training were generally carried out well, but there was no refresher training to maintain staff engagement;
- preparation for release was not always thorough, and at Newport, call bells were not always responded to promptly;
- gaps in the doctors' rota created problems, although nursing cover was adequate; and
- the prescription and administration of medicines were not efficient, and in some respects were irregular.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

22 January 2013

Children and young people who sexually offend: missed opportunities to prevent reoffending

This criminal justice joint inspection examined multi-agency work undertaken with children and young people who have been convicted of sexual offences, and were being supervised within the community. It assessed the quality of this work; its outcomes; how the different agencies involved worked together; and what had been achieved. These children and young people form a very small proportion of those who offend, but their behaviour is estimated to account for more than a tenth of all sexual offending, and its impact can be extremely damaging.

Inspectors found that most children and young people complied with their orders and engaged well with work undertaken to address their offending. The majority had not reoffended. However, interventions to prevent offending could have taken place earlier.

Inspectors also found that:

- cases were slow to get to court, and took an average of eight months between disclosure and sentence, resulting in lengthy periods when little or no work was done with the young person;
- despite some examples of good practice, much work was characterised by poor communication between the relevant agencies, with inadequate assessment and joint planning;

- many young people had complex and multiple needs, but positive examples of holistic interventions to address these delivered by a range of agencies were rare;

“The behaviour of this small but significant group of children and young people can be extremely damaging, often involving other children as victims. Yet the evidence from our inspection is that these children and young people do respond to intervention from the youth offending teams, and can be prevented from reoffending before developing entrenched patterns of behaviour.

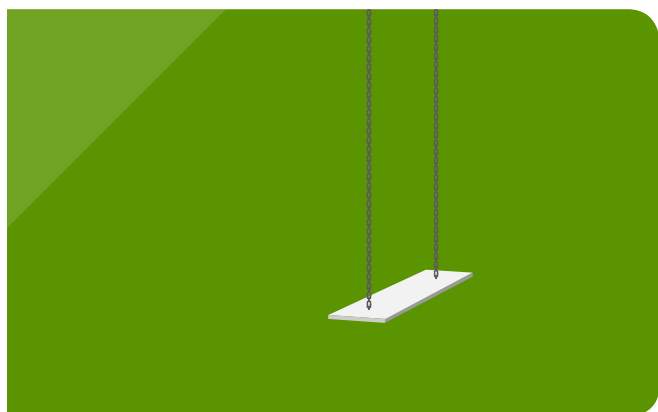
“We were therefore very concerned to find that a sizeable number of these children had been referred on previous occasions to children’s services, but that the significance of their sexual behaviour was either not recognised or dismissed. This, to us, represented a lost opportunity, both for the children themselves and their potential victims.”

– Chief Inspector of Probation,
Liz Calderbank

- once these children had been picked up by the justice system, their chances for rehabilitation improved, and they clearly benefited from the child-focused

approach by youth offending team workers; and

- despite some successful outcomes, there was little evidence of routine evaluation at a strategic level of the quality of effectiveness of multi-agency work.



The report therefore concluded that reoffending by children and young people who commit sexual offences can in some cases be prevented, but opportunities to intervene early were often missed by professionals. Inspectors made a number of recommendations to criminal justice agencies, Children's Services and Social Services to help address these issues.

**Joint
inspection**

Inspectorates: Criminal Justice
Joint Inspection

Lead HMI:
Drusilla Sharpling

Published:
07 February 2013

Report on an inspection visit to police custody suites in Merseyside

In October 2012, the inspection team was in Merseyside. They examined five custody suites operating 24 hours a day (St Anne Street Liverpool, Belle Vale Liverpool, St Helens, Wirral, and Copy Lane Liverpool), as well as two standby suites which were open from Friday to Monday (Kirkby and Wavertree, and Southport).

Inspectors were pleased to find that:

- strategically the force had a good grip of its custody work, and performance was well monitored, with the support of active engagement by the police authority and the custody visitors;
- staff were polite and appropriate in their manner with detainees, and competent at handling difficult or disruptive people;
- the provision of showers, and of food and drink to detainees was satisfactory;
- force policy had moved towards a greater emphasis on detaining only those for whom it was necessary;
- detention reviews were timely, those detained had their rights explained and staff worked to ensure that detainees arrived promptly at court;
- the healthcare service had improved considerably; and

- substance misuse and mental health services were performing well, and many detainees had been diverted into hospital care.

Overall, there were some areas of excellent practice. However, there were also some issues which needed to be addressed. In particular, inspectors were concerned to find that:

- some suites were not actively supervised enough by custody managers, and some sergeants and detention officers did not work sufficiently as a team;
- staff did not make proper provision for women and young people in all cases, and there was little to support those with disabilities;
- the organisation of regular observation of those in cells, and of passing information from one shift to the next, was insufficient; and
- assessment and support in respect of pre-release needs was patchy.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

01 March 2013

“Mistakes were made.” HMIC’s review into allegations and intelligence material concerning Jimmy Savile between 1964 and 2012

In November 2012, the Home Secretary commissioned HMIC to assess the police knowledge of, and response to, the historical allegations made against the late Jimmy Savile and related individuals. In particular, she asked that this review should explicitly concentrate on establishing: which police forces received reports and/or allegations in respect of Savile and related individuals prior to the launch of Operation Yewtree (5 October 2012); and, with regard to those forces, the extent to which those allegations were robustly investigated, and if there were any police failings in so doing.

Thereafter, the Home Secretary commissioned HMIC to identify the wider lessons to be learned both from the specific historical investigations by forces into allegations against Savile and related individuals, and from what has emerged as a result of Operation Yewtree.

HMIC asked police forces to provide all information relating to sexual abuse by Jimmy Savile recorded before the launch of Operation Yewtree. The findings were surprising, given what was, by the time of review, known of Savile’s prolific offending over many decades: the police recorded just five allegations of criminal conduct and two pieces of intelligence information during Savile’s lifetime, with the earliest of these records dating from 1964. In stark contrast, since 2012 and the time of the review more than 600 people had come forward

with allegations against Savile. It was of serious concern that so few victims of abuse felt able to go to the police at the time in the knowledge that action would be taken.

“The findings in this report are of deep concern, and clearly there were mistakes in how the police handled the allegations made against Savile during his lifetime. However, an equally profound problem is that victims felt unable to come forward and report crimes of sexual abuse.

It is imperative that all those charged with protecting these victims do more to encourage reporting, taking the right action to bring perpetrators to justice. We welcome the new measures announced recently by the Director of Public Prosecutions and the Association of Chief Police Officers. But more needs to be done, and it is neither enough nor correct to say “This couldn’t happen now.”

– HMI Drusilla Sharpling

Although Savile lived in West Yorkshire for much of his life, the seven pieces of information considered in the report were identified by the police in Surrey, Sussex and London. During the course of this review, the chief constable of West Yorkshire referred questions relating to the relationship between West Yorkshire Police and Savile to the IPCC.

To improve HMIC's understanding of why no specific allegations against Savile were recorded before 2003, HMIC considered policy and practice changes in the police service and the wider criminal justice system over Savile's period of offending. HMIC found that a child reporting sexual abuse today is likely to be better treated than 50 years ago. But there was still more to do if children are to receive the full protection of the changes that have been introduced since then.

HMIC found that the police had made mistakes in their handling of the five allegations and two pieces of intelligence information. While there were systems and processes available that could have enabled the three forces involved to 'join the dots' and spot patterns, these were used either incorrectly, or not at all.

This resulted in a series of failings: to understand the potential depth of Savile's criminality; to encourage (given what the report refers to as the 'Yewtree effect') other victims to come forward; and to bring about an appropriate prosecution. A related theme identified in the inspection was the isolation each person felt as a result of believing that Savile had not abused anyone else.

While this report found only seven records, HMIC had wider concerns about the way the police manage and use information, and whether

national guidance is being given full effect in all forces. HMIC highlighted that it would examine this further as part of the review into child sexual abuse and sexual exploitation.




Thematic

Lead HMI:

Drusilla Sharpling

Published:

12 March 2013

Living in a different world: A joint review of disability hate crime

This joint inspection with Her Majesty's Crown Prosecution Service Inspectorate and Her Majesty's Inspectorate of Probation examined how the police, Crown Prosecution Service (CPS) and probation trusts deal with crimes against disabled people. This involved reviewing how the three agencies work, and revealed problems in the detection and recording of crimes targeted against people because of their disability.

The inspection found a lack of understanding of what classifies a disability hate crime, and confusion around how this type of offence should be recorded and investigated. The report therefore recommended a common definition that is universally recognised and that is simple to interpret and apply at 'ground level'.

The under-reporting of disability hate crime was a significant concern and needs to be addressed. Inspectors therefore recommended that the immediate priority should be to encourage more people to come forward to report this kind of offence.

Inspectors also found that:

- Many police forces had not taken an approach that supported disabled victims from the point of call through to the case being considered at court. As a result, gaps in identification, communication and partnership working were contributing to limitations in the service to victims.

- CPS lawyers displayed a lack of clarity in identifying and analysing offences, and sometimes failed to obtain sufficient evidence from the police in order to identify disability hate crimes.
- Disability hate crime must have a higher priority with the work of the probation trusts, who should also address the needs of those offenders who commit disability hate crimes.

Although acknowledging some progress has been made, inspectors therefore concluded that all agencies must do more to ensure that disability hate crime is treated on an equal footing with other hate crimes, and that victims have the confidence to report crimes.

Joint inspection

Inspectorates: HMIC;
HM Crown Prosecution Service
Inspectorate; HM Inspectorate of
Probation

Lead HMI:

Drusilla Sharpling

Published:

21 March 2013

Report on an unannounced inspection visit to police custody suites in Haringey

In December 2012, the inspection team was in Haringey. They examined two custody suites operating 24 hours a day, in Hornsey and Tottenham.

Inspectors were pleased to find that:

- senior managers in the borough operational command unit had a clear strategy, centred on moving to a new suite at Wood Green, with dedicated and integrated staffing and management structures planned in preparation for this move;
- the assessment and management of risk were, on the whole, sound;
- staff treated detainees well;
- people were detained for the right reasons, and staff took care to ensure that detainees received their legal rights and entitlements;
- those needing assistance (such as young people, vulnerable adults and those who did not speak English well) received it;
- the standard of health care was acceptable, with a very good peer review system for doctors; and
- a good service was provided for those

with drug or alcohol problems and, within daytime hours, for those with mental health issues.

Overall, there were many areas of good practice. However, there were also some issues to address. In particular, inspectors were concerned to find that:

- before the move to Wood Green, the lack of a distinct operational focus on custody was leading to some shortfalls in consistency and quality;
- although arrangements for the assessment and management of risk were mainly sound, this was less evident in the way the force created care plans, maintained the right frequency of observations, and prepared detainees for release;
- reviews of detention were not always carried out appropriately or on time; and
- waits to see health care professionals were sometimes too long, and the medical rooms were unsatisfactory.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:
Drusilla Sharpling

Published:
09 April 2013

Report on an inspection visit to Border Force customs custody suites in England and Scotland

This joint inspection with Her Majesty's Inspectorate of Prisons was the first in a programme of inspections of Border Force customs custody suites. Inspectors examined the network of custody suites known as spine suites (which have cells similar to those in police custody suites) at Birmingham, Colnbrook (Heathrow), Dover, Gatwick, Manchester, and Glasgow.

These suites are generally used by Border Force to detain people suspected of illegally importing either controlled drugs, or other goods with a criminal intent of evading excise. Because offenders often ingest drugs in sealed packages to avoid normal search procedures, spine suites are equipped with specially adapted and supervised toilets, where suspects can be detained until the body naturally excretes the packages.

Inspectors also visited interview suites (insecure rooms where suspects are detained for very short periods) at Harwich, Luton, Stansted, St Pancras, and Edinburgh (although this review focused mainly on spine suites).

Inspectors were pleased to find that:

- there were very experienced staff in some of the busier spine suites;
- staff interacted well with detainees; and

- the legal rights of detainees (under the Police and Criminal Evidence Act in England) were respected.

However, inspectors were concerned to find that:

- health services had developed inconsistently across the regions, and were not governed by national standards or monitoring;
- staff with little or no training or recent experience were brought in on the rare occasions that some of the less busy suites were opened;
- procedures for the assessment and management of risk and the provision of appropriate facilities for detainees were undeveloped and inconsistent across the range of suites; and
- physical environments varied in their suitability.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

01 May 2013

Report on an inspection visit to police custody suites in Hampshire

In November 2012, the joint inspection team was in Hampshire. The inspection examined nine custody suites which operate 24 hours a day (Aldershot, Basingstoke, Fareham, Lyndhurst, Newport (Isle of Wight), Portsmouth, Southampton, Waterloooville, and Winchester), and two reserve suites (Alton and Havant).

Inspectors were pleased to find that:

- there had been a move to centralised management of custody and full staffing;
- inspectors were communicating with and managing the staff actively, with good training provided;
- staff were positive and considerate in their treatment of detainees, and often very caring towards vulnerable people;
- suites were kept clean, despite most showing signs of wear and tear; and
- there was good liaison with the Border Force and with the armed services (which have many personnel based in the area).

However, some areas which still needed to be addressed. In particular, inspectors were concerned to find that:

- none of the medical rooms was fit for purpose;

- the performance of the main contracted provider of primary care was not monitored, and there was evidence that detainees had to wait too long to see a healthcare professional;
- arrangements for substance misuse interventions were patchy, and mental health provision was similarly complex and inconsistent;
- the number of people detained on mental health grounds in police custody, while reducing, remained too high;
- appropriate adults were available for young people and vulnerable adults in the daytime, but less so out of hours; and
- rousing checks for intoxicated people were not systematic, and continuous supervision of those at highest risk was not always carried out properly.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

07 May 2013

Stop the Drift 2 – a continuing focus on 21st century criminal justice

In October 2010, HMIC published *Stop the Drift: A Focus on 21st Century Criminal Justice*, which identified a number of concerns about the detrimental effect of some police systems and practices on the efficiency of the criminal justice system (CJS) as a whole.

“We believe the time has come to act decisively, with renewed focus and determination to streamline the criminal justice process and banish the spectre of unnecessary bureaucracy that has been, for far too long, an impediment to progress. We hope this review provides some insights on how police officer time might be freed up while improving performance within the system.”

– HM Inspector of Constabulary, Drusilla Sharpling and Chief Inspector of HM Crown Prosecution Service, Michael Fuller

Unnecessary bureaucracy has the effect of keeping officers at their desks when they should be out, protecting the public from harm. The effective management of information enables the police service to comply with the law, where the rights and interests of vulnerable people, suspects, victims and witnesses are protected and upheld.

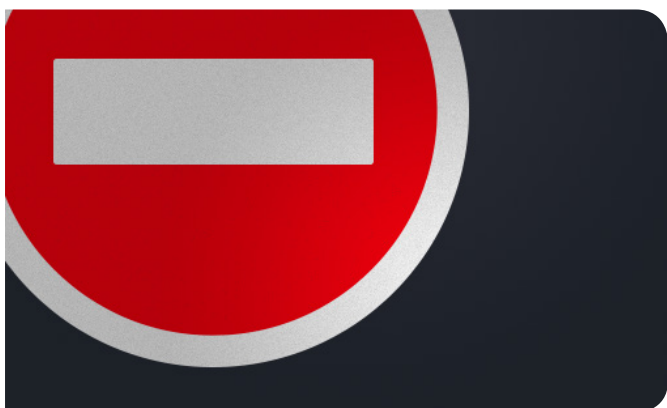
In 2012, and in light of the renewed emphasis on reducing bureaucracy and freeing up police time, HMIC worked with HM Crown Prosecution Inspectorate to re-examine some of the issues described in *Stop the Drift*, to assess what progress had been made.

The joint inspection team found that while significant effort has been made in recent years to improve efficiency in both the custody and criminal justice process, there were still a number of issues identified in past reports on this subject which continued to generate delays in processing cases. For example:

- there were still too many people detained in police custody under Section 136 of the Mental Health Act 1983;
- vulnerable detainees often required one-to-one monitoring by officers – a very time-consuming process;
- children and young people denied bail following charge continued to be detained in cells rather than transferred to local authority accommodation;
- a lack of holding cells and custody officers was resulting in excessive waiting times to ‘book in’ prisoners;
- obtaining results of forensic science analyses could still take a long time;

- officers were still being used for escort duties when detainees were taken to hospital; and
- arrangements for the transfer of detainees to court by private companies were not always effective, and often resulted in police officers transporting detainees to court themselves.

Justice is better served when good quality information is passed between agencies within the CJS. The report concluded that much can be done to streamline the process from arrest or detention to release from the police station or disposal at court – particularly around IT.



In addition, a principal document for the prosecution in a case is the police report, which should contain all the information needed to present a case to court. As part of the review 40 case files were assessed. When looking at the summary of evidence part of the forms, inspectors found that only three out of the 40 (7.5%) were of a sufficient quality. These results are a marked decline from the findings of a similar exercise conducted in 2011.

**Joint
inspection**

Inspectorates: HMIC;
HM Crown Prosecution
Inspectorate

Lead HMI:

Drusilla Sharpling

Published:

04 June 2013

Her Majesty's Revenue and Customs disclosure compliance with criminal investigations

Between October 2012 and January 2013, HMIC conducted an inspection of the way in which HMRC complied with legal disclosure obligations in accordance with the Criminal Procedure and Investigations Act 1996 as amended by the Criminal Justice Act 2003. This included an assessment of the leadership, governance, systems and processes in place to ensure compliance with the legislation and of the training provided to staff.

The inspection revealed some issues of concern around leadership and governance, including a lack of understanding among staff as to what the Disclosure Coordination Unit are responsible for doing. This needed to be rectified and clear terms of reference created. Within the Enforcement Handbook there was an unambiguous mandatory instruction that staff must prepare disclosure plans at the outset of an investigation, and submit disclosure consolidation reports at the conclusion of a prosecution. However, there was evidence that investigators were not following the requirement of the Enforcement Handbook in some cases and were adopting their own different procedures for recording and revealing unused material, jeopardising prosecutions and potentially wasting public funds.

All investigators must use HMRC's case handling system, an element of which caters

exclusively for disclosure and the completion of disclosure schedules. A training package was introduced in July 2012 to assist staff with populating the case handling system. However at the time of the inspection, only a minority of investigators had completed the training. Furthermore, the inspection revealed that investigators were not routinely using the case handling system for disclosure purposes and for the preparation of schedules as required.

Negative attitudes towards the role of the disclosure officer was a recurring theme throughout this inspection, although its importance was fully accepted and understood. Investigators were open in saying that it was considered an undesirable role within the investigation because it was office based, protracted and could lead to tension in the team during case preparation and prosecution. It was also felt that the disclosure officer was not always supported by middle management and that the task was secondary to the investigation and not always recognised as critical.

