



Inspecting policing  
in the public interest

# State of Policing

## The Annual Assessment of Policing in England and Wales 2013/2014



Her Majesty's Chief Inspector of Constabulary







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 2013-14.

*(Sgd.) Thomas P Winsor*

**THOMAS P WINSOR**  
Her Majesty's Chief Inspector of Constabulary

27 November 2014

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



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# Foreword

This is my report to the Secretary of State under section 54(4A) of the Police Act 1996. As required by that section, it contains my assessment of the efficiency and effectiveness of policing in England and Wales in respect of the inspection year 2013/14.

This annual assessment is predominantly dependent on the aggregation of HMIC's inspections in the year. These inspections have been both HMIC's thematic inspections – into particular areas of concern – and inspections carried out as part of our new inspection programme, called PEEL: police effectiveness, efficiency and legitimacy. The PEEL programme is new, and is described and explained in greater detail later in this report.

These inspections together provide the public, their elected representatives, the police and others with information and analysis drawn from them. This annual assessment also contains conclusions as to the overall state of the police and how well police forces in England and Wales are performing.

Under the model of public and democratic accountability of the police, established by Parliament, these are things the public need and ought to have. Policing is of and for the public. Public consent and approval of the police and their actions is essential to the efficiency and effectiveness of the police. For that consent and approval to be given and maintained, the public need information, analysis and conclusions which they can trust, so they can make their judgments. And it is upon those judgments that the public can decide to act.

This report deals with 2013/14. More specifically, it relies upon inspections carried out between August 2013 and October 2014.



Part 1 of this report contains an overview of policing in England and Wales. It introduces HMIC's findings in more depth in the three following chapters, covering effectiveness, efficiency and legitimacy. We have introduced graded judgments for each police force in assessing efficiency and elements of effectiveness.

Since August 2013, HMIC has published a number of reports on its inspections, including reports which come from our joint inspection programme with the other criminal justice inspectorates – HM Crown Prosecution Service Inspectorate, HM Inspectorate of Probation and HM Inspectorate of Prisons. A summary of these inspections is in Part 2.

Part 3 of this report summarises the findings of the first PEEL inspections and the thematic inspections for each force, with an individual force-by-force two page summary of HMIC's assessment. Much more information about each force is published on HMIC's website, and I encourage the public and others to use that to see in depth what we have made of the performance of their forces in this inspection year.

In designing PEEL 2015, my fellow Inspectors of Constabulary and I are taking into consideration the responses we received to the public consultation which ran during the summer of 2014, and what was said to us by many people as we listened to them. This design has involved the most extensive consultation of the public, the police and others which HMIC has ever carried out in relation to its work. In this respect, we are very grateful for the constructive engagement that we have had from police and crime commissioners, police forces, the College of Policing, the Home Office and others. In early 2015, we will respond to the consultation responses and set out our plan for 2015/16.

I wish here to place on record my very great appreciation to all the staff of HMIC for their loyalty, commitment and hard work over the last year. Carrying out HMIC's most intensive ever programme of thematic and joint inspections, as well as designing, resourcing and implementing the first PEEL programme of all-force inspections in the space of a single year, has been an immense undertaking. The people who work in and for HMIC have performed marvellously well, and the record of the Inspectorate is one which my fellow Inspectors of Constabulary and I are proud to defend, to promote and to say belongs to everyone at HMIC.

I should also like to take this opportunity to pay tribute to the distinguished work and achievements of Roger Baker, who completed his five-year term as Her Majesty's Inspector of Constabulary in September 2014. During his time in post, HMI Baker combined responsibility for police forces in the northern region with leading some significant and highly influential inspection programmes. The police service, the public, HMIC and I personally have all greatly benefited from Roger's experience, expertise, wit and wisdom. I wish to repeat my very great thanks for all he achieved during his time with HMIC.