Thematic

Lead HMI:

Stephen Otter

Published:

10 June 2013

Making the connections (National Ballistics Intelligence Service and Police Forces)

In early 2013, HMIC carried out an inspection of police force compliance with the Memorandum of Understanding between the National Ballistics Intelligence Service (NABIS) and the Police Forces and Partner Law Enforcement Agencies of England and Wales. The commission for this inspection originated in a discussion between HMIC and ACPO in early 2012.⁵ The inspection was then listed in HMIC's business plan for 2012/13, which was approved by the Home Secretary.

HMIC inspected ten forces between 21 January and 28 February 2013: Avon and Somerset Constabulary, Cumbria Constabulary, Merseyside Police, Northumbria Police, Nottinghamshire Police, South Wales Police, Staffordshire Police, Suffolk Constabulary, Surrey Police, and West Yorkshire Police. They were chosen to form the inspection sample because they represented a range of:

- force sizes;
- rural and urban environments;
- rates of gun crime; and
- levels of engagement with NABIS (e.g. number of incidents recorded and items submitted).

Inspected forces recognised the value of NABIS as the only national service to link firearms-related criminality through ballistic examination, and to provide intelligence products that can identify emerging firearms-related threats.

However, guidance needed to be clear about NABIS's role and what information forces should record on the database. It was essential that the guidance be reviewed and that new guidance instructs forces to record only such information that NABIS requires to fulfil its role, thus minimising the burden on the police and avoiding duplication of effort.

In order to ensure that all appropriate ballistic items are recorded on the database and submitted to NABIS, forces needed to have robust end-to-end processes for the identification, local recording and overall management of ballistic items.

Thematic

Lead HMI:
Stephen Otter

Published:
11 June 2013

Essex Police's approach to managing cases of domestic abuse

In December 2008, Maria Stubbings was strangled and murdered by her ex-boyfriend Marc Chivers. Two and a half years later on 6 June 2011, Christine Chambers and her two-year-old daughter Shania were murdered by Shania's father, and fewer than eight weeks later on 24 July 2011, Jeanette Goodwin was murdered by her ex-partner. All of these cases were subject to investigations by the Independent Police Complaints Commission (IPCC), whose reports were critical of a number of aspects of the force's response to domestic abuse.



HMIC's review assessed whether measures the force has put in place in response to these IPCC reports have ensured risks to victims of domestic abuse are now adequately managed.

Adequate management of risks to victims of domestic abuse means ensuring that those people who handle these cases have all of the

relevant information available; that they respond in a targeted way; and that they know when the risk to victims is greatest.

HMIC found that Essex Police had taken a number of important steps since summer 2011 to improve the way in which it deals with domestic abuse cases. Overall governance had been strengthened, and arrangements put in place to reduce backlogs in the system. The force had also invested in training, and better intelligence was provided to officers who attend incidents. Domestic abuse was a clear priority for the force, and it was the only specific type of crime that has been identified as a key area of focus in the police and crime commissioner's police and crime plan.

However, the review found that while individual officers carried out appropriate actions to protect and support victims, the overall approach to dealing with victims was fragmented. This risks undermining trust among victims and increases the likelihood of victims being unwilling to support prosecutions.

More needed to be done to ensure that the risks to victims of domestic abuse in Essex were managed:

- The force should review the way in which its graded response policy is applied to domestic abuse incidents – at the moment most of these incidents were

assessed as a priority response, which made it difficult for control room staff to identify those cases that need the fastest response. By treating every case as a priority, there was a risk that the more urgent cases are not being properly prioritised.

- The force needed to develop staff understanding around the response to domestic abuse, and how dealing with it effectively could enhance the confidence of victims and prevent homicides.
- The force should ensure the right information is available to staff who handle abuse cases – for example, by reviewing its standard operating procedure to include a question which establishes how frightened a caller feels.
- The force should take immediate steps to monitor cases where perpetrators were taken directly from police custody to court, to help ensure that the risk to victims continues to be managed if the perpetrator is released.
- The force needed to intensify its work with other agencies across Essex to develop a more co-ordinated approach to domestic abuse.

HM Inspector of Constabulary, Zoë Billingham, said:

“Domestic abuse is a very serious crime – as the tragic cases of Maria Stubbings, Christine Chambers, her two-year-old daughter Shania and Jeanette Goodwin demonstrate – and it’s absolutely vital the police get the handling of these cases right for victims. Essex Police should be recognised for taking the positive step of asking for this issue to be reviewed, and the force has taken a number of important steps to address how domestic abuse cases are handled. However, there is still more work to do to ensure that victims get the best possible service from their force.”

Thematic

Lead HMI:

Zoë Billingham

Published:

13 June 2013

Crime recording in Kent – a report commissioned by the police and crime commissioner for Kent

In February 2013, the police and crime commissioner for Kent commissioned HMIC to conduct an inspection to determine whether the people of Kent could have confidence in Kent Police's crime figures. HMIC reviewed key stages of Kent Police's crime recording process from initial calls from the public, through to the final resolution of the crime. Inspectors also examined the extent to which the culture in Kent had an impact on crime recording practices.



The inspection found that the public were being offered a high level of service from the call-handling staff at the point of their initial phone calls. However, the processes that followed would sometimes deteriorate, as crimes were not being correctly recorded. In the sample reviewed, HMIC found the force had under-recorded approximately one in every ten crimes. Crimes were also not being resolved in accordance with national requirements and guidance, with a small number of cases found

where cautions had been issued for serious crimes. HMIC also found cases where penalty notices had been inappropriately issued to people with significant offending histories.

HMIC concluded that there had in the past been an institutional bias in Kent towards chasing numerical targets for solving crime, which had led to some officers focusing on categories of crime which had the best chance of a quick and easy resolution. As a result, resources had sometimes been diverted from tackling other crimes – some of which have far greater impacts

“Our inspection has found that appreciably more needs to be done by Kent Police to make sure its crime figures are as accurate as they should be. The force has been addressing the issue of crime recording and has made significant progress in this area. However, we found that the force had under-recorded approximately one in every ten crimes of the sample we examined – this means some victims are not getting the service they deserve.

“We are confident that, given the improvements made so far, and the commitment of the chief constable, the force will respond positively to the issues raised in this report and take steps to improve the accuracy of crime recording in Kent.”

– Zoë Billingham, HM Inspector of Constabulary

on the people and communities in Kent. This approach does not contravene the Home Office Counting Rules, but it is against the spirit of them.

HMIC acknowledged that the force had recognised the issue of a target-driven culture as a major problem. It was developing a framework with a much stronger emphasis on service to the public and the chief constable has expressed determination to change this culture.

HMIC highlighted a series of issues that Kent Police needed to address in order to improve the accuracy of its crime figures.

HMIC plans to conduct a review of crime data integrity in all forces in England and Wales during 2013/14.

The logo for the PCC Commission, featuring the text "PCC Commission" in white on a purple background with a white circle.

Lead HMI:
Zoë Billingham

Published:
17 June 2013

Report on an inspection visit to police custody suites in Essex

In January 2013, the inspection team was in Essex. They examined nine custody suites operating 24 hours a day (Basildon, Braintree, Chelmsford, Clacton, Colchester, Grays, Harlow, Rayleigh, and Southend), as well as one part-time suite at Stansted Airport.

Inspectors were pleased to find that:

- sergeants were skilful in assessing and managing risk while detainees were in custody;
- staff treated detainees with kindness, although the actual care offered was inconsistent;
- there was an appropriate focus on the requirements of the Police and Criminal Evidence Act 1984 (PACE);
- there was a reasonable primary health care service, with prompt response to call-outs and the management of medicines was generally sound;
- regular mental health diversion services were provided and more were planned, although too many people were brought into police custody under section 136 of the Mental Health Act 1983.

The custody operation had been centralised less than a year before the inspection, and there were

evident benefits of this. However, there was still progress to make in some areas. In particular, inspectors were concerned to find that:

- there were inadequate staffing levels;
- privacy in booking-in areas was poor, and detainees sometimes stayed in handcuffs for too long after arrival;
- staff were not always mindful of child safeguarding issues;
- staff handover arrangements needed to be improved to ensure all key information was communicated to the incoming shift;
- the force adhered to the PACE definition of a child, treating 17-year-olds as adults, and not calling for appropriate adults to be available to support them; and
- as a result of early court cut-off times, some detainees were held far longer in police custody than would otherwise be necessary.

**Joint
inspection**

Inspectorates: HMIC;
HM Inspectorate of Prisons

Lead HMI:

Drusilla Sharpling

Published:

19 June 2013

A criminal use of police cells? The use of police custody as a place of safety for people with mental health needs

This joint review was carried out by HMIC, Her Majesty's Inspectorate of Prisons, the Care Quality Commission and Healthcare Inspectorate Wales. Inspectors examined the extent to which police custody is used as a place of safety under section 136 of the Mental Health Act 1983, and identified the factors which either enable or inhibit the acceptance of those detained under the power into a preferred place of safety, such as a hospital or other medical facility

The police have powers under section 136 to take individuals who are suffering from mental health issues in a public place to a 'place of safety' for their protection, and so they can be medically assessed. Legislative codes of practice are clear that in all but "exceptional" circumstances, this should be in a hospital, or other health setting.

However, in 2011/12, more than 9,000 people were taken into police custody under section 136. This is clearly not an "exceptional" use of the power. Some of these detainees were as young as 14 years old. In the vast majority (81%) of the 70 cases examined in detail as part of this inspection, the reason for detention was that the person had either attempted suicide or self-harm, or indicated that they were thinking of doing so.

People detained in police custody under section 136 are subject to the same processes and procedures, and kept in the same style of cell,

as those arrested for crimes: the difference is that they are ill, not suspected criminals. Police custody cells are not designed to support their needs – but the inspection found section 136 detainees spend an average of 10 hours and 32 minutes in custody, and that the law allows for them to be detained up to 72 hours, without review. By way of contrast, those arrested for a crime can only be held for a maximum of 24 hours, during which time they must be reviewed regularly. The report called for this disparity to be resolved.

Looking after section 136 detainees until an assessment can be made or a more appropriate place of safety found also means that police officers are taken off their more regular duties. For instance, inspectors were told of one occasion when a custody sergeant was so concerned about the welfare of a 17-year-old detained in police custody under section 136 overnight (because no one from the child and adolescent mental health services was available to assess him between 6pm and 9am) that he placed him on 'close proximity observations', which requires either a police officer or police staff member to monitor the detainee constantly from outside the cell.

In many of the 70 cases examined in detail, the reason why the police used custody as a place of safety (as opposed to a hospital, for instance) was not given. When this was recorded, the most

common explanations were: insufficient staff at a health-based place of safety; the absence of available beds at the health-based place of safety; the person had consumed alcohol; or the person either was displaying violent behaviour, or had a history of doing so.

“This report finds that too many people are being detained in police custody under section 136. Their only ‘crime’ is that they have mental disorders, but they are treated in many ways as if they are criminals. This deplorable situation cannot be allowed to continue.

“To ensure the correct care and consideration is given to these vulnerable people our report outlines a series of recommendations not only for the police service, but also for other organisations responsible for protecting those suffering with mental health disorders.”

– Her Majesty’s Inspector of Constabulary,
Drusilla Sharpling

Police officers interviewed as part of this inspection made it very clear that they do not use section 136 lightly, and many said they did not believe police custody was the appropriate place for these people to be. The inspectors agreed with this view.

The inspection also found patchy and inconsistent recording in relation to use of section 136, gaps in training around how the power should be used, and limits to the way in which information was collected and shared between agencies.

The report concludes with a number of recommendations, including those aimed at improving training and monitoring of use of section 136. It also calls for commissioners of health, mental health and social services to ensure that they put the resources in place to receive people detained under section 136 in a health-based setting, and to assess them quickly.

Joint inspection

Inspectorates: HMIC;
HM Inspectorate of Prisons;
Care Quality Commission;
Healthcare Inspectorate Wales

Lead HMI:

Drusilla Sharpling

Published:

20 June 2013

National police units which provide intelligence on criminality associated with protest – progress review

In 2012, HMIC published a report on the use of a specific type of undercover policing operation: long-term, intelligence-gathering deployments within domestic extremist or protest groups, conducted by the (since disbanded) National Public Order Intelligence Unit. This report made a series of recommendations, which aimed to ensure the use of these deployments is appropriate and proportionate.

In April 2013, HMIC reviewed the extent to which the recommendations of the 2012 report had been implemented. This report, which was presented to the Home Secretary in June 2013, found some significant work had taken place as a result of the 2012 report. However, HMIC was concerned that recommendations had not been fully implemented. In particular:

- the Home Office, Association of Chief Police Officers (ACPO) and the Office of Surveillance Commissioners had not made sufficient progress in establishing a system of prior approval for long-term undercover operations;
- whilst there was an ACPO authorising officer (AO) training course due to be delivered in the next 12 months, in the interim, assistant chief constable AOs were making critical decisions without appropriate training, and often with only limited experience of covert policing.

HMIC considered the delay in ensuring these AOs were properly trained and accredited to be unacceptable;

- HMIC's 2012 report recommended a tighter definition of domestic extremism, in order to reflect the seriousness of the crimes, and provide clarity to help the police make informed judgments about when an undercover operation would be an appropriate tactic. No agreed definition had been forthcoming. HMIC could not see any justification for this, and urged a new effort to achieve this; and
- while there had been some improvements in relation to the development of exit plans since the 2012 report, psychologists were still not engaged in their development.

In addition, the report recommended that chief constables (rather than lower ranked officers) should authorise, from the outset, undercover operations that are probable either to last longer than 12 months, or to be so intrusive as to be likely to raise public concerns about proportionality. This change would place the authorisation of the most complex and intrusive undercover operations on a par with other comparable activity (such as intrusive surveillance or property interference).

HMIC made a commitment, both in this report and in its inspection programme for 2013/14, to undertake further inspection of undercover policing.

“[News] coverage concerning the deployment of undercover police officers – and in particular, the serious allegations in relation to members of the Lawrence family, and Duwayne Brooks – has rightly resulted in much debate about how the tactic has been and should be used. As Her Majesty’s Chief Inspector of Constabulary, I share the concerns of the Prime Minister, the Home Secretary, and the public in this regard.”

– HM Chief Inspector of Constabulary, Tom Winsor

The Home Secretary had already announced two inquiries into the deployment of officers from the (now disbanded) Special Demonstration Squad. Together with HMIC’s 2013/14 inspection of current practice, these will materially assist in ensuring that allegations of the misuse of current undercover policing tactics should never validly be made.

On 10 June 2013, in its published inspection programme for 2013/14, HMIC scheduled work on a major review of undercover policing. This new inspection will cover all 43 Home Office police forces in England and Wales, including of course the Metropolitan Police, and will examine, evaluate and report on the sufficiency, effectiveness and efficiency of the present-day systems, processes and practices for the deployment of undercover police officers, including in relation to their operation in accordance with the requirements of the law.

Thematic

Lead HMI:
Stephen Otter

Published:
27 June 2013

Inspection of the Police Service of Northern Ireland Historical Enquiries Team

Upon the request of the chief constable of the Police Service of Northern Ireland (PSNI) in 2012, the Minister of Justice for Northern Ireland commissioned HMIC to inspect the role and function of the Historical Enquiries Team (HET).

The inspection focused on whether the HET's approach to reviewing military cases conforms to current policing standards and policy; if it adopts a consistent approach to all cases (i.e. both military and paramilitary cases); and if the HET's review process meets the requirements that would ensure it is compliant with Article 2 of the European Convention on Human Rights and Fundamental Freedoms (i.e. independence, effectiveness, promptness, and transparency and accountability).

The inspection found that:

- the HET was not conforming to current policing standards in a significant number of important areas. In particular, HMIC found a lack of explicit systems and processes; different teams adopting different working practices; no clearly defined complaints process; and (up to that point) no independent review of the HET's processes;
- the HET treated state involvement cases differently as a matter of policy and this appears to be based on a misinterpretation of the law. This was

entirely wrong, and had led to state involvement cases being reviewed with less rigour in some areas than non-state cases; and

- as a result, HMIC considered that the HET's approach to state involvement cases is inconsistent with the UK's obligations under Article 2 ECHR.

HMIC made a number of recommendations in the report, which it considered needed to be implemented as a matter of urgency.

Her Majesty's Inspector of Constabulary, Stephen Otter said:

"Our recommendations set out fundamental improvements that the PSNI and the HET need to make in order to ensure the team is effective in delivering its objectives in a way that: is consistent with the requirements of Article 2 ECHR; and commands the confidence of the public of Northern Ireland – and, in particular, of the families of the victims of 'the troubles'.

Thematic

Lead HMI:

Stephen Otter

Published:

03 July 2013

Private sector partnering in the police service

This joint practical guide provides advice for police and crime commissioners and forces who are considering collaborations with the private sector. It is based on the experiences of 12 forces which have already embarked on such partnerships, and informed by HMIC and the NAO's expertise in policing, commissioning and private finance.

Both the National Audit Office (NAO) and HMIC recognised the continued demands on forces and police and crime commissioners to look for new and innovative ways of saving money while improving efficiency. Reports published by both organisations also highlighted how the police are now increasingly looking to work in partnership with private sector organisations to achieve these aims. But the amount of information available to forces to help them put in place and manage such arrangements had to date been limited. There was thus a risk that police forces might not be reaching the most efficient deal for the public.

The guide focuses on three types of partnership – major business partnering, custody partnering, and consultancy support – which HMIC and the NAO considered have the potential to yield savings while supporting business change.

Her Majesty's Inspector of Constabulary, Zoë Billingham, said:

“Reforms and financial challenges over the decades have seen the relationship between the police and the private sector grow. Both HMIC and the NAO acknowledge the demands placed on forces and police and crime commissioners to find new ways of saving money while transforming the way they work.

“The forces we visited for this work were some of the ‘first to market’ to try and achieve these aims by entering into partnerships with the private sector. The guide published today is based on their experiences – both good and bad – and informed by our organisations’ wider expertise in policing, commissioning and private finance. We hope it will be of use as all forces and police and crime commissioners work to make savings and maintain or improve the service they provide to their communities.”

Guidance

Lead HMI:

Zoë Billingham

Published:

05 July 2013

Stop and search powers: are the police using them effectively and fairly?

After renewed concern about the way police use stop and search powers after the 2011 riots, the Home Secretary commissioned HMIC to conduct an inspection of the use of stop and search powers in all 43 Home Office funded forces in England and Wales.

Over a million stop and search encounters have been recorded every year since 2006; but in 2011/12 only 9 percent led to arrests. The police use of stop and search powers has been cited as a key concern for police legitimacy and public trust in most of the major public inquiries into policing since the 1970s. While there is much public debate about the disproportionate use of the powers on black and minority ethnic people, there has to date been surprisingly little attention paid – by either the police service or the public – to how effective the use of stop and search powers is in preventing and detecting crime.

The inspection, which included a public survey of over 19,000 people, found that:

- the majority of forces (30) had not developed an understanding of how to use the powers of stop and search so that they are effective in preventing and detecting crime, with too many forces not collecting sufficient information to assess whether or not the use of the powers had been effective;
- 27 percent of the 8,783 stop and search records examined by HMIC did not include sufficient grounds to justify the lawful use of the power. The reasons for this included: poor understanding among officers about what constitutes the ‘reasonable grounds’ needed to justify a search, poor supervision; and an absence of direction and oversight by senior officers;
- there was high public support for the use of these powers, but this support diminished when there was a perception that the police are ‘overusing’ them; and
- half of forces did nothing to understand the impact that stop and search had on communities, and less than half complied with the requirements of the Police and Criminal Evidence Act 1984 code of practice to make arrangements for stop and search records to be scrutinised by the public.

When all findings were considered, HMIC concluded that the priority chief officers give to improving the use of stop and search powers had slipped since the publication of the Stephen Lawrence Inquiry Report in 1999.

HM Inspector of Constabulary, Stephen Otter, said:

“Our inspection found that the exercise, recording, monitoring, supervision and leadership oversight of the use of stop and search powers too often falls short of the requirements of the Police and Criminal Evidence Act 1984 code of practice, which sets the standards intended to protect the public from the incorrect and unlawful use of these intrusive powers.

“There is also insufficient understanding of how stop and search encounters work to prevent and detect crime to secure the effective use of the powers. Urgent action is required to put this right, and our recommendations set out the steps we think necessary to achieve the effective and fair use of these powers.

“We believe it is so important to rectify this quickly that HMIC will be revisiting forces within the next 18 months to assess progress against the recommendations.”

HM Chief Inspector of Constabulary, Tom Winsor, said:

“The police service in the UK is almost unique in investing its lowest ranking officers with its greatest and most intrusive powers. These include those of stop and search.

“The lawful and proper use of the powers is essential to the maintenance of public confidence and community acceptance of the police, without which the British model of policing by consent cannot function. It is therefore crucial that police officers can show, with the greatest transparency, that they use these powers with the utmost lawfulness and integrity at all times.”

Thematic

Lead HMI:

Stephen Otter

Published:

09 July 2013

Inspection of human tissue seizure, retention and disposal processes in Northern Ireland

In May 2012, the Association of Chief Police Officers (ACPO) and National Policing Improvement Agency carried out a review of the retention of human tissue by police forces in England, Wales and Northern Ireland. This review made ten recommendations to improve processes and procedures for the retention of human tissue in criminal cases.

HMIC was commissioned by the Department of Justice Northern Ireland to carry out an independent assessment of the progress Police Service of Northern Ireland (PSNI), the State Pathologist's Department, the Coroners Service of Northern Ireland and the Office of the Police Ombudsman (OPONI) have made against these recommendations.

We found that the recommendations that affected the PSNI had been largely achieved. That being said, as this report highlights there were still areas that needed progressing to ensure a consistent and accurate approach to the recommendations across all the inspected organisations was taken.

The inspection found that:

- the PSNI and OPONI senior investigating officers conducted the required debriefings at the end of each suspicious death and homicide investigation. Since the ACPO human tissue audit report, these debriefings considered
- the retention of human tissue samples. Decisions taken at debriefings were recorded on the appropriate case management systems of the inspected organisations;
- the PSNI and OPONI had, in consultation with the Coroners Service and State Pathologist's Department, created a clear process to be followed in non-suspicious deaths for the return of human tissue samples; and
- the State Pathologist's Department identified that when samples were sent to medical specialists for examination, other than PSNI, the SIO was not routinely informed. While this did not occur often it is important that the police know where all exhibits are so they can account for them.

Thematic

Lead HMI:

Stephen Otter

Published:

09 July 2013

Northamptonshire Police child protection arrangements: interim inspection findings

This report summarises the interim findings from the first three phases of a continuing inspection of Northamptonshire Police's child protection services. Fieldwork was conducted in January, March and June 2013.

In January 2013, as part of a pilot multi-agency inspection of child protection arrangements in the county, HMIC found that Northamptonshire Police was not giving sufficient priority to the protection of children in the county:

- the force was not allocating enough resources to child protection, and staff had received insufficient training in how to safeguard children;
- there were unacceptable delays in sharing information about children at risk with other agencies;
- police officers were not recognising potential risk to children when they attended incidents; and
- police officers were also failing to make referrals to either police child protection specialists or to other agencies (such as children's social care).

HMIC immediately engaged with the force to establish what remedial action it would put in place to address the issues raised.

A further inspection in March 2013 found the force had developed a plan for how it would improve its approach to child protection. But there were still concerns, and HMIC considered that more progress should have been made.

The revisit by HMIC in June 2013 found that the force had made extensive changes, investing significantly in child protection and developing a comprehensive plan designed to ensure the required improvements are made.

However, HMIC concluded it was too early to say whether the force was doing enough to properly protect children at risk within the county.

Thematic

Lead HMI:

Zoë Billingham

Published:

12 July 2013

Getting cases ready for court

This joint review in 2013 assessed the quality, proportionality and timeliness of 180 case files. These were taken from six police forces across England and Wales, and their corresponding Crown Prosecution Service (CPS) areas.

Getting cases to court, with the right information provided at the right time, enables the criminal justice system to function smoothly and ensures that the interests of justice are properly served. If the process is managed correctly, the inevitable paperwork associated with the passage of a case through the criminal justice system is kept to a minimum, allowing police and prosecutors to concentrate on serving the public better, rather than on remedial administrative work.

Both the police and the Crown Prosecution Service have in recent years produced guidance on how to build proportionate case files. However, this joint review found that while there had been some improvements in this respect, the reports police send to prosecutors were still frequently missing important details, or being ‘overbuilt’ with material or evidence that is not needed.

Inspectors considered that this reflected a considerable lack of understanding amongst frontline police officers of the importance and relevance of the information they are providing to the prosecutor. The focus tended to be on providing a prescribed set of documents

and forms, with insufficient attention given to the quality and relevance of the information provided.

Prosecutors were also sometimes leaving too long between receiving and reviewing the reports provided to them; this left little time to rectify these problems, or find missing information, and trial dates had sometimes had to be adjourned as a result.

The introduction of digital working was expected to bring benefits in terms of the timeliness and quality of case files. However, while recognising the important work in this area, inspectors found that incompatible and cumbersome IT systems significantly increased the time required for CPS staff to process work digitally at the present time compared to using paper forms. More work was planned to improve digital working so that these problems could be addressed.

Joint inspection

Inspectorates: HMIC;
HM Crown Prosecution Service
Inspectorate

Lead HMI:

Drusilla Sharpling

Published:

12 July 2013

Valuing the police

Policing in austerity: rising to the challenge

HMIC has tracked police forces' response to budget cuts since summer 2011, using force data and inspection to analyse how they are making savings, and the impact of this on their workforce, and on the service they provided to their communities.

The third report in this series found that overall there had been a good response to the financial challenge at the halfway point in the spending review period.

Most forces in England and Wales had plans in place to balance their books by March 2015, and had already made the vast majority of workforce reductions planned for the whole spending review period.

They had also taken material steps to protect their front line as they make these cuts. For instance, while forces plan to have 6,600 fewer frontline police officers by March 2015 (compared to March 2010, a reduction of 5 percent), the proportion of those left who will be in frontline roles is expected to increase from 89 percent to 93 percent.

However, some forces had cut costs by expanding the remit of neighbourhood policing teams to cover response and investigative roles. HMIC had concerns that this may mean they had less time for the crime prevention work which has traditionally been their focus (and which HMIC considers to be crucial to the success of

the police's principal purpose of protecting the public).

HMIC was also concerned that some forces had missed opportunities to lay the foundations for long-term savings or increases in efficiency, and that this may damage their effectiveness in the face of further cuts. For instance, the inspection revealed little collaboration activity (either between forces, or with the private or wider public sector): only 18 forces were expecting to deliver 10 percent or more of their savings in this way).

More generally, the technology available to police officers (which should be helping them to do more with less) remained poor. Police officers and staff continued to be frustrated by out-of-date systems and equipment.

Finally, HMIC considered that five forces would find it especially difficult to cope with further budget cuts after March 2015. This is either because they had already made significant cuts, and had few options left; because they had chosen to take the (relatively) easy option in this spending review period, and rely on short-term savings, rather than transforming their efficiency; or because of significant performance issues, which they would struggle to rectify at the same time as making further cuts.

The report made a number of recommendations for the police service, police and crime commissioners, the Home Office, and the College of Policing.

HM Inspector of Constabulary, Zoë Billingham, said:

“Overall, the response to the financial challenge by police forces has been good, and we recognise the hard work of police officers, PCSOs and staff which underpins this success.

“However, we have found a considerable variation in the approaches taken by forces – and in some cases, this leaves us with concerns about how some forces will manage in the face of further cuts. We also have some concerns that neighbourhood policing risks being eroded as forces change how they deliver local policing.

“Finally, there are missed opportunities, the overall progress on collaboration, which is driving major efficiencies in some forces, is deeply disappointing. The Government, College of Policing, HMIC, PCCs and chief constables must all work together to ensure that the police are in the best possible position to grasp these opportunities, and to continue providing a high standard of service to the people of England and Wales.”

HM Chief Inspector of Constabulary, Tom Winsor, said:

“In these times of austerity and considerable financial challenges, it is to the credit of the police service that so many forces have shown themselves able to protect the front line and make the necessary savings.

“In the longer term, however, the police will need to achieve even greater efficiencies to be able to provide a sound and sustainable service with reduced resources. Working smarter – doing things in different ways – will be necessary. That will include greater measures of collaboration between forces and with the private sector and other parts of the public sector.

“It will also mean using modern technology to make the very best use of police time, keeping officers on the streets, making people safe, and not spending time in the police station using outdated technology in inefficient working practices.”

Thematic

Lead HMI:

Zoë Billingham

Published:

18 July 2013

Police forces in England and Wales

Avon and Somerset Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Avon and Somerset Constabulary has made good progress, having saved over half the total it needs, and at the same time has improved performance.

“While the constabulary has £8.1m of savings to find by the end of the spending review period, it has a number of detailed savings plans in place, which could achieve this amount. The chief constable has initiated a fundamental review of the constabulary’s structures and the way staff work, to identify how it can best provide policing in the future and deliver the remaining savings required.

“Developing and implementing these new plans to close the gap by March 2015 is a challenge, but the constabulary recognises this. HMIC saw committed leadership, vision and determination within the chief officer team to achieve the necessary savings. The constabulary has a good track record and has other options in place should there be any slippage. The constabulary is fully expected to meet its savings requirements while continuing to fight crime and deliver victim satisfaction.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 87% of victims were satisfied with the overall service provided by Avon and Somerset Constabulary.

Most similar forces

Derbyshire Constabulary, Essex Police, Hampshire Constabulary, Hertfordshire Constabulary, Kent Police, Staffordshire Police and Sussex Police.

Police and Crime Commissioner

Sue Mountstevens

www.avonandsomerset-pcc.gov.uk

Chief officers

Chief constable: Nick Gargan

Deputy chief constable: John Long

Assistant chief constables: Anthony Bangham; Louisa Rolfe

Force website: www.avonandsomerset.police.uk



Force cost 2012/13

£289.1m

About the constabulary area

The constabulary faces ‘major city’ challenges in Bristol. At the same time, it has to meet the expectations of many rural communities dispersed over a wide area. It has a population of 1.6m.

Bristol is a major port and the constabulary is crossed by a substantial network of motorway routes linking South Wales and the south-west to the rest of the UK.

There are a number of seaside resorts, with pubs, clubs and bars creating busy night-time economies, particularly in the summer holiday months. Bath is a world heritage site, attracting around two million tourists a year, and the area has a number of tourist resorts. The constabulary polices events such as the Glastonbury music festival and Badminton Horse Trials, and it has two football clubs.

Estimated workforce figures 2012/13

Total: 5,108

Police officers: 3,080

PCSOs: 375

Police staff: 1,654

Bedfordshire Police

Summary of findings from the 2013 valuing the police inspection:

“Bedfordshire Police faces a difficult challenge. It has lower than average funding and a complex crime challenge compared to most forces of its size. As a small force it has limited opportunities for economies of scale.

“The force has responded well to the funding challenge. However, by March 2015 there will be just over 1,020 police officers keeping the people of Bedfordshire safe. This is a very ‘thin blue line’.

“Bedfordshire Police has performed well to achieve an above average reduction in crime over the spending review period. Having taken the range of steps HMIC would expect any force to take to become efficient and effective, Bedfordshire may soon struggle to identify where further savings can come from, with little option but to cut front line police officer numbers further.

“HMIC has concerns about the force’s ability to maintain its service to the public when faced with further budget reductions in 2015/16.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 82% of victims were satisfied with the overall service provided by Bedfordshire Police.

Most similar forces

Essex Police, Hampshire Constabulary, Hertfordshire Constabulary, Kent Police, Leicestershire Police, Nottinghamshire Police and South Yorkshire Police.

Police and Crime Commissioner

Olly Martins
www.bedfordshire.pcc.police.uk

Chief officers

Chief constable: Colette Paul
Deputy chief constable: John Fletcher
Assistant chief constable: Nigel Trippett
Chief superintendent: Jim Saunders
Force website: www.bedfordshire.police.uk



Force cost 2012/13

£106.7m

About the force area

Bedfordshire is home to around 620,000 people. There are two large towns – Bedford and Luton – and a number of smaller towns, as well as large rural areas.

The force is responsible for policing the busy Luton Airport and also polices major road routes.

The population of Bedfordshire is diverse, particularly in Luton.

The force has undertaken a number of counter-terrorist investigations in recent years and faced public order problems in the Luton area.

The force’s collaboration with Hertfordshire Constabulary is advanced and, more recently, this collaboration has extended to include Cambridgeshire Constabulary.

Estimated workforce figures 2012/13

Total: 2,132

Police officers: 1,169

PCSOs: 128

Police staff: 835

Cambridgeshire Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Cambridgeshire Constabulary faces a smaller savings requirement than most other forces, but this is not without its challenge. It already has low policing costs and does not have the benefit of economies of scale available to larger forces.

“The force has made good progress in meeting the financial challenge to date. It has also demonstrated strong performance with a greater reduction in crime than most other forces.

“The force has undertaken significant change and restructuring to reduce its costs. With another round of savings due in 2015/16, the force’s future change plans relied on savings through even wider collaboration with Bedfordshire Police and Hertfordshire Constabulary...

“The force has started to develop its collaboration plans for making savings in business support services with Bedfordshire Police alone. There has been rapid progress, but understandably, there is still some work to do.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 87% of victims were satisfied with the overall service provided by Cambridgeshire Constabulary.

Most similar forces

Avon and Somerset Constabulary, Devon and Cornwall Police, Gloucestershire Constabulary, Staffordshire Police, Thames Valley Police, Warwickshire Police and Wiltshire Police.

Police and Crime Commissioner

Sir Graham Bright
www.cambridgeshire-pcc.gov.uk

Chief officers

Chief constable: Simon Parr
Deputy chief constable: Alec Wood
Assistant chief constable: Mark Hopkins
Assistant chief constable: Jon Butcher
Force website: www.cambs-police.co.uk



Force cost 2012/13

£133.8m

About the force area

Cambridgeshire has a mix of affluent rural communities and some areas of both urban and rural deprivation.

Cambridgeshire’s population of more than 806,000 has expanded rapidly in recent years, largely due to an increase in migrant workers from Eastern Europe.

People of more than 90 different nationalities live in Cambridge and Peterborough. Both areas have a diverse and rapidly growing population with both wealthy and socially define communities in close proximity.

Cambridge has a significant student population and an international visitor attraction, with four million visitors each year.

Estimated workforce figures 2012/13

Total: 2,387

Police officers: 1,370

PCSOs: 193

Police staff: 824

Cheshire Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Cheshire Constabulary needs to cut spending by nearly £37m between 2011 and 2015. It already spends less on policing per head than most other forces, but it has broadly the same amount of police officers per head of population.”

“HMIC is confident that the force can deliver the saving it needs; it has made a good start and has a strong track record in reducing its costs. It has been at the forefront of some innovative and constructive collaboration arrangements.

“HMIC considers that the force has a well-managed, comprehensive change programme, which balances the delivery of savings with improvements in service delivery and engages with staff across the organisation. Cheshire Constabulary is in a good position to move forward with further transformation to meet future challenges and has started a positive and ambitious programme to identify further savings.”

Roger Baker

HM Inspector of Constabulary for the Northern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 89% of victims were satisfied with the overall service provided by Cheshire Constabulary.

Most similar forces

Avon and Somerset, Derbyshire Constabulary, Devon and Cornwall Police, Northamptonshire Police, Staffordshire Police, Suffolk Constabulary and Wiltshire Police.

Police and Crime Commissioner

John Dwyer

www.cheshire-pcc.gov.uk

Chief officers

Chief constable: David Whatton

Deputy chief constable: Helen King

Assistant chief constables: Janette McCormick; Ruth Purdie

Force website: www.cheshire.police.uk



Force cost 2012/13

£187.2m

About the force area

Cheshire is an economically diverse area, with industrial towns to the north, bordering the Greater Manchester and Merseyside conurbations.

There is extensive agricultural land and rural areas in other parts of the county. The population of the force is one million.

Ellesmere Port has an important oil refinery complex, and the town of Warrington poses challenges for police with its economy of bars and clubs.

The historic city of Chester is a major tourist attraction.

The force is responsible for policing a substantial road network, including more than 200 miles of motorway roads.

Estimated workforce figures 2012/13

Total: 3,739

Police officers: 1,990

PCSOs: 218

Police staff: 1,531

City of London Police

Summary of findings from the 2013 valuing the police inspection:

“Compared to other forces, City of London Police faces a smaller financial challenge, in part because of its approach to finding additional income streams to offset the budget reductions. The force has developed and implemented a strong programme of change.

“The force does rely on annually reviewed external funding, which if reduced, phased out or removed would leave a shortfall. However the force is aware of these risks and is mitigating them.

“Overall, HMIC was reassured that the force will continue to deliver the savings while maintaining service delivery.”

Stephen Otter
HM Inspector of Constabulary for the London and National Team
July 2013

Victim satisfaction survey

Due to a small survey sample, there is not an accurate figure for the percentage of victims who were satisfied with the overall service provided by the City of London Police in the 12 months to March 2013. The figure is estimated to range from 73% to 93%.

Most similar forces

There are no forces comparable to the City of London Police.

Local policing body

The City of London Police Committee
www.cityoflondon.gov.uk

Chief officers

Commissioner: Adrian Leppard
Assistant Commissioner: Ian Dyson
Force website: www.cityoflondon.police.uk



Force cost 2012/13

£90.4m

About the force area

The City of London is the commercial heart of the United Kingdom and one of the world's leading financial centres.