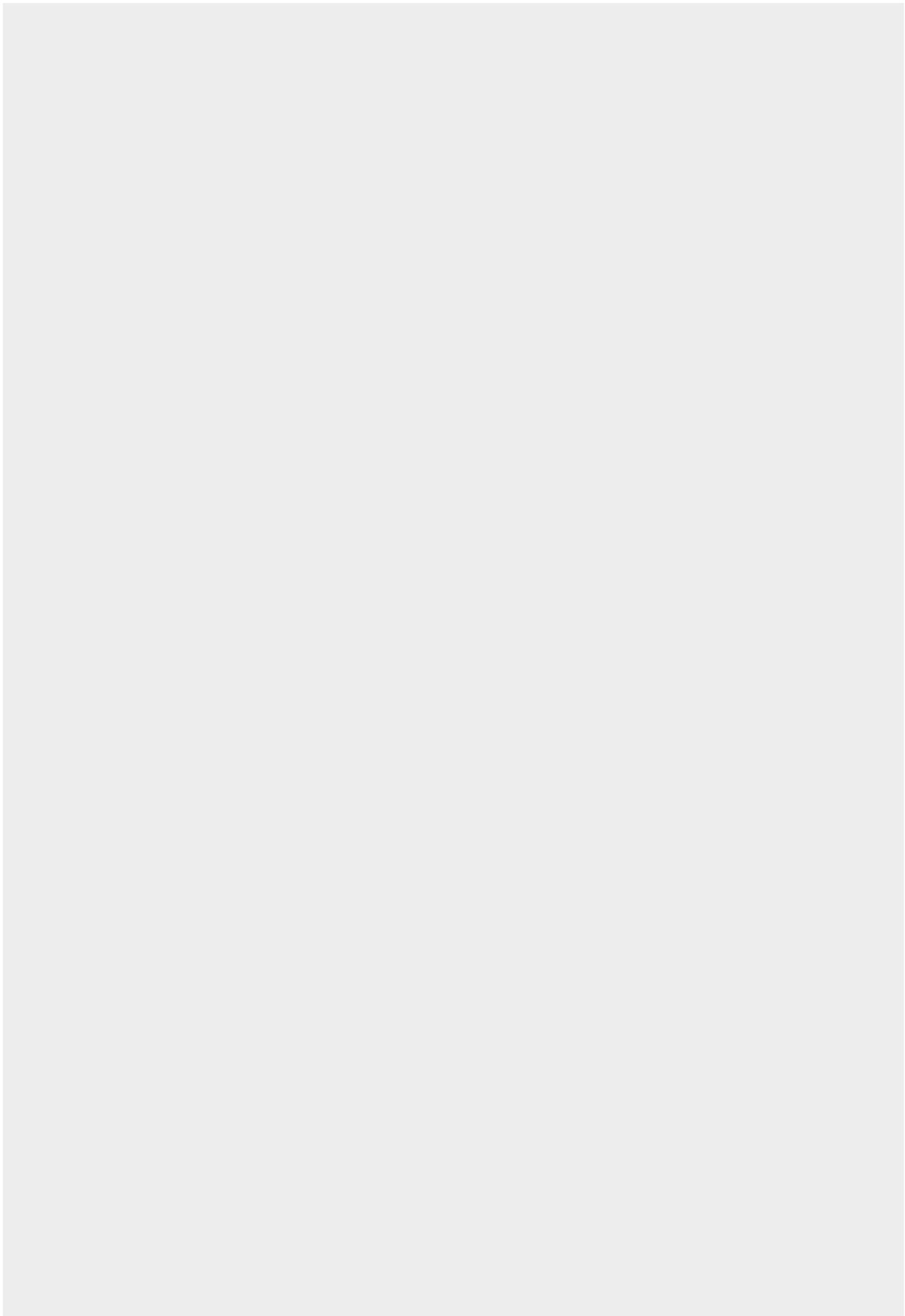
I should also like formally to welcome to HMIC Michael Cunningham, who was appointed Her Majesty's Inspector of Constabulary in September 2014, following a highly distinguished career in policing, latterly as chief constable of Staffordshire. HMI Cunningham will have particular responsibility for the forces in the northern region of HMIC's jurisdiction, and for the inspection of the Police Service of Northern Ireland.