Almost 8,400 people live within the City, just over 308,000 work there, swelling the population daily to 316,000 people. Also, an average of 4 million tourists visit annually. The force is the smallest geographically in England and Wales (covering just over one square mile).

There are 673 licensed premises in the City which creates a 24-hour leisure industry alongside its day-time role as a business environment. The force has responsibilities to prevent and investigate fraud. London also faces a significant threat from terrorism.

Estimated workforce figures 2012/13

Total: 1,354

Police officers: 886

PCSOs: 52

Police staff: 417

Cleveland Police

Summary of findings from the 2013 valuing the police inspection:

“Cleveland Police faces a larger financial challenge than other forces. During a significant period of considerable change and instability within the command structure, the force has worked hard to deliver savings and minimise any potential negative impact on service delivery and performance.”

“The force has made good progress in meeting its financial challenge and has developed a detailed change programme which will allow it to reduce costs while continuing to protect frontline crime fighting roles. However, it is less advanced in developing new structures and ways of working based on a reduced workforce.”

“HMIC considers that Cleveland Police is on track to meet its savings requirement.”

Roger Baker

HM Inspector of Constabulary for the Northern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 83% of victims were satisfied with the overall service provided by Cleveland Police.

Most similar forces

Greater Manchester Police, Humberside Police, Merseyside Police, Northumbria Police and West Yorkshire Police.

Police and Crime Commissioner

Barry Copping

www.cleveland.pcc.police.uk

Chief officers

Chief constable: Jacqui Cheer

Deputy chief constable: Iain Spittal

Assistant chief constables: David Pickard; Sean White

Force website: www.cleveland.police.uk



Force cost 2012/13

£135.4m

About the force area

The force covers a small but densely populated area that includes the towns of Middlesbrough and Stockton-on-Tees as well as some rural communities. It has a population of more than 557,000.

There are areas of high deprivation and unemployment but the region is also important to the British economy, with chemical plants, a large port on the Tees and a nuclear power station.

The chemical industry presents the force, other emergency services and partners with a significant major incident risk.

The force is one of the first in England and Wales to work in partnership with the private sector to deliver a wide range of support services, including call handling.

Estimated workforce figures 2012/13

Total: 1,911

Police officers: 1,504

PCSOs: 166

Police staff: 241

Cumbria Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Cumbria Constabulary has made good progress in delivering savings so far. There are plans in place to deliver all of the savings needed by the end of this period.

“It has been able to achieve savings without reducing the service to the public of Cumbria; reported crime in the county is falling in line with other forces; and satisfaction with policing is higher than average.

“The force has already started to develop plans to deliver the further savings that will be required after 2015.”

Roger Baker

HM Inspector of Constabulary for the Northern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 90% of victims were satisfied with the overall service provided by Cumbria Constabulary.

Most similar forces

Lincolnshire Police, Norfolk Constabulary and North Wales Police.



Force cost 2012/13

£106.2m

About the force area

Cumbria has the second smallest population in England and Wales, within the second largest county.

The majority of its population of around 500,000 live in remote villages, scattered amid valleys and mountains. The force has an above average ratio of officers per population, to reflect the challenges of reaching the public in need in isolated areas.

The operation to catch a taxi driver who killed 12 people in the summer of 2010 illustrated the difficulties police have in getting around the county on rural roads.

Cumbria is home to the Lake District and other areas that attract substantial numbers of visitors. There are significant pockets of deprivation in some areas. The county also has sensitive nuclear industry installations.

Police and Crime Commissioner

Richard Rhodes

www.cumbria-pcc.gov.uk

Chief officers

Chief constable: Bernard Lawson

Deputy chief constable: Jerry Graham (temporary)

Assistant chief constables: Michelle Skeer

Force website: www.cumbria.police.uk

Estimated workforce figures 2012/13

Total: 1,981

Police officers: 1,164

PCSOs: 105

Police staff: 711

Derbyshire Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Derbyshire Constabulary’s savings requirement is smaller than that of most other forces. However, as a low-cost force, spending less on policing than most other forces, closing the funding gap is not without its challenges.

“It has developed a change programme which has allowed it to reduce costs while continuing to fight crime. The force has made sound progress in reducing its costs.

“During this period of cost reduction the force has demonstrated excellent performance, reducing recorded crime in Derbyshire by 21%. This is one of the highest reductions in crime seen in England and Wales.

“The force is one of only five forces that is planning to decrease the overall proportion of its workforce in frontline roles over the period of the spending review. Similarly, the proportion of police officers in frontline roles is set to decrease.

“The force faces further budget reductions in March 2015. In light of this, it should consider whether it would be even better placed to keep the people of Derbyshire safe if it takes steps now to protect its frontline crime fighting capability.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 87% of victims were satisfied with the overall service provided by Derbyshire Constabulary.

Most similar forces

Avon and Somerset Constabulary, Cheshire Constabulary, Essex Police, Kent Police, Northamptonshire Police, Staffordshire Police and Wiltshire Police.

Police and Crime Commissioner

Alan Charles

www.derbyshire-pcc.gov.uk

Chief officers

Chief constable: Mick Creedon

Deputy chief constable: Alan Goodwin

Assistant chief constables: Karl Smethem; Gary Knighton

Force website: www.derbyshire.police.uk



Force cost 2012/13

£180.4m

About the force area

A county of 1,000 square miles, Derbyshire has a population of nearly one million people.

The county is economically, culturally and ethnically diverse, particularly in the city of Derby.

It encompasses the rural areas of the High Peak and Derbyshire Dales, which are significant tourist attractions, and home to many former mining communities.

Derby is the main centre of population, with a range of businesses and industry, a busy night-time economy and a major football club.

Derbyshire is one of five forces in an East Midlands regional collaboration group, which aims to promote the cost-effective joint delivery of some important policing services.

Estimated workforce figures 2012/13

Total: 3,273

Police officers: 1,917

PCSOs: 181

Police staff: 1,175

Devon and Cornwall Police

Summary of findings from the 2013 valuing the police inspection:

“Devon and Cornwall Police faces a significant challenge. It has lower than average funding and has had to make savings prior to the spending review. As a result it may struggle to protect the frontline compared with other forces.

“While overall crime levels are low, the force is challenged by a large geographic area to police and, as reported by the force, has significant increases in the population over the summer months (from 1.7 million to around 11 million).

“Last year, HMIC reported that the force was at risk of not delivering an efficient and effective police service to the public. Since then the force has taken a firmer grip on its change programme, altered structures that were not delivering for the public, and improved performance. There is still work to do, but the force is in a much stronger position to manage further spending reductions.”

Dru Sharpling
HM Inspector of Constabulary for the Wales and Western Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 84% of victims were satisfied with the overall service provided by Devon and Cornwall Police.

Most similar forces

Norfolk Constabulary, North Wales Police, North Yorkshire Police, Suffolk Constabulary, Warwickshire Police, West Mercia Police and Wiltshire Police.

Police and Crime Commissioner

Tony Hogg
www.devonandcornwall-pcc.gov.uk

Chief officers

Chief constable: Shaun Sawyer
Deputy chief constable: Bill Skelly
Assistant chief constables: Sharon Taylor; Paul Netherton; Andy Bickley (Temporary)
Force website: www.devon-cornwall.police.uk



Force cost 2012/13

£291.1m

About the force area

Devon and Cornwall is the largest geographical police area in England, stretching 180 miles from the Dorset and Somerset borders in the east to the Isles of Scilly in the west.

There are 550 miles of coastline and a road network of 13,000 miles. The force, like a number of others with large rural areas, faces the challenge of reaching rural communities.

Devon and Cornwall includes the cities of Exeter and Plymouth and popular seaside resorts such as Torquay and Newquay. Large numbers of young holiday-makers place demands on the force during the busy summer nightlife in pubs and bars.

The population of around 1.7 million swells to 11 million in the holiday season.

Estimated workforce figures 2012/13

Total: 5,290
Police officers: 3,158
PCSOs: 362
Police staff: 1,771

Dorset Police

Summary of findings from the 2013 valuing the police inspection:

“Dorset Police faces a smaller financial reduction than many other forces, although it still has challenges in finding the savings it needs. It already spends less on policing, and has fewer staff and lower costs per officer and staff member than other forces, so it has less scope to make savings.

“The force has made a good start and has plans that will cut spending by over £22m by 2015. The force is already ahead of its target in making savings.

“However, this comes at the cost of some of the biggest reductions in police officer numbers in England and Wales. There is a concern that further funding reductions will lead to further staff cuts, and the force will find it harder to maintain service delivery.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 82% of victims were satisfied with the overall service provided by Dorset Police.

Most similar forces

Cambridge Constabulary, Gloucestershire Constabulary, Surrey Police, Sussex Police, Thames Valley Police, Warwickshire Police and West Mercia Police.

Police and Crime Commissioner

Martyn Underhill

www.dorset.pcc.police.uk

Chief officers

Chief constable: Debbie Simpson

Deputy chief constable: James Vaughan

Assistant chief constable: David Lewis

Force website: www.dorset.police.uk



Force cost 2012/13

£131.3m

About the force area

Dorset has traditionally been home to an above-average number of retired people. This is still largely true of some of the inland areas of the county, home to some of the UK's most affluent communities.

However, its population of around 745,000 has been changing in recent years, particularly in the coastal towns.

Bournemouth and Poole attract 120,000 students a year and there is a high concentration of bars and nightclubs in the resort areas. This busy night-time economy has increased demands on police locally.

The diversity of the county is changing and the force must now meet the sharply differing needs of a younger urban population as well as a more semi-rural older community.

Estimated workforce figures 2012/13

Total: 2,370

Police officers: 1,332

PCSOs: 156

Police staff: 882

Durham Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Durham Constabulary has made a good start in its challenge to cut spending by £22.2m by 2015. It has already found nearly 80% of the savings it needs.

“Because of its good track record in managing change so far, HMIC is confident that the force will achieve its savings target. The force has stayed focused on making sure that the cuts do not damage the service they provide to local people. We have seen crime falling more quickly in Durham than elsewhere in England and Wales, and victim satisfaction with policing is higher than the average.

“The response to the spending review has been well led and the force has a comprehensive and effective approach to engaging staff and equipping them at all levels to manage change and deliver an improved service.”

Roger Baker

HM Inspector of Constabulary for Northern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 89% of victims were satisfied with the overall service provided by Durham Constabulary.

Most similar forces

Gwent Police, Humberside Police, Northamptonshire Police and South Wales Police.

Police and Crime Commissioner

Ron Hogg

www.durham-pcc.gov.uk

Chief officers

Chief constable: Mike Barton

Deputy chief constable: Michael Banks

Assistant chief constables: Dave Orford; Gary Ridley

Force website: www.durham.police.uk



Force cost 2012/13

£123.1m

About the force area

The force covers an area in which around half the population of nearly 620,000 is concentrated in a number of towns, including Darlington and the city of Durham, with the rest of dispersed across hundreds of small settlements.

There are many former pit villages in the region. The Constabulary has 12 neighbourhood teams from rural Barnard Castle to coastal towns of Peterlee and Seaham.

The area has a large transient population. For example, Durham University attracts 15,000 students.

The tourist industry in Durham also attracts large numbers of visitors to the force area.

Estimated workforce figures 2012/13

Total: 2,299

Police officers: 1,370

PCSOs: 175

Police staff: 754

Dyfed-Powys Police

Summary of findings from the 2013 valuing the police inspection:

“Dyfed-Powys Police faces a moderate challenge compared to other forces. The savings requirement for the force is lower than that of most other forces in England and Wales. Costs are higher than most other forces, so there is greater scope to cut spending. However, Dyfed-Powys Police is a small force with the challenge of policing a large geographic area of over 4,000 square miles.

“Dyfed-Powys Police has made good progress towards delivering the savings it needs. The force is on track to meet the financial requirement over the spending review period, while continuing to fight crime and keep communities safe. Reductions in crime have been greater than in other forces and the force has one of the highest satisfaction rates in England and Wales.

“Although Dyfed-Powys Police has reduced the number of officers and staff, reductions have been smaller than most other forces. The force has delivered an extensive change programme which will allow it to reduce costs further without damaging the frontline.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 83% of victims were satisfied with the overall service provided by Dyfed-Powys Police.

Most similar forces

Cumbria Constabulary, Lincolnshire Police and Norfolk Constabulary.

Police and Crime Commissioner

Christopher Salmon
www.dyfed-powys.pcc.police.uk

Chief officers

Chief constable: Simon Prince
Deputy chief constable: Jackie Roberts
Assistant chief constable: Carl Langley
Force website: www.dyfed-powys.police.uk



Force cost 2012/13

£103.5m

About the force area

The force is responsible for policing more than half the land mass of Wales, with over 350 miles of coastline.

The area is primarily rural, and the principal towns are Llanelli and Carmarthen.

The large geographical area can pose a challenge to police, as specialist officers are spread thinly and officers may have to travel relatively lengthy distances, on rural roads, to reach isolated communities.

It has a population of half a million, but an annual influx of tourists in the summer to areas such as Pembrokeshire places demands on police in the towns and villages.

Dyfed-Powys collaborates with other Welsh forces on aspects of policing, including serious and organised crime.

Estimated workforce figures 2012/13

Total: 1,974

Police officers: 1,163

PCSOs: 149

Police staff: 662

Essex Police

Summary of findings from the 2013 valuing the police inspection:

“Essex Police has a smaller savings requirement compared to other forces. However, it has one of the lowest levels of spend on policing and has correspondingly fewer officers per head of population. This presents a challenge for the force; in order to close its funding gap and achieve greater efficiencies, Essex has had to work harder than other forces.

“Essex Police has made progress in meeting its financial challenge. However, there has been an adverse impact on the service it provides to the public as a result of some of the changes it has made. This is now being addressed.

“The force has well-established collaboration arrangements, particularly with Kent Police. It is delivering a higher proportion of its savings requirement through collaboration when compared to other forces, which is commendable.

“Maintaining a high standard of policing has recently been a challenge for the force. The new chief constable and the Police and Crime Commissioner are fully aware of this issue and are taking steps to improve the service delivered to the people of Essex. HMIC will continue to monitor the force for the remainder of the spending review period.”

Zoë Billingham
HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 80% of victims were satisfied with the overall service provided by Essex.

Most similar forces

Avon and Somerset Constabulary, Derbyshire Constabulary, Hampshire Constabulary, Hertfordshire Constabulary, Leicestershire Police, Staffordshire Police and Sussex Police

Police and Crime Commissioner

Nick Alston
www.essex.pcc.police.uk/

Chief officers

Chief constable: Stephen Kavanagh
Deputy chief constable: Derek Benson
Assistant chief constables: Julia Wortley; Maurice Mason; Liam Osborne (temporary)
Force website: www.essex.police.uk/



Force cost 2012/13

£288.5m

About the force area

The county's population of just over 1.7 million is forecast to rise to over two million by 2012.

There are large towns in the heavily urban south of the county, skirting the Thames. More rural areas are found in the north.

Essex is a significant 'gateway' for people and freight going in and out of the UK through its coastal ports, particularly Harwich.

The force is responsible for policing Stansted airport, which is the third busiest in the UK.

There is an advanced level of collaboration between Kent and Essex Police.

Estimated workforce figures 2012/13

Total: 5,576

Police officers: 3,415

PCSOs: 362

Police staff: 1,799

Gloucestershire Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Gloucestershire Constabulary needs to make over £19m in savings by 2015. Although this sum represents 15% of its overall budget, this is less than the average savings reduction. Nevertheless, it will find it harder to deliver these savings because it already spends less on policing and has lower costs than other forces.

“The constabulary began planning to restructure prior to the spending review. This placed it in a good position to implement the necessary changes early and start delivering savings. As a result, it is delivering what is required ahead of schedule, and has given itself time to pause and plan for future spending rounds. The constabulary is looking at increasing its commitment to collaboration to deliver savings in the future.

“HMIC has confidence the force is on track to deliver the required savings on time, while continuing to protect frontline policing and provide a good level of service to the public. HMIC will continue to monitor the force for the remainder of the spending review period.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 81% of victims were satisfied with the overall service provided by Gloucestershire Constabulary.

Most similar forces

Cambridgeshire Constabulary, Devon and Cornwall Police, North Yorkshire Police, Suffolk Constabulary, Warwickshire Police, West Mercia Police and Wiltshire Police.

Police and Crime Commissioner

Martin Surl

www.gloucestershire-pcc.gov.uk/

Chief officers

Chief constable: Suzette Davenport

Deputy chief constable: Rod Hansen

Assistant chief constables: Richard Berry; Sally Crook (temporary)

Force website: [/www.gloucestershire.police.uk/](http://www.gloucestershire.police.uk/)



Force cost 2012/13

£112m

About the Constabulary area

Gloucestershire has a population of just over half a million people, living in the historic towns of Gloucester and Cheltenham and dispersed throughout large rural areas.

It is home to some of the UK's most outstanding locations of natural beauty. These include the Cotswolds and the Royal Forest of Dean. These areas attract substantial numbers of visitors throughout the year, placing demands on the force, particularly on the roads. The force is responsible for policing and protection at two Royal households.

The county has generally low levels of unemployment, but there are significant pockets of deprivation, particularly in Gloucester, which has some of the higher crime problems that are associated with densely populated urban areas.

Estimated workforce figures 2012/13

Total: 1,973

Police officers: 1,184

PCSOs: 150

Police staff: 639

Greater Manchester Police

Summary of findings from the 2013 valuing the police inspection:

“Greater Manchester Police faces a difficult challenge. It is the second largest police force in the country with serious and complex crime problems. Like many urban forces, it has had to manage an above average cut to its budget. As a large organisation it does have scope for economies of scale and a level of overall resilience, but driving major change and changing the culture of a large organisation is complex and demanding.

“The force had a strong response to the spending review challenge and has achieved one of the greatest reductions in recorded crime levels in a force area over the spending review period. It has a well-developed overarching change programme, has reshaped the organisation significantly, and is using partnership working and evidence-based and innovative techniques to drive further cost savings and improve performance.

“There is a high level of inherent complexity and risk for the force to manage when making further reductions in spending, but progress so far suggests the force has put itself in the best possible position to face this. HMIC will continue to monitor the force for the remainder of the spending review period.”

Roger Baker
HM Inspector of Constabulary for the Northern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 85% of victims were satisfied with the overall service provided by Greater Manchester Police.

Most similar forces

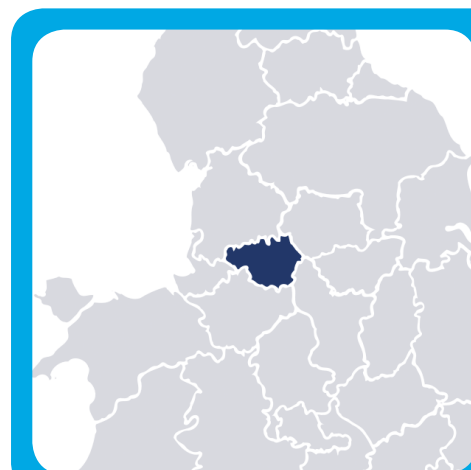
Cleveland Police, Merseyside Police, Northumbria Police, South Wales Police, South Yorkshire Police, West Midlands Police and West Yorkshire Police.

Police and Crime Commissioner

Tony Lloyd
www.gmpcc.org.uk/

Chief officers

Chief constable: Sir Peter Fahy
Deputy chief constable: Ian Hopkins
Assistant chief constables: Lynne Potts; Dawn Copley; Steve Heywood;
Garry Shewan; Ian Wiggett
Force website: www.gmp.police.uk



Force cost 2012/13

£623.4m

About the force area

Greater Manchester is one of the UK's most heavily populated areas, covering Manchester, Bury, Salford, Stockport, Bolton, Oldham, Rochdale, Wigan, Tameside, and Trafford.

It has a highly diverse population of 2.7 million, with large black, Asian and Eastern European communities. More than 60,000 students attend universities and colleges in the area. Manchester has to deal with 'major city' problems of gun offences and organised crime, as well as the higher crime rates associated with densely populated urban areas. The force is a major player in the regional counter-terrorism network.

High-profile events regularly take place in the area, including the Labour and Conservative party conferences.

Estimated workforce figures 2012/13

Total: 11,953
Police officers: 7,608
PCSOs: 848
Police staff: 3,497

Gwent Police

Summary of findings from the 2013 valuing the police inspection:

“Gwent Police faces a difficult challenge. Whilst it has higher than average funding per head of population it has a mixed geography with pockets of high demand in urban areas; and as a small force it has limited opportunities for economies of scale. Nevertheless, it has developed a detailed change programme to reduce costs while continuing to fight crime.

“The recent departure of the chief constable brings a level of instability at a critical time for the force. This instability will need to be addressed at a time when the force is managing change and developing its future to prepare for continuing austerity while providing safer communities for the people of Gwent.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 81% of victims were satisfied with the overall service provided by Gwent Police.

Most similar forces

Durham Constabulary, Humberside Police, Lancashire Constabulary, Northamptonshire Police, Northumbria Police, South Wales Police and South Yorkshire Police

Police and Crime Commissioner

Ian Johnston
www.gwent.pcc.police.uk

Chief officers

Chief constable: Jeff Farrar
Deputy chief constable: Lorraine Bottomly
Assistant chief constable: Paul Symes
Assistant chief officer: Nigel Stephens
Force website: www.gwent.police.uk



Force cost 2012/13

£125.7m

About the force area

Gwent Police covers the south east corner of Wales. The area has a population of more than 570,000, who live in several large towns and dispersed across substantial rural areas.

Newport poses particular policing challenges with a diverse population, and busy nightlife in the city's bars and clubs. Farming, tourism and forestry are the main commercial activities in Gwent.

Many parts of the areas qualify for European Community funding to address deprivation.

The force is responsible for a major stretch of the M4, the link between England and South Wales.

Gwent Police collaborates with other Welsh forces on areas including serious and organised crime.

Estimated workforce figures 2012/13

Total: 2,403

Police officers: 1,391

PCSOs: 246

Police staff: 766

Hampshire Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Hampshire Constabulary has a more difficult financial challenge compared to many other forces, as it is already an efficient and low-cost force. It has responded very strongly to the challenges of the spending review: reconfiguring its workforce; embracing technology to support frontline officers, and collaborating with other forces and local partners.

“The Constabulary has a strong track record in delivering savings and has managed its change plan and engaged its staff effectively. It plans to place 95% of its officers in frontline roles by March 2015, which is a higher proportion than most other forces.

“Recorded crime has fallen in Hampshire at a greater rate than most other forces. The combination of robust planning, a good track record in delivering savings, a strong commitment to innovation and partnership working, and high levels of crime reduction gives HMIC confidence that Hampshire has positioned itself well to manage further reductions.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 83% of victims were satisfied with the overall service provided by Hampshire Constabulary.

Most similar forces

Avon and Somerset Constabulary, Essex Police, Hertfordshire Constabulary, Leicestershire Police, Staffordshire Police, Sussex Police and Thames Valley Police.

Police and Crime Commissioner

Simon Hayes
www.hampshire-pcc.gov.uk

Chief officers

Chief constable: Andy Marsh
Deputy chief constable: Craig Denholm
Assistant chief constables: Laura Nicholson; David Pryde; John Campbell
Force website: www.hampshire.police.uk



Force cost 2012/13

£318.2m

About the force area

Hampshire has a population of 1.9 million, living in a diverse range of communities.

The force area includes the major cities of Portsmouth and Southampton, with their ports, colleges and universities, busy nightlife and major football clubs.

The area also includes the Isle of Wight and large rural areas. Some of these are among the UK's most affluent areas.

The county has a thriving tourist industry, which is based around historic market towns, seaside resorts and the New Forest.

Estimated workforce figures 2012/13

Total: 5,879

Police officers: 3,348

PCSOs: 337

Police staff: 2,194

Hertfordshire Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Hertfordshire Constabulary has a savings requirement which is broadly in line with other forces. It has responded effectively to the funding challenge thanks to its strong and well-led change programme, which will allow it to reduce costs while continuing to fight crime.

“The force plans to have 95% of its officers in frontline roles by March 2015, one of the highest figures of all forces.

“The force delivers an excellent service to the public of Hertfordshire. Recorded crime has fallen to a much greater extent than in other forces and the force records one of the highest levels of victim satisfaction in England and Wales.

“With a further round of savings to be found from March 2015, much of the force’s future change, savings and workforce plans relied on extending the collaboration with Bedfordshire Police and Cambridgeshire Constabulary.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 89% of victims were satisfied with the overall service provided by Hertfordshire Constabulary.

Most similar forces

Avon and Somerset Constabulary, Essex Police, Hertfordshire Constabulary, Leicestershire Police, Staffordshire Police, Sussex Police and Thames Valley Police.

Police and Crime Commissioner

David Lloyd
www.hertscommissioner.org

Chief officers

Chief constable: Andy Bliss
Deputy chief constable: Andy Adams
Assistant chief constables: Alison Roome-Gifford; Jon Boutcher; Mick Ball (temporary)
Force website: www.herts.police.uk



Force cost 2012/13

£197.7m

About the force area

Many of the people living in the county work in London, and so frequently use the major road and rail links running through Hertfordshire.

Hertfordshire is the second most densely populated county in England and Wales with a population of 1.9 million.

Because it has to compete in the labour market with its neighbour, the Metropolitan Police Service, Hertfordshire Constabulary has historically faced challenges in recruiting and retaining police officers and police staff.

There is a high level of collaboration between the force and neighbouring Bedfordshire Police. More recently, this collaboration has extended to include Cambridgeshire Constabulary.

Estimated workforce figures 2012/13

Total: 3,798
Police officers: 1,960
PCSOs: 253
Police staff: 1,585

Humberside Police

Summary of findings from the 2013 valuing the police inspection:

“While the savings requirement is smaller than for other forces, Humberside Police still faces a difficult challenge. The amount of money it receives is lower than in most other forces and its costs are already low.

“Humberside Police has specific plans to deliver much of its savings requirement but has an outstanding gap of £3.4m to find by March 2015. The force has options to close this gap, including the use of reserves. While we have seen some innovation in Humberside’s approach, the force hasn’t embraced the level of change or achieved the savings seen elsewhere, and the force still has relatively high recorded crime rates compared to other forces’ areas.

“HMIC supports the new chief constable in her development and delivery of a clear vision for the structure, style and direction of the force over the next five years, which will achieve savings and deliver performance improvement.”

Roger Baker

HM Inspector of Constabulary for the Northern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 86% of victims were satisfied with the overall service provided by Humberside Police.

Most similar forces

Durham Constabulary, Gwent Police, Lancashire Constabulary, Northumbria Police, South Wales Police, South Yorkshire Police and West Yorkshire Police.

Police and Crime Commissioner

Matthew Grove

www.humberside-pcc.gov.uk

Chief officers

Chief constable: Justine Curran

Deputy chief constable: David Griffin

Assistant chief constables: Stuart Donald; Alan Leaver

Force website: www.humberside.police.uk



Force cost 2012/13

£180.4m

About the force area

The force covers the districts of north and north-east Lincolnshire, and the East Riding of Yorkshire, along with the urban area of Kingston-upon-Hull.

This presents the force with the different challenges of policing densely populated areas – with the higher crime rates generally associated with such areas – and large areas of countryside. There is a mix of affluence and deprivation in the area. The population is more than 680,000 people.

Humberside plays a key role in the national economic infrastructure, with a cluster of ports offering links to Europe and major gas, oil and steel production facilities. The force polices Hull City football matches.

Estimated workforce figures 2012/13

Total: 4,134

Police officers: 2,392

PCSOs: 304

Police staff: 1,438

Kent Police

Summary of findings from the 2013 valuing the police inspection:

“Kent Police faces a smaller savings requirement compared to other forces, but this is not without its challenge. It has lower costs than many other forces, so it has had to work harder to identify more efficiencies in order to squeeze its costs down even further.”

“Kent Police has made good progress in meeting its financial challenge. It has developed a comprehensive and detailed change programme. The force has well-established collaboration arrangements, particularly with Essex Police, and is saving more through collaboration than many other forces.

“Maintaining service delivery is a challenge for the force. In particular, the reduction in victim-based crime in Kent has been less than that seen in most forces. However, satisfaction among victims of crime compares favourably with other forces.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 88% of victims were satisfied with the overall service provided by Kent Police.

Most similar forces

Avon and Somerset Constabulary, Bedfordshire Police, Devon and Cornwall Police, Essex Police, Lancashire Constabulary.

Police and Crime Commissioner

Ann Barnes

www.kent-pcc.gov.uk

Chief officers

Chief constable: Alan Pughsley

Deputy chief constable: Paul Brandon

Assistant chief constables: Liam Osborne (temporary); Rob Price;

Alan Horton (temporary)

Force website: www.kent.police.uk



Force cost 2012/13

£297.7m

About the force area

Kent is more urban in the north, bordering London and the Thames, and more rural in what is called the ‘Garden of England’.

Its population – now standing at around 1.7 million – has experienced significant flux in recent years. In areas such as Dartford and Ashford the population has expanded with new arrivals from abroad, including asylum seekers.

Kent is the principal ‘Gateway to Europe’, with the Channel Tunnel, Dover and other ports playing a key role in the UK’s economic infrastructure. The force area includes a nuclear power station, and the large Bluewater retail park.

There is a high level of collaboration between Kent Police and Essex Police.

Estimated workforce figures 2012/13

Total: 6,165

Police officers: 3,481

PCSOs: 331

Police staff: 2,353

Lancashire Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Lancashire Constabulary faces a smaller savings requirement than most other forces. However, as Lancashire spends less on policing than other forces this is not without challenge.

“The constabulary has responded to the challenge well, with the majority of spending cuts already made ahead of target.

“HMIC is impressed that the plans for achieving the savings have been strongly focused on making sure that as far as possible the quality and visibility of policing in Lancashire is maintained despite fewer staff.”

Roger Baker

HM Inspector of Constabulary for the Northern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 87% of victims were satisfied with the overall service provided by Lancashire Constabulary.

Most similar forces

Humberside Police, Kent Police, Northumbria Police, Nottinghamshire Police, South Wales Police, South Yorkshire Police, and West Yorkshire Police.

Police and Crime Commissioner

Clive Grunshaw

www.lancashire-pcc.gov.uk

Chief officers

Chief constable: Steve Finnigan

Deputy chief constable: Andy Rhodes

Assistant chief constables: Mark Bates; Tim Jacques

Force website: www.lancashire.police.uk



Force cost 2012/13

£275.6m

About the force area

Lancashire, with a population of 1.5 million has a sharply contrasting mix of major towns and rural areas.

In the south, it borders the densely populated Greater Manchester and Merseyside conurbations. There are large rural areas from Lancaster northwards, as well as seaside resorts such as Morecambe with ferry ports at Fleetwood and Heysham. A major stretch of the M6 runs through the county.

Blackpool is a significant tourist attraction. Its many bars, pubs and clubs give it one of the busiest 'night-time economies' in the region.

In the east of the county, there are long-established Asian communities, some living in former mill towns with problems of economic deprivation.

Estimated workforce figures 2012/13

Total: 5,561

Police officers: 3,221

PCSOs: 407

Police staff: 1,933

Leicestershire Police

Summary of findings from the 2013 valuing the police inspection:

“Leicestershire Police’s savings requirement is broadly in line with other forces. However, its financial challenge is made more difficult because it already spends less on policing and has lower costs than many other forces.

“The force still has more than £6m to find if it is to close its funding gap by March 2015. It now recognises that it must act quickly to develop plans to close this gap.

“The force has not taken the range of decisive action that HMIC has seen in many other forces, in order to put in place new, more efficient ways of working.

“As a result Leicestershire Police is not currently as well placed as it should be to meet the demands of the next round of budget reductions in 2015/16. However, HMIC is encouraged that the force, under the governance of the Police and Crime Commissioner (PCC), is now developing a more sustainable approach. HMIC will revisit the force in the autumn to assess its plans for closing the outstanding gap.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 85% of victims were satisfied with the overall service provided by Leicestershire Police.

Most similar forces

Bedfordshire Police, Essex Police, Hampshire Constabulary, Hertfordshire Constabulary, Kent Police, Nottinghamshire Police and Sussex Police.

Police and Crime Commissioner

Sir Clive Loader
www.leics.pcc.police.uk

Chief officers

Chief constable: Simon Cole
Deputy chief constable: Simon Edens
Assistant chief constables: Phil Kay; Roger Bannister
Force website: www.leics.police.uk



Force cost 2012/13

£181.5m

About the force area

Leicestershire has a population of around one million, a third living in the city of Leicester.

The county stretches from former coalfield areas in the west to more rural areas in the north and east, including County Rutland. The city of Leicester is one of the most diverse in the UK. More than a quarter of Leicester's population is of Asian/British-Asian origin, the largest such community in England and Wales.

In HMP Gartree, Leicestershire has one of the UK's major high-security jails. The force is responsible for policing major football and rugby clubs in Leicester. There are also three large universities in the county, with a busy night-time economy.

Estimated workforce figures 2012/13

Total: 3,816

Police officers: 2,240

PCSOs: 229

Police staff: 1,346

Lincolnshire Police

Summary of findings from the 2013 valuing the police inspection:

“Lincolnshire Police faces a difficult challenge. It has the lowest cost of policing per head of population in England and Wales and has taken more decisive steps than most forces in order to close its funding gap.

“Over the last year the chief officer team has been subject to significant change and uncertainty. HMIC is concerned that this could be destabilising for the organisation at a time when further substantial financial challenges are expected.

“Due to outsourcing significant business and operational support areas, Lincolnshire now has far fewer opportunities to make non-staff savings compared to other forces. It may soon struggle to identify where further savings can come from, with little option but to cut frontline police officer numbers further.

“HMIC therefore has concerns about the ability of the force to maintain its current level of service to the communities of Lincolnshire when faced with further significant budget reductions from 2015/16 onwards.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 84% of victims were satisfied with the overall service provided by Lincolnshire Police.

Most similar forces

Cumbria Constabulary, Devon and Cornwall Police, Norfolk Constabulary, North Wales Police, North Yorkshire Police, Suffolk Police and West Mercia Police.

Police and Crime Commissioner

Alan Hardwick

www.lincolnshire-pcc.gov.uk

Chief officers

Chief constable: Neil Rhodes

Deputy chief constable: Keith Smy

Assistant chief constables: Heather Roach; Lee Freeman

Force website: www.lincs.police.uk



Force cost 2012/13

£111.6m

About the force area

Lincolnshire is a large and predominantly rural county. It has traditionally been sparsely populated, with much of its resident population of around 700,000 people living in market towns and small villages.

However, the local agricultural industry draws in part-time workers (many from Eastern Europe), and the population has been growing in recent years as some of the workers have settled in the area. The city of Lincoln is a popular tourist destination, and there are a number of seaside towns which attract visitors in the summer.

Lincolnshire is one of five forces in an East Midlands regional collaboration group, which aims to promote the cost-effective joint delivery of some important policing services.

Estimated workforce figures 2012/13

Total: 1,539

Police officers: 1,098

PCSOs: 149

Police staff: 292

Merseyside Police

Summary of findings from the 2013 valuing the police inspection:

“Merseyside Police faces a more difficult financial challenge than most other forces. While its budget reduction is lower, it receives more central funding but lower local funding than most forces. This means that central funding cuts have more of an impact compared to other forces. Also it spends more on policing, has more officers, and expenditure on pay costs are higher than most other forces.”

“The force has a good track record in meeting the financial challenges while at the same time delivering high quality community policing to those working and living in Merseyside.

“The force has high level plans in place for future challenges and is making sure that these have more detail. HMIC has confidence that these plans will be realistic and achievable.”

Roger Baker

HM Inspector of Constabulary for the Northern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 89% of victims were satisfied with the overall service provided by Merseyside Police.

Most similar forces

Cleveland Police, Greater Manchester Police, Northumbria Police, South Yorkshire Police, West Midlands Police and West Yorkshire Police.

Police and Crime Commissioner

Jane Kennedy
www.merseysidepcc.info

Chief officers

Chief constable: Jon Murphy
Deputy chief constable: Andy Cooke
Assistant chief constables: Andrew Ward; Ian Pilling; Chris Armit
Force website: www.merseyside.police.uk



Force cost 2012/13

£337.1m

About the force area

Merseyside Police cover a densely populated area, which stretches from the Wirral in the south to Sefton in the north. This includes some significant stretches of coastline.

Around a third of the 1.4 million population live in the city of Liverpool, which has two major football clubs. There are significant numbers of visitors each year to Merseyside's sporting, cultural and heritage attractions. The area has become popular for hosting political conferences.

There is a long-standing and significant organised crime threat in the area, and the force invests substantially in specialist units to conduct investigations at a local, national and international level against organised crime groups.

Estimated workforce figures 2012/13

Total: 6,503
Police officers: 3,995
PCSOs: 466
Police staff: 2,043

Metropolitan Police Service

Summary of findings from the 2013 valuing the police inspection:

“The Metropolitan Police Service has a more difficult financial challenge than many other forces, yet has developed a comprehensive change programme which reduces costs and restructures the organisation to better fight crime.

“HMIC was reassured by the level of detail that underpins their saving plans, and by the leadership’s ability and determination to deliver change. However, given the high level of savings that are required; the fact that the MPS has only just developed its savings plans as a result of policing the Olympics; the size and complexity of the force; and the capital city and national challenges it faces, HMIC considers that there is still a high level of risk associated with the force delivering its change programme.”

Stephen Otter
HM Inspector of Constabulary for the London and National Team
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 76% of victims were satisfied with the overall service provided by the Metropolitan Police Service.

Most similar forces

Greater Manchester Police, West Midlands Police and West Yorkshire Police.

Deputy Mayor for Policing and Crime:

Stephen Greenhalgh
www.london.gov.uk

Chief officers

Commissioner: Sir Bernard Hogan-Howe
Deputy Commissioner: Craig Mackey
Assistant Commissioners: Mark Rowley; Simon Byrne; Cressida Dick; Chris Allison
Force website: www.met.police.uk



Force cost 2012/13

£3.3 billion

About the force area

The MPS operates in a unique environment. HMIC considers it can best be compared with forces that police other world capitals, which may face similar challenges.

The force covers a population of 8.2 million. London’s most densely populated boroughs have higher-than-average reported crime rates. It also faces a significant gun crime threat and is targeted by major crime gangs.

London is the seat of Government and the Monarchy, a leading financial centre, international transport hub, and a tourist attraction. The MPS polices Heathrow and leads and co-ordinates UK counter-terrorist policing.

More than 4,000 events and demonstrations are policed in the capital each year, including the New Year’s Eve celebrations and Notting Hill Carnival.

Estimated workforce figures 2012/13

Total: 49,914
Police officers: 31,957
PCSOs: 3,444
Police staff: 14,513

Norfolk Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Norfolk Constabulary’s savings requirement is smaller than that of most other forces. However, as a low-cost force that had taken positive steps to become more efficient before this spending review period began, closing the funding gap is not without its challenges.

“The force has made very good progress in meeting its funding challenge. It has taken more decisive steps to achieve greater efficiencies than many other forces. It has developed a strong and effective change programme which will enable Norfolk to meet its financial challenge while maintaining a focus on reducing crime and keeping its communities safe.

“The force has robustly reviewed how it operates to ensure that efficiencies and savings are achieved throughout the organisation. Recorded crime continues to fall and overall crime rates are lower than in other forces. HMIC commends the force for the high levels of victim satisfaction that it continues to achieve.

“Through its exemplary work with Suffolk Constabulary, Norfolk has embraced collaboration. The two forces are delivering a wide range of operational policing and support services together. They have achieved excellent efficiencies in doing so.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 88% of victims were satisfied with the overall service provided by Norfolk Constabulary.

Most similar forces

Devon and Cornwall Police, Lincolnshire Police, North Wales Police, North Yorkshire Police, Suffolk Constabulary, West Mercia Police and Wiltshire Police.

Police and Crime Commissioner

Stephen Bett

www.norfolk-pcc.gov.uk

Chief officers

Chief constable: Simon Bailey

Deputy chief constable: Charlie Hall

Assistant chief constables: Gareth Wilson; Sarah Hamlin (temporary);

Nick Dean (temporary)

Force website: www.norfolk.police.uk



Force cost 2012/13

£160m

About the force area

Norfolk is a mainly rural and agricultural county. Much of its population of around 850,000 live in Norwich, Great Yarmouth and Kings Lynn and surrounding areas.

Tourism is a major industry, with an estimated 4.7 million visitors each year.

In recent years, the local agricultural industry has attracted substantial numbers of workers from Eastern Europe.

The force is responsible for policing Norwich International Airport and Norwich City football matches, and protects the royal residence at Sandringham.

The force collaborates closely with neighbouring Suffolk Constabulary on areas such as major investigation work and witness protection services.

Estimated workforce figures 2012/13

Total: 2,979

Police officers: 1,574

PCSOs: 266

Police staff: 1,139

North Wales Police

Summary of findings from the 2013 valuing the police inspection:

“North Wales Police is facing a less challenging financial position than most forces. The savings requirement is lower than for others and, as the force spends proportionately more on policing, there are opportunities to reduce costs.

“There are challenges for North Wales Police in meeting its savings requirement. The force covers a very large rural area, has diverse communities and a significantly larger population in the tourist season adding to demand and policing complexity.

“The force has made the majority of its savings already and is on target to meet the financial challenge. It has developed plans for how it will deliver for 2013/14, with an expected over achievement. It is finalising plans for 2014/15 and is looking beyond the current spending review period.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 81% of victims were satisfied with the overall service provided by North Wales Police.

Most similar forces

Devon and Cornwall Police, Norfolk Constabulary, North Yorkshire Police, Suffolk Constabulary, Warwickshire Police, West Mercia Police and Wiltshire Police.

Police and Crime Commissioner

Winston Roddick

www.northwales-pcc.gov.uk

Chief officers

Chief constable: Mark Polin

Deputy chief constable: Gareth Pritchard

Assistant chief constable: Simon Shaw

Force website: www.north-wales.police.uk



Force cost 2012/13

£149.6m

About the force area

The force area stretches from the English border to Anglesey in the west, and Snowdonia in the south.

The resident population of nearly 690,000 is largely concentrated in towns in the north of the area, along the coast, and in the north-west corner.

The annual influx of 25 million tourists significantly swells the population and poses particular policing demands – in towns and villages, and on the roads.

The force collaborates with other Welsh forces and also works with counterparts in north-west England, the source of some of its crime threats.

Estimated workforce figures 2012/13

Total: 2,587

Police officers: 1,479

PCSOs: 261

Police staff: 847

North Yorkshire Police

Summary of findings from the 2013 valuing the police inspection:

“North Yorkshire Police needs to cut its spending by £16.1m between 2011 and 2015. This is 10% of its total budget, which is lower than the average savings requirement for other forces. Achieving this will not be without challenge, as it already spends less and has fewer police officers per head than most other forces.

“HMIC found the force had made a good start and has plans to find all but £4.6m of the savings. The force was developing savings plans to meet the gap, but had also included some prudent assumptions around changes to the funding it receives. If these assumptions do not materialise, the gap will reduce. HMIC is pleased that the force is clearly focused on protecting police services in North Yorkshire and, while job cuts are inevitable given the size of the budget cuts, the force has protected as far as possible frontline policing, with fewer police officer reductions than most other forces.

“However, HMIC is concerned that there are still some savings to find before 2015 and then the likelihood of further cuts in spending after 2015. North Yorkshire Police has not yet started to properly assess and plan for the next round of cuts.”

Roger Baker

HM Inspector of Constabulary for the Wales and Western Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 85% of victims were satisfied with the overall service provided by North Yorkshire Police.

Most similar reports

Devon and Cornwall Police, Gloucestershire Constabulary, Lincolnshire Police, Norfolk Constabulary, North Wales Police, Suffolk Constabulary and West Mercia Police.

Police and Crime Commissioner

Julia Mulligan
www.northyorkshire-pcc.gov.uk

Chief officers

Chief constable: Dave Jones
Deputy chief constable: Tim Madgwick
Assistant chief constables: Paul Kennedy; Ken McIntosh (acting)
Force website: www.northyorkshire.police.uk



Force cost 2012/13

£141.1m

About the force area

North Yorkshire is the largest rural county in England, stretching from the former mining area of Selby in the south to Richmond in the north.

Two national parks, the North York Moors and Yorkshire Dales, cover much of the county, which also has a long coastline.

The resident population of nearly 800,000 has declined slightly in recent years. The main population centres are York, Harrogate and Scarborough.

Tourism is a mainstay of the local economy, with some 24 million visitors attracted each year to the Dales and seaside towns.

Estimated workforce figures 2012/13

Total: 2,570

Police officers: 1,406

PCSOs: 183

Police staff: 981

Northamptonshire Police

Summary of findings from the 2013 valuing the police inspection:

“The force faces a smaller saving requirement than other forces. Whilst it has developed some innovative approaches to meeting its funding challenge, the force has struggled to deliver on performance.”

“HMIC has been monitoring Northamptonshire Police for some time. Although the force’s own recorded crime figures for the last two months are more encouraging, HMIC has yet to see evidence of sustainable performance improvement. The force recognises the issue and is working hard to address the problem.

“The force does not yet have a clear and overarching change programme, nor does it have a plan that will enable it to close the funding gap over this spending review period, unlike most other forces.

“Faced with further budget reductions after March 2015, HMIC is concerned that it will be challenging for the force to deliver the further change necessary and provide an acceptable level of service to the public.”

Zoë Billingham
HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 82% of victims were satisfied with the overall service provided by Northamptonshire Police.

Most similar forces

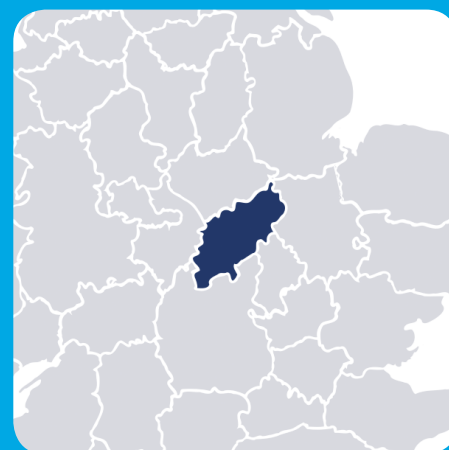
Avon and Somerset Constabulary, Cheshire Constabulary, Derbyshire Constabulary, Essex Police, Kent Police, Nottinghamshire Police and Staffordshire Police.

Police and Crime Commissioner

Adam Simmonds
www.northantspcc.org.uk

Chief officers

Chief constable: Adrian Lee
Deputy chief constable: Martin Jelley
Assistant chief constables: Andy Frost; Russ Foster
Force website: www.northants.police.uk



Force cost 2012/13

£132.7m

About the force area

Northamptonshire is a small Midlands county with a population of nearly 700,000 people.

Northampton, Corby, Daventry, Wellingborough and Kettering are the main population centres in the county. The population is diverse, with emerging Somali and Eastern European communities.

A number of major road and rail links run through the county. High-profile events, including Grand Prix races at Silverstone racing circuit, attract large crowds, creating additional policing demands.

Northamptonshire is one of five forces in an East Midlands regional collaboration group, which aims to promote the cost-effective joint delivery of some important policing services.

Estimated workforce figures 2012/13

Total: 2,325
Police officers: 1,257
PCSOs: 161
Police staff: 907

Northumbria Police

Summary of findings from the 2013 valuing the police inspection:

“Northumbria Police has had one of the largest financial challenges to meet, compared to other forces in England and Wales. With the demands from policing both urban and rural environments and already low spending on its workforce, in HMIC’s assessment, the force faces a more difficult challenge than other forces.

“The force has so far successfully reduced its spending as well as utilised reserves it had built up from under-spending in previous years and through prudent financial controls. The force has planned how it will save £78m of the £85.1m required by March 2015. It therefore still has £7.1m to find, and the force has a number of options to close this gap, including the use of existing reserves.

“The force is performing well by reducing and detecting more crime, as well as maintaining its high levels of victim satisfaction. This is strong evidence that the force is managing to make cuts without reducing the service it provides to the public. The chief constable has been able to meet the force’s funding challenge while maintaining a commitment to protect visible policing services and fighting crime. However, with future funding challenges, this may become more difficult; the force is advancing its planning to achieve further savings for 2015 and beyond.”

Roger Baker

HM Inspector of Constabulary for the Northern Region

July 2013



Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 92% of victims were satisfied with the overall service provided by Northumbria Police.

Most similar forces

Cleveland Police, Gwent Police, Humberside Police, Lancashire Constabulary, South Wales Police, South Yorkshire Police and West Yorkshire Police

Police and Crime Commissioner

Vera Baird

www.northumbria-pcc.gov.uk

Chief officers

Chief constable: Sue Sim

Deputy chief constable: Steve Ashman

Assistant chief constables: Jo Farrell; Gary Calvert (temporary)

Force website: www.northumbria.police.uk



Force cost 2012/13

£303.8m

About the force area

Northumbria Police is responsible for one of the largest police force areas in England and Wales.

The force serves around 1.4 million people within the areas of Northumberland and Tyne and Wear.

This includes the cities of Newcastle and Sunderland, a number of other heavily populated urban areas, and large rural areas stretching to the Scottish border in the north and County Durham in the south. The force covers the major northern arterial route of the A1(M), as well as Newcastle international airport.

There is a large transient population visiting the region, with the universities of Newcastle and Northumbria teaching over 50,000 students between them.

Estimated workforce figures 2012/13

Total: 5,810

Police officers: 3,838

PCSOs: 432

Police staff: 1,540

Nottinghamshire Police

Summary of findings from the 2013 valuing the police inspection:

“Nottinghamshire Police has a more difficult financial challenge than many other forces. It has developed a change programme which should allow it to reduce costs while continuing to fight crime.

“The force has made sound progress in responding to the funding challenge, redesigning the way it delivers policing services to the people of Nottinghamshire. This has enabled it to deliver the savings required to date. The force is now planning a more comprehensive redesign, which should place it in a better position to meet future funding challenges.

“The Police and Crime Commissioner (PCC) and the force are committed to increasing police officer and police community support officer (PCSO) numbers, which may impact on the future design of the force.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 87% of victims were satisfied with the overall service provided by Nottinghamshire Police.

Most similar forces

Bedfordshire Police, Essex Police, Hertfordshire Constabulary, Kent Police, Lancashire Constabulary, Leicestershire Police and South Yorkshire Police.

Police and Crime Commissioner

Paddy Tipping
www.nottinghamshire.pcc.police.uk

Chief officers

Chief constable: Chris Eyre
Deputy chief constable: Susannah Fish
Assistant chief constables: Steve Jupp; Simon Torr; Margaret Monckton
Force website: www.nottinghamshire.police.uk



Force cost 2012/13

£200.7m

About the force area

Nottinghamshire is home to just over one million people.

The main population centre is the city of Nottingham, with a diverse range of communities, a large student presence, a busy nightlife of bars and clubs, and some of the higher crime rates associated with densely populated cities.

A number of the towns and villages in Nottinghamshire are in former coalfield areas, and there are areas of relative economic deprivation.

Nottinghamshire is one of five forces in an East Midlands regional collaboration group, which aims to promote the cost-effective joint delivery of some important policing services.

Estimated workforce figures 2012/13

Total: 3,788

Police officers: 2,166

PCSOs: 294

Police staff: 1,328

South Wales Police

Summary of findings from the 2013 valuing the police inspection:

“South Wales Police faces a smaller financial challenge compared to other forces, but it polices a complex environment. Policing the capital city of Wales presents particular challenges.”

“The force is making good progress towards delivering its savings requirement. It has already saved 72% of the total savings needed, largely through restructuring and reducing the size of its workforce. South Wales Police has used technology well to support the efficiency of frontline officers and approaches to change through innovation and strong staff engagement.

“We are satisfied that the force is making savings without reducing the service to the public and is putting itself in a strong position to manage future changes in funding.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 86% of victims were satisfied with the overall service provided by South Wales Police.

Most similar forces

Gwent Police, Humberside Police, Northumbria Police, Nottinghamshire Police, South Yorkshire Police and West Yorkshire Police.

Police and Crime Commissioner

Alun Michael

www.southwalescommissioner.org.uk

Chief officers

Chief constable: Peter Vaughan

Deputy chief constable: Matt Jukes

Assistant chief constables: Richard Lewis; Liane James; Julian Williams (temporary)

Force website: www.south-wales.police.uk



Force cost 2012/13

£270.6m

About the force area

The force, with a population of 1.3 million, covers rural areas, including former mining communities, and two conurbations, which are Cardiff and Swansea.

Cardiff, the capital city, has a high concentration of pubs and bars, and hosts numerous major sporting events. It is home to the Welsh Assembly. There are some significant pockets of deprivation across the force area.

South Wales Police is the lead force in the region for delivering 'protective services' – specialist policing services against major and complex threats, such as organised crime.

The force also collaborates with other Welsh forces on some areas of policing.

Estimated workforce figures 2012/13

Total: 5,007

Police officers: 2,948

PCSOs: 382

Police staff: 1,678

South Yorkshire Police

Summary of findings from the 2013 valuing the police inspection:

“South Yorkshire Police faces a more difficult challenge than some other forces. Although spending on policing is lower than in most forces and staff costs higher, South Yorkshire Police has not embraced the level of change or achieved the savings seen elsewhere.

“The force still has £9.6m to find by March 2015. HMIC is concerned that with this outstanding financial gap South Yorkshire Police will find it very hard to make any further savings without impacting on performance and service delivery.

“HMIC will continue to closely monitor progress made in implementing South Yorkshire savings plans, in particular how it will close the gap and improve performance and service delivery.”

Roger Baker

HM Inspector of Constabulary for the Northern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 85% of victims were satisfied with the overall service provided by South Yorkshire Police.

Most similar forces

Bedfordshire Police, Kent Police, Lancashire Constabulary, Northumbria Police, Nottinghamshire Police, South Wales Police and West Yorkshire Police.

Police and Crime Commissioner

Shaun Wright

www.southyorkshire-pcc.gov.uk

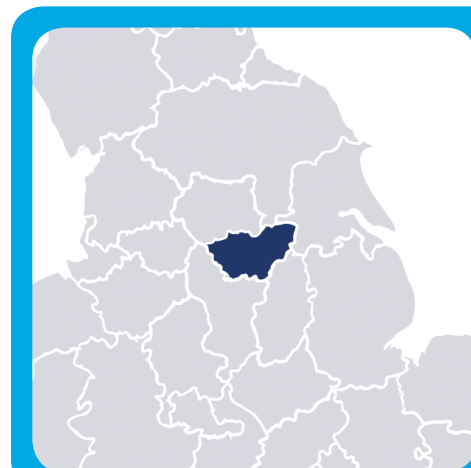
Chief officers

Chief constable: David Crompton

Deputy chief constable: Andy Holt

Assistant chief constables: Max Sahota; Jo Byrne

Force website: www.southyorks.police.uk



Force cost 2012/13

£261.1m

About the force area

South Yorkshire's population of 1.3 million is concentrated in Sheffield, Rotherham, Barnsley and Doncaster.

There are a number of former mining towns and rural communities outside the main conurbations. In recent years there has been significant immigration from Eastern Europe.

The force includes areas of deprivation; however, there has been regeneration in some parts of South Yorkshire, such as the Don and Dearne Valleys, which now house sports venues. There are numerous call centres based in the area.

The force polices five football grounds, racing at Doncaster, and also the world snooker championships.

Estimated workforce figures 2012/13

Total: 5,155

Police officers: 2,765

PCSOs: 328

Police staff: 2,063

Staffordshire Police

Summary of findings from the 2013 valuing the police inspection:

“Staffordshire Police has responded well to the challenge of making savings. It has a well-managed and comprehensive programme to deliver the changes necessary to save money while protecting front-line policing and improving services.

“The programme has so far successfully delivered more savings than required each year, and over this period the force has maintained strong performance in reducing recorded crime, and securing high levels of public satisfaction.

“HMIC is confident that the force has the capacity to deliver all of the savings required and is well placed to face future challenges.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 89% of victims were satisfied with the overall service provided by Staffordshire Police.

Most similar forces

Avon and Somerset Constabulary, Cheshire Constabulary, Derbyshire Constabulary, Essex Police, Hampshire Constabulary, Hertfordshire Constabulary and Northamptonshire Police.

Police and Crime Commissioner

Matthew Ellis

www.staffordshire-pcc.gov.uk

Chief officers

Chief constable: Mike Cunningham

Deputy chief constable: Jane Sawyers

Assistant chief constables: Julian Blazeby; Nick Baker

Force website: www.staffordshire.police.uk



Force cost 2012/13

£188.8m

About the force area

The force has the challenges of policing the major city of Stoke-on-Trent, home of a Premiership football club, alongside some large towns.

At the same time, the force must meet the needs of isolated rural communities in one of the largest shire counties in England.

Staffordshire has an area of more than 1,000 square miles, with a substantial road network.

The county has some pockets of affluence, but there are significant areas of acute deprivation.

It has a diverse population of more than one million people.

Estimated workforce figures 2012/13

Total: 3,301

Police officers: 1,923

PCSOs: 213

Police staff: 1,165

Suffolk Constabulary

Summary of findings from the 2013 valuing the police inspection:

“Suffolk Constabulary has made a good start in meeting its financial challenge and has already made three-quarters of the £17.3m total savings it needs to find by 2015.

The force has developed a strong and effective change programme which will enable Suffolk to meet its financial challenge while keeping a sound focus on reducing recorded crime and keeping its communities safe.

“Through its exemplary work with Norfolk Constabulary, Suffolk has embraced collaboration. The two forces are delivering a wide range of operational policing and support services together. They have achieved excellent efficiencies in doing so.

“Recorded crime continues to fall in Suffolk and overall crime rates are lower than in other forces.”

Zoë Billingham
HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 86% of victims were satisfied with the overall service provided by Suffolk Constabulary.

Most similar forces

Devon and Cornwall Police, Norfolk Constabulary, North Wales Police, North Yorkshire Police, Warwickshire Police, West Mercia and Wiltshire Police.

Police and Crime Commissioner

Tim Passmore
www.suffolk-pcc.gov.uk

Chief officers

Chief constable: Douglas Paxton
Deputy chief constables: Paul Marshall; Charlie Hall
Assistant chief constables: Gareth Wilson; Sarah Hamlin (temporary);
David Skevington (temporary)
Force website: www.suffolk.police.uk



Force cost 2012/13

£119.7m

About the force area

Suffolk is a largely rural county, with a population of more than 730,000 and a coastline that stretches from Lowestoft in the north to Felixstowe in the south.

Felixstowe is the largest container port in Europe and a key part of the UK economic infrastructure.

Ipswich poses the greatest demands on the force, with its busy nightlife; it also has significant levels of relative deprivation.

The force collaborates closely with Norfolk Constabulary on areas such as major investigation work and witness protection services.

Estimated workforce figures 2012/13

Total: 2,310

Police officers: 1,198

PCSOs: 168

Police staff: 944

Surrey Police

Summary of findings from the 2013 valuing the police inspection:

“Surrey Police’s funding challenge is lower than most other forces. However, as a low-cost force that spends less on policing compared to others, closing the funding gap is not without its challenges.

“The force has made very good progress in meeting its financial challenge. It has developed a detailed change programme which will allow it to reduce costs while continuing to fight crime.

“The force has worked very hard to limit the impact of the cuts on its frontline workforce in a way very few other forces have been able to. It has protected its crime-fighting capability by driving cost reductions and savings in other areas. It is one of only four forces in England and Wales where the number of police officers in frontline roles is planned to increase, and the only force in which the total number of police officers will increase over the spending review period.

“Recorded crime in the county has fallen more than in most other force areas and satisfaction among victims of crime is above average for England and Wales. HMIC is confident that the force will be able to deliver its planned savings within this spending review and continue to fight crime.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region

July 2013



Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 86% of victims were satisfied with the overall service provided by Surrey Police.

Most similar forces

Cambridgeshire Constabulary, Dorset Police and Thames Valley Police.

Police and Crime Commissioner

Kevin Hurley

www.surrey-pcc.gov.uk

Chief officers

Chief constable: Lynne Owens

Deputy chief constable: Nick Ephgrave

Assistant chief constables: Stuart Cundy

Force website: www.surrey.police.uk



Force cost 2012/13

£213.2m

About the force area

The force area is made up of a county with 1.1 million residents.

Its population density is twice the national average, and it includes some of the UK’s most affluent areas.

Unemployment is low and the proportion of the workforce engaged in entrepreneurial, professional or management jobs is higher than the national average.

Surrey’s proximity to London and the motorway network makes the county more vulnerable than others to travelling criminals.

Estimated workforce figures 2012/13

Total: 4,262

Police officers: 1,980

PCSOs: 222

Police staff: 2,060

Sussex Police

Summary of findings from the 2013 valuing the police inspection:

“Sussex Police faces a more difficult financial challenge than many other forces. It has lower costs than most forces, so it has had to work hard to identify additional efficiencies in order to reduce its costs further. The force has developed a change programme that will enable it to save £52.7m, which is £2m more than its savings requirement of £50.7m.

“However, the force is not managing to protect its frontline crime-fighting capability as effectively as it should. It is one of only three forces in England and Wales that is planning to decrease the overall proportion of its workforce in frontline roles over the spending review period.

“It is commendable that despite all the changes it has made a high proportion of Sussex residents feel as safe or safer than they did two years ago. However, there are early indications that the service to the public might be starting to diminish. Over the last two years Sussex has reduced recorded crime at a substantially lower rate than most other forces. In addition, there has been a significant decline in the number of emergency and priority calls the force gets to on time.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 85% of victims were satisfied with the overall service provided by Sussex Police.

Most similar forces

Avon and Somerset Constabulary, Essex Police, Hampshire Constabulary, Hertfordshire Constabulary, Leicestershire Police, Staffordshire Police and Thames Valley.

Police and Crime Commissioner

Katy Bourne

www.sussex-pcc.gov.uk

Chief officers

Chief constable: Giles York (temporary)

Deputy chief constable: Olivia Pinkney (temporary)

Assistant chief constable: Robin Smith

Force website: www.sussex.police.uk



Force cost 2012/13

£268.9m

About the force area

The force covers the counties of East and West Sussex. There are densely populated areas (in Brighton in the south and towards London), and a mix of affluent semi-rural communities.

Brighton and Hove has a high proportion of younger people (many students), and a busy night-time economy of bars, pubs and clubs, which places significant demands on the force. Tourism is a major industry, particularly in Brighton and other seaside towns, and the resident population of 1.6 million swells significantly every summer.

The force also polices Gatwick airport, which is a key part of the economic infrastructure of south east England.

Estimated workforce figures 2012/13

Total: 5,183

Police officers: 2,956

PCSOs: 335

Police staff: 1,891

Thames Valley Police

Summary of findings from the 2013 valuing the police inspection:

“Thames Valley Police faces a smaller savings requirement compared to other forces, but this is not without its challenge. The force has lower costs than many other forces, meaning it has had to work hard to identify more efficiencies in order to squeeze its costs down even further.”

“Thames Valley Police has made a very strong response to meeting its financial challenge over the last two years. It has limited the impact of the cuts on its frontline workforce in a way very few other forces have been able to achieve; protecting its crime fighting capability by driving out efficiencies in other areas. It is one of only four forces in England and Wales where the number of police officers in frontline roles is planned to increase.

“In addition, the force has demonstrated excellent performance in reducing crime over the spending review period.

“HMIC is confident that the force will be able to deliver its planned savings within this spending review by reducing costs whilst continuing to fight crime successfully.”

Zoë Billingham

HM Inspector of Constabulary for the Eastern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 88% of victims were satisfied with the overall service provided by Thames Valley Police.

Most similar forces

Avon and Somerset Constabulary, Cambridgeshire Constabulary, Essex Police, Hampshire Constabulary, Hertfordshire Constabulary, Leicestershire Police and Sussex Police.

Police and Crime Commissioner

Anthony Stansfeld
www.thamesvalley-pcc.gov.uk

Chief officers

Chief constable: Sara Thornton
Deputy chief constable: Francis Habgood
Assistant chief constables: Chris Shead; Richard Bennett; John Campbell; Brendan O'Dowda (acting)
Force website: www.thamesvalley.police.uk



Force cost 2012/13

£403.1m

About the force area

Thames Valley Police serves the counties of Berkshire, Buckinghamshire and Oxfordshire.

Its population of 2.3 million is widely diverse in terms of ethnic and economic background. There are rural areas, and some of the UK's most affluent communities. However, the force faces the problems associated with densely-populated urban areas in some of its towns. Some six million people visit the Thames Valley area each year. Oxford is an international attraction.

There are 196 miles of motorway – more than in any other British police force area – which form a key part of the transport system of south east England. The force has royal protection duties at Windsor and polices major events such as Royal Ascot, as well as Reading Football Club.

Estimated workforce figures 2012/13

Total: 7,593

Police officers: 4,213

PCSOs: 507

Police staff: 2,873

Warwickshire Police

Summary of findings from the 2013 valuing the police inspection:

“Warwickshire Police faces a more difficult challenge to make the requisite savings than most forces. It is small, with one of the biggest percentage cuts in its budget of any force, and it already spends less on policing per head than most forces.

“Nevertheless, it has responded well, making good progress in an ambitious and ground-breaking alliance with neighbouring West Mercia Police. The force plans to find all the savings it needs, and the alliance places it in a better position to face future challenges.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 84% of victims were satisfied with the overall service provided by Warwickshire Police.

Most similar forces

Cambridgeshire Constabulary, Devon and Cornwall Police, Gloucestershire Constabulary, North Wales Police, Suffolk Constabulary, West Mercia Police and Wiltshire Police.



Force cost 2012/13

£96.8m

About the force area

Warwickshire, is a medium-sized county in the West Midlands region, with a mix of rural and urban areas.

The population is more than half a million people. The majority of people live in the north and centre of the county, in towns such as Nuneaton, Bedworth, Rugby and Warwick, while the south of the county is largely rural.

A number of crime threats come from outside the county.

The force is working towards collaborating with other forces in the region.

Estimated workforce figures 2012/13

Total: 1,643

Police officers: 821

PCSOs: 117

Police staff: 705

Police and Crime Commissioner

Ron Ball

www.warwickshire-pcc.gov.uk

Chief officers

Chief constable: Andy Parker

Deputy chief constable: Neil Brunton

Assistant chief constables: Karen Manners; Gareth Morgan; Richard Elkin

Force website: www.warwickshire.police.uk

West Mercia Police

Summary of findings from the 2013 valuing the police inspection:

“West Mercia Police faces a similar cut to spending as other forces, but already spends less than average on policing, so may find it more difficult to cut spending further.”

“It has responded well and made good progress in an ambitious and ground-breaking alliance with neighbouring Warwickshire Police. The force has plans to find all but £2.5m of the savings it needs. It has money in reserves to bridge this gap, if needed, and the alliance places it in a better position to face future challenges.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 85% of victims were satisfied with the overall service provided by West Mercia Police.

Most similar forces

Devon and Cornwall Police, Gloucestershire Police, Norfolk Constabulary, North Yorkshire Police, Suffolk Constabulary, Warwickshire Police and Wiltshire Police.

Police and Crime Commissioner

Bill Longmore

www.westmercia-pcc.gov.uk

Chief officers

Chief constable: David Shaw

Deputy chief constable: Karen Manners (temporary)

Assistant chief constable: Gareth Morgan

Force website: www.westmercia.police.uk



Force cost 2012/13

£211.3m

About the force area

West Mercia is the fourth largest police force area in England and Wales. It covers Hereford, Shropshire, Telford and Wrekin and Worcestershire. It is also the largest force without a coastline.

The area is predominantly rural, with much of the population of 1.2 million dispersed through villages and market towns, particularly in Herefordshire and Shropshire.

However, the force also polices a number of densely populated urban areas, particularly in the area bordering the West Midlands conurbation.

Opportunities to collaborate with other forces in the region are being explored.

Estimated workforce figures 2012/13

Total: 4,152

Police officers: 2,264

PCSOs: 283

Police staff: 1,605

West Midlands Police

Summary of findings from the 2013 valuing the police inspection:

“West Midlands Police is facing a difficult challenge to make the required savings. It has made a good start in cutting its spending and has already found over 60% of the savings it needs in the first two years.

“The force has responded strongly to the spending review. It has developed a robust and comprehensive change programme and has the leadership and capability to deliver this in a complex policing environment. The force has been innovative, creative and evidence-based and has engaged its workforce well. At the same time performance has been improving: the West Midlands has seen some of the biggest reductions in recorded crime in the country; and victim satisfaction with policing is higher than in most other forces.

“Future spending reductions will be a challenge to the force which is already managing a considerable reduction in funding and has a high level of demand. However, the response to this spending review gives HMIC some confidence that the force has put itself in the best possible position to manage further reductions.”

Dru Sharpling

HM Inspector of Constabulary for the Wales and Western Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 87% of victims were satisfied with the overall service provided by West Midlands Police.

Most similar forces

Greater Manchester Police, Merseyside Police and West Yorkshire Police.

Police and Crime Commissioner

Bob Jones

www.westmidlands-pcc.gov.uk

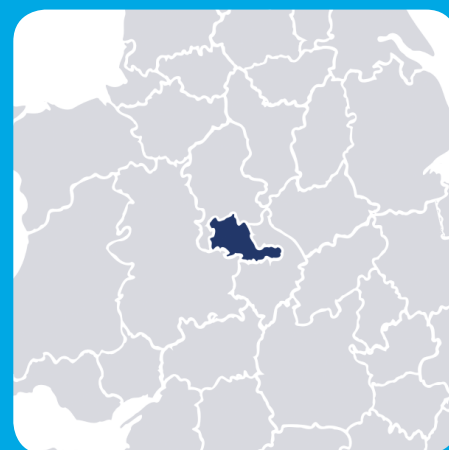
Chief officers

Chief constable: Chris Sims

Deputy chief constables: Dave Thompson; Sharon Rowe (temporary)

Assistant chief constables: Gary Cann; Garry Forsyth; Marcus Beale

Force website: www.west-midlands.police.uk



Force cost 2012/13

£607m

About the force area

The West Midlands is a predominantly urban area, with some semi-urban and rural communities outside the conurbations.

In some parts, it has the higher-than-average crime rates associated with densely populated urban areas. The force also tackles violent organised criminal gangs and gun crime. The 2.7 million population of the West Midlands is very diverse. Almost 40 percent of Birmingham's population are from minority ethnic communities and nearly 100 languages are spoken in the region.

The area has an international airport, major transport hubs and a substantial road network. Birmingham is a leading commercial centre, hosting high-profile events. It polices matches at six major football clubs.

Estimated workforce figures 2012/13

Total: 12,197

Police officers: 7,964

PCSOs: 787

Police staff: 3,446

West Yorkshire Police

Summary of findings from the 2013 valuing the police inspection:

“West Yorkshire Police has a more difficult financial challenge than many other forces, but with higher spending on policing, higher workforce numbers and costs, there are opportunities to deliver savings.”

“In HMIC’s assessment, the force has not grasped the same opportunities to transform and to deliver savings as other forces, and has left large elements of its business untouched. It now has less time in which to implement the changes it needs to close the gap and be in a strong position to respond to further funding reductions. It is imperative that detailed plans are rapidly developed and implemented.”

“Given the short time frame, strong and effective leadership will be essential if this is to be achieved alongside delivering improved performance. The new chief constable recognises the challenge the force faces and is rapidly working towards developing such plans.”

Roger Baker

HM Inspector of Constabulary for the Northern Region

July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 87% of victims were satisfied with the overall service provided by West Yorkshire Police.

Most similar forces

Greater Manchester Police, Lancashire Constabulary, Northumbria Police, Nottinghamshire Police, South Wales Police, South Yorkshire Police and West Midlands.

Police and Crime Commissioner

Mark Burns-Williamson

www.westyorkshire-pcc.gov.uk

Chief officers

Chief constable: Mark Gilmore

Deputy chief constable: Dee Collins

Assistant chief constables: Geoff Dodd; Craig Guildford; Ingrid Lee (temporary);

Mark Milsom; John Robins

Force website: www.westyorkshire.police.uk



Force cost 2012/13

£468.1m

About the force area

The force covers densely-populated areas – the cities of Leeds, Bradford and Wakefield, and the large towns of Huddersfield and Halifax – as well as some extensive rural areas.

A number of those areas have the higher crime rates generally associated with population density. In the indices of deprivation, four out of the five local authority districts in West Yorkshire fall in the lowest 25 percent nationally. The population is diverse. Of the 2.2 million inhabitants, 11 percent are from black and minority ethnic backgrounds, principally Pakistani and Indian, concentrated in Leeds, Bradford and Kirklees. West Yorkshire Police is a leading force in the regional counter-terrorism network. The force also polices matches at major football clubs.

Estimated workforce figures 2012/13

Total: 8,892

Police officers: 5,172

PCSOs: 748

Police staff: 2,972

Wiltshire Police

Summary of findings from the 2013 valuing the police inspection:

“Wiltshire Police has a smaller savings requirement than most other forces. However, as a small force it does not have the same opportunities to deliver efficiencies through economies of scale, and it is already a low-cost force.

“The force has developed and implemented a change plan which has delivered savings, while reducing recorded crime and increasing victim satisfaction. It is working towards greater collaboration on operational police services with other forces in the region. There is an ambitious programme of integration with the County Council.

“The force prioritises engagement with staff and pays particular attention to investing in future leadership. This approach should facilitate any changes that are necessary while maintaining service delivery.”

Dru Sharpling
HM Inspector of Constabulary for the Eastern Region
July 2013

Victim satisfaction survey

In the 12 months to March 2013, it is estimated that 86% of victims were satisfied with the overall service provided by Wiltshire Police.

Most similar forces

Cheshire Constabulary, Devon and Cornwall Police, Norfolk Constabulary, North Wales Police, Suffolk Constabulary, Warwickshire Police and West Mercia Police.

Police and Crime Commissioner

Angus Macpherson
www.wiltshire-pcc.gov.uk

Chief officers

Chief constable: Patrick Geenty
Deputy chief constables: Mike Veale
Assistant chief constable: Andrew Tatam
Force website: www.wiltshire.police.uk



Force cost 2012/13

£112.1m

About the force area

Wiltshire is a mainly rural county with a network of historic villages and market towns. A significant proportion of the population is at retirement age or older.

However, the expanding town of Swindon, close to the M4, presents some different policing challenges for the force associated with large urban areas of higher recorded crime.

The oldest county police force in the country, Wiltshire Police was formed in 1839.

The armed forces have a long-established and important presence in the county.

Estimated workforce figures 2012/13

Total: 2,255

Police officers: 1,167

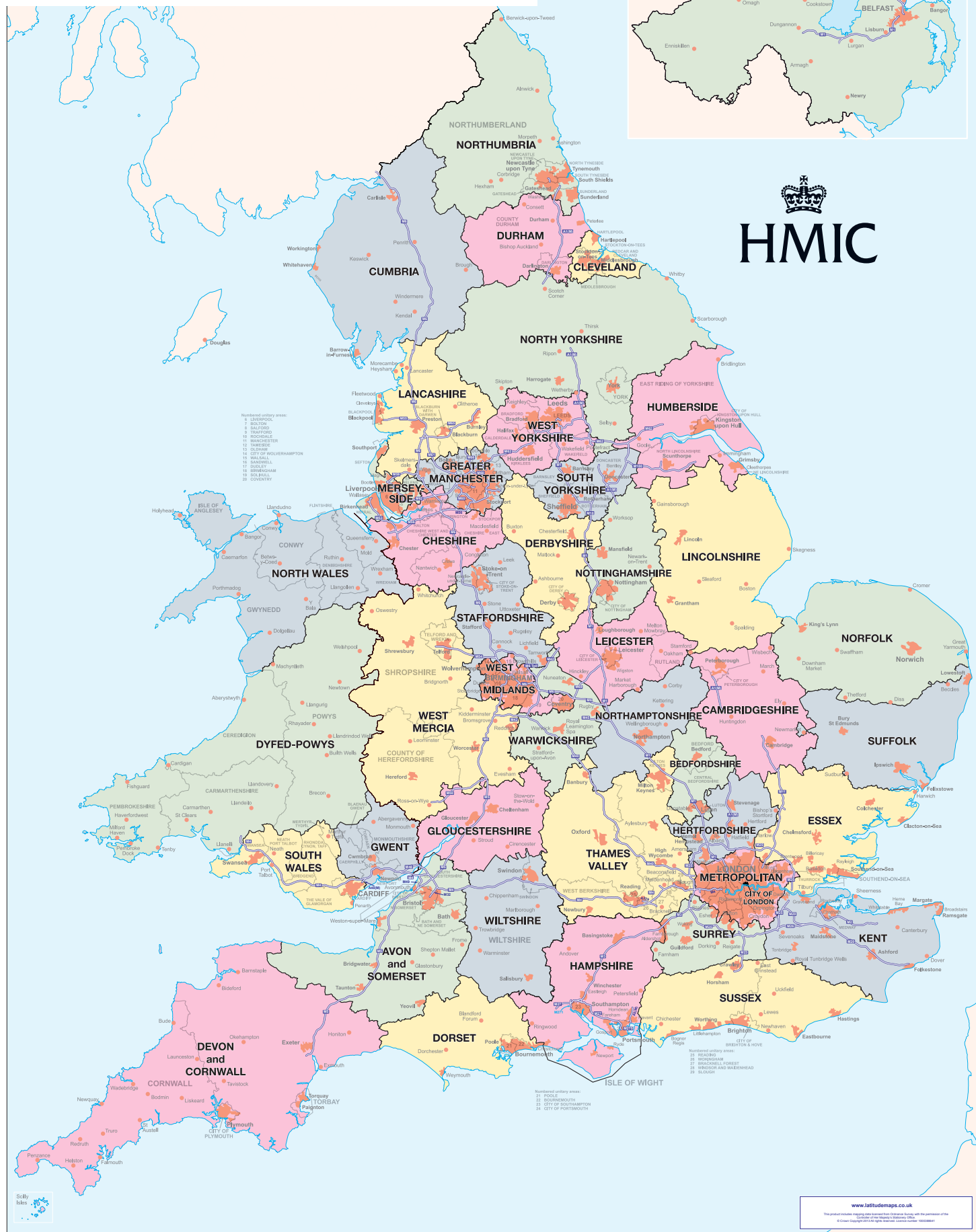
PCSOs: 142

Police staff: 946

Annex A – Peelian principles

1. The basic mission for which the police exist is to prevent crime and disorder.
2. The ability of the police to perform their duties is dependent upon public approval of police actions.
3. Police must secure the willing co-operation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public.
4. The degree of co-operation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.
5. Police seek and preserve public favour not by pandering to public opinion but by constantly demonstrating absolute impartial service to the law.
6. Police use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient.
7. Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.
8. Police should always direct their action strictly towards their functions and never appear to usurp the powers of the judiciary.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.

Annex B – Map of forces in England, Wales and Northern Ireland



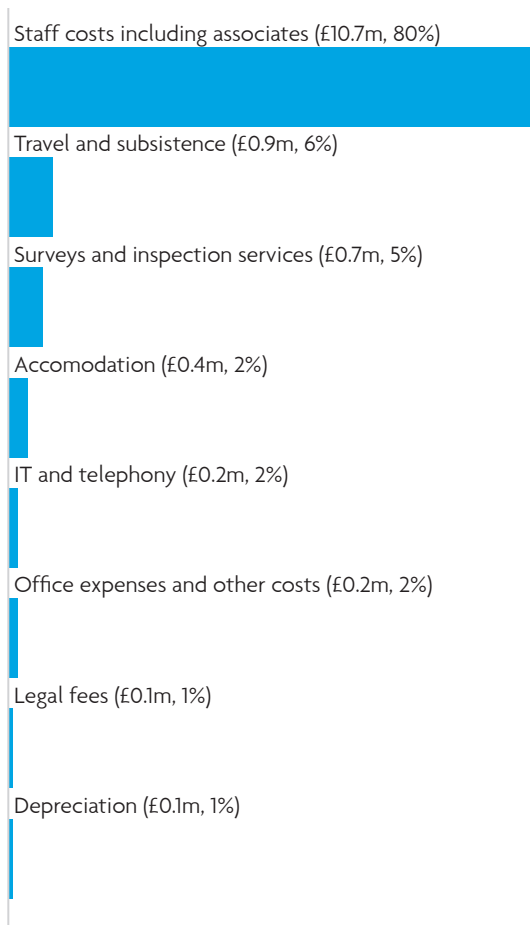
Annex C – Finances and staffing

Finances

HMIC is funded principally by the Home Office. In addition, HMIC receives funds for inspections commissioned by others (such as the Police Service of Northern Ireland).

HMIC spends approximately 80 percent of its funding on its workforce, with the remainder spent on travel, subsistence, accommodation and other expenses.

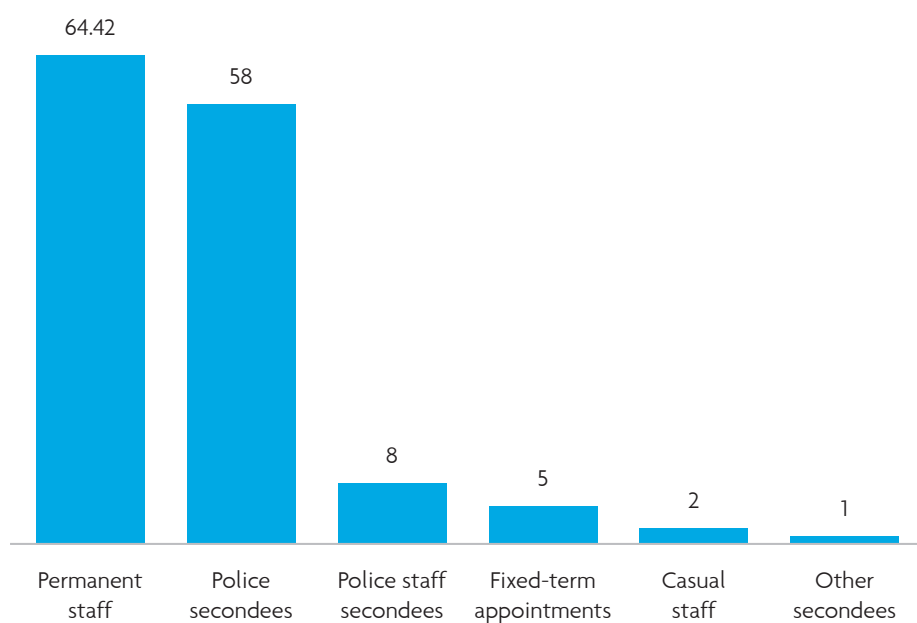
Funding breakdown for 2012/13



Staffing

HMIC's workforce comprises civil servants, police officer and staff secondees and other non-police staff.

Staffing breakdown for 2012/13



Annex D – Report index

Reports by force

Avon and Somerset

Making the connections (National Ballistics Intelligence Service) – Thematic

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Stop the drift 2 – Joint Inspection

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Custody suite inspection – Joint inspection

Bedfordshire

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Cambridgeshire

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Cheshire

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

City of London

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Custody suite inspection – Joint inspection

Cleveland

Living in a different world – Joint inspection

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Cumbria

Living in a different world – Joint inspection

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Derbyshire

Living in a different world – Joint inspection

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Devon and Cornwall

Children and young people who sexually offend – Joint inspection

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Dorset

Making the connections (National Ballistics Intelligence Service) – Thematic

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Durham

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Dyfed-Powys

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Essex

Essex Police's approach to managing cases of domestic abuse – PCC Commission

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Custody suite inspection – Joint inspection

Gloucestershire

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Greater Manchester Police

Living in a different world – Joint inspection

Making the connections (National Ballistics Intelligence Service) – Thematic

Private sector partnering – Thematic

Getting cases ready for court – Joint inspection (Attorney General

commission)

A criminal use of police cells? – Joint inspection pilot

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Facing up to offending – Joint inspection

Custody suite inspection – Joint inspection

Gwent

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Custody suite inspection – Joint inspection

Hampshire

Making the connections (National Ballistics Intelligence Service) – Thematic

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Custody suite inspection – Joint inspection

Hertfordshire

Living in a different world – Joint inspection

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Humberside

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Kent

Crime recording in Kent – PCC Commission

Private sector partnering – Thematic

A criminal use of police cells? – Joint inspection

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Lancashire

Children and young people who sexually offend – Joint inspection

Private sector partnering – Thematic

A criminal use of police cells? – Joint inspection

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Leicestershire

Making the connections (National Ballistics Intelligence Service) – Thematic

Private sector partnering – Thematic

Getting cases ready for court – Joint inspection (Attorney General commission)

A criminal use of police cells? – Joint inspection

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Lincolnshire

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Merseyside

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Stop the drift 2 – Joint Inspection

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Custody suite inspection – Joint inspection

Metropolitan Police

Children and young people who sexually offend – Joint inspection

Private sector partnering – Thematic

Getting cases ready for court – Joint inspection (Attorney General commission)

Mistakes were made (Savile review) – Joint inspection

National police units which provide intelligence on criminality associated with protest – progress report

A criminal use of police cells? – Joint inspection

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Facing up to offending – Joint inspection

Custody Suite Inspection (Bromley, Lewisham and Haringey) – Joint Inspection

Norfolk

Private sector partnering – Thematic

A criminal use of police cells? – Joint inspection

Stop and search powers – Home Secretary commission

Stop the drift 2 – Joint Inspection

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Facing up to offending – Joint inspection

Custody suite inspection – Joint inspection

North Wales

Private sector partnering – Thematic

Getting cases ready for court – Joint inspection (Attorney General commission)

A criminal use of police cells? – Joint inspection

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Facing up to offending – Joint inspection

North Yorkshire

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Northamptonshire

Child protection arrangements – Joint inspection

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Northumbria

Private sector partnering – Thematic

Children and young people who sexually offend – Joint inspection

Making the connections (National Ballistics Intelligence Service) – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Nottinghamshire

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

South Wales

Children and young people who sexually offend – Joint inspection

Making the connections (National Ballistics Intelligence Service) – Thematic

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Stop the drift 2 – Joint Inspection

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

South Yorkshire

Making the connections (National Ballistics Intelligence Service) – Thematic

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Staffordshire

Making the connections (National Ballistics Intelligence Service) – Thematic

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Custody suite inspection – Joint inspection

Suffolk

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Stop the drift 2 – Joint Inspection

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Custody suite inspection – Joint inspection

Surrey

Private sector partnering – Thematic

Mistakes were made (Savile review) – Joint inspection

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Sussex

Private sector partnering – Thematic

Getting cases ready for court – Joint inspection (Attorney General

commission)

Mistakes were made (Savile review) – Joint inspection

A criminal use of police cells? – Joint inspection

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Facing up to offending – Joint inspection

Thames Valley

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Warwickshire

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

West Mercia

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

West Midlands

Living in a different world – Joint inspection

Private sector partnering – Thematic

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Facing up to offending – Joint inspection

West Yorkshire

Private sector partnering – Thematic

Mistakes were made (Savile review) – Joint inspection

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Wiltshire

Private sector partnering – Thematic

Getting cases ready for court – Joint inspection (Attorney General commission)

Stop and search powers – Home Secretary commission

Policing in austerity: Rising to the challenge – Thematic

Revisiting police relationships: Progress report – Thematic

Wiltshire review – Police Authority Commission

Forces by report

A criminal use of police cells?

Greater Manchester (pilot)

Kent

Lancashire

Leicestershire

Metropolitan

Norfolk

North Wales

Sussex

Child protection arrangements

Northamptonshire

Children and young people who sexually offend

Devon and Cornwall

Lancashire

Metropolitan

Northumbria

South Wales

Crime recording in Kent

Kent

Custody suite inspections

Avon and Somerset

City of London

Essex

Greater Manchester

Gwent

Hampshire

Merseyside

Metropolitan Police

Norfolk

Staffordshire

Suffolk

Essex Police's approach to managing cases of domestic abuse

Essex

Facing up to offending

Greater Manchester

Metropolitan

Norfolk

North Wales

Sussex

West Midlands

Getting cases ready for court

Greater Manchester

Leicestershire

Metropolitan

North Wales

Sussex

Wiltshire

Living in a different world

Cleveland

Cumbria

Derbyshire

Greater Manchester

Hertfordshire

West Midlands

Making the connections (National Ballistics Intelligence Service)

Avon and Somerset

Dorset

Greater Manchester

Hampshire

Leicestershire

Northumbria

South Wales

South Yorkshire

Staffordshire

Mistakes were made (Savile review)

Metropolitan

Surrey

Sussex

West Yorkshire

National police units which provide intelligence on criminality associated with protest – progress report

Metropolitan Police

Policing in austerity: Rising to the challenge

All forces

Private sector partnering

All forces

Revisiting police relationships: Progress report

All forces

Stop and search powers

All forces

Stop the drift 2

Avon and Somerset

Merseyside

Norfolk

South Wales

Suffolk

Taking time for crime

Forces involved were anonymised

Wiltshire Review (lessons learned following the death of deputy chief constable David Ainsworth)

Wiltshire

Annex E – Interested parties

List of interested parties who responded to the consultation on the annual assessment of policing in England and Wales:

Nick Alston, police and crime commissioner, Essex

Eliat Aram, chief executive officer, The Tavistock Institute of Human Relations

Association of Police and Crime Commissioners Secretariat

Rt Hon Vera Baird QC, police and crime commissioner, Northumbria

Ann Barnes, police and crime commissioner, Kent

David Behan, chief executive, Care Quality Commission

Andy Bliss, chief constable, Hertfordshire

Katy Bourne, police and crime commissioner, Sussex

Sir Graham Bright, police and crime commissioner, Cambridgeshire

Keith Bristow, National Crime Agency

Simon Byrne, Assistant Commissioner, Metropolitan Police Service

Liz Calderbank, former HM Chief Inspector of Probation

Alan Charles, police and crime commissioner, Derbyshire

Mick Creedon, chief constable, Derbyshire

Paul Crowther, acting chief constable, British Transport Police

Irene Curtis, President, Police Superintendents' Association of England and Wales

John Dwyer, police and crime commissioner, Cheshire

Chris Eyre, chief constable, Nottinghamshire

Steve Finnigan, chief constable, Lancashire

John Fletcher, deputy chief constable, Bedfordshire

Michael Fuller, HM Chief Inspector of the Crown Prosecution Service Inspectorate

Mark Gilmore, chief constable, West Yorkshire

John Graham, Police Foundation

Stephen Greenhalgh, Deputy Mayor, Mayor's Office for Policing and Crime

Andrew Haldenby, Director, Reform

Alan Hardwick, police and crime commissioner, Lincolnshire

Tony Hogg, police and crime commissioner, Devon and Cornwall

Rt Hon Jane Kennedy, police and crime commissioner, Merseyside

Kevin Hurley, police and crime commissioner, Surrey

Boris Johnson, Mayor of London

Ian Johnston, police and crime commissioner Gwent

Javed Khan, chief executive, Victim Support

Baroness Lawrence

Adrian Leppard, Commissioner, City of London

Bill Longmore, police and crime commissioner, West Mercia

Angus Macpherson, police and crime commissioner, Wiltshire

Alex Marshall, chief executive, College of Policing

Olly Martins, police and crime commissioner, Bedfordshire

Amyas Morse, Comptroller and Auditor General, National Audit Office

Sue Mountstevens, police and crime commissioner, Avon and Somerset

Julia Mulligan, police and crime commissioner, North Yorkshire

Baroness Newlove, Victims' Commissioner

Peter Neyroud, Centre for Criminology, University of Cambridge

Sir Denis O'Connor, former HM Chief Inspector of Constabulary

Sir David Omand, former Permanent Secretary, Home Office

Lynne Owens, chief constable, Surrey

Dame Anne Owers, Chair, Independent Police Complaints Commission

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Douglas Paxton, chief constable, Suffolk

Professor Dame Shirley Pearce, chair, College of Policing

Sir David Phillips, former president, Association of Chief Police Officers

Henry Pollard, Chairman, City of London Police Committee

Ben Priestley, National Officer for Police Staff, Unison

Imelda Richardson, Chief Inspector, Care and Social Services
Inspectorate Wales

Jackie Roberts, chief constable, Dyfed-Powys

Winston Roddick, police and crime commissioner, North Wales

Sir Christopher Rose, Chief Surveillance Commissioner, Office of
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Christopher Salmon, police and crime commissioner, Dyfed-Powys

Sue Sim, chief constable, Northumbria

Adam Simmonds, police and crime commissioner, Northamptonshire

Sir Kier Starmer QC, then Director of Public Prosecutions

Sara Thornton, chief constable, Thames Valley

Paddy Tipping, police and crime commissioner, Nottinghamshire

Martyn Underhill, police and crime commissioner, Dorset

Peter Wanless, chief executive, National Society for the Prevention
of Cruelty to Children

Steve Williams, chair, Police Federation of England and Wales –
responses from joint branch board members

Sir Michael Wilshaw, Her Majesty's Chief Inspector of Education,
Ofsted

Shaun Wright, police and crime commissioner, South Yorkshire



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