I am also pleased to record here that in September 2014 HMIs Drusilla Sharpling and Zoe Billingham were re-appointed for new five-year terms.

The considerable strength of the Inspectorate has thereby been maintained and enhanced, and I look forward to working with all of my colleagues in the year ahead.

**Thomas P Winsor**

Her Majesty's Chief Inspector of Constabulary



# HMCIC's annual assessment of policing in England and Wales **2013/14**

# HMCIC Overview

## Summary

While measured crime has fallen dramatically in recent years, forces cannot afford to be complacent. The crime threat will continue to evolve and develop, and forces need to be at least keeping pace with it, through constant refreshing and improvement of their capabilities. In too many respects, they are failing in this. Cyber crime and cyber-enabled crime is not an emerging threat; it is the reality of crime now, and forces need to adapt quickly to meet that threat. The sexual exploitation of children is far from new, but its prevalence in our society, and the ways in which it is and can be carried out using modern technology, are only now being discovered. Even then, it is far from clear that the police and other agencies have a sound understanding of the magnitude or the capacity of either.

The needs of victims will always be central to policing and justice. Although the rates of victim satisfaction are high across all police forces, in too many respects victims are still not central to police thinking and services. While there have been improvements, victim contact and support needs to improve. The police are too focused on dealing with crimes with which they are familiar, rather than the crimes that victims today experience or report. The response to new and emerging crimes will not improve sufficiently unless the police place the victim's experience at the centre of their service.

Austerity is set to continue. Forces need to move from surviving budget reductions to thriving in a world of sustained cost reduction. Efficiency is not something that forces should feel is imposed on them as a reluctant addition to policing. It should run through all policing; that has always been the case. Never before was it more important than it is today.

Public accountability through police and crime commissioners and the media is the proper price of the powers and funding that the police receive to carry out their duties. No officer or force acting

with legitimacy and using public money wisely should be afraid of due accountability. The police should be beyond reproach; that is not an aspiration, it is the logical conclusion of the role the police are asked to carry out and the special position they hold as protectors and trustees of public safety.

The police have so far risen substantially to the challenge of a changing and reforming landscape while continuing to show their commitment to the public through their dedication and bravery. Police leaders at all levels will need to continue to absorb and embrace further radical change. The police service is likely to be smaller in the future; if it is to be smaller and better, that will require sustained effort and commitment from the leadership of the police. The quality of that leadership, at all levels, will need to improve considerably if the police are to meet the challenges they face in improving capabilities, meeting the needs of victims and becoming ever more efficient and effective.



## Introduction – the role of the police and the role of HMIC

- 1.1 The first duty of the state is the protection of its people. In civil society, it is primarily to the police that that duty falls. Invested by the community with coercive and intrusive powers, the police hold not only a special position of power in society, but also one of trust. With those positions go high expectations; these are expectations not only of integrity and honour, but of efficiency and effectiveness in dealing with the causes and the consequences of crime. People need to be safe, and to know and feel that they are safe. If they become victims of crime, they need to know that they will be believed, that they will be properly treated, and that wherever practicable those who have harmed them will be pursued and brought to justice. The public's expectations depend on the police having the capabilities to deal with crime efficiently and effectively, and having strong leadership to police with integrity and honour. Capabilities and leadership are themes that run through this year's annual assessment.
- 1.2 The modern police service was founded in 1829 by the then Home Secretary, Sir Robert Peel. In the principles of policing which bear his name, the basic mission for which the police exist is to prevent crime and disorder, and the test of police

efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it. These principles remain valid today. It is also true that public expectations of the police are probably higher than they have ever been.

- 1.3 Established by Parliament in 1856, Her Majesty's Inspectorate of Constabulary exists principally to inspect and report to the public and their elected representatives on how well the police do their job. HMIC does not deal with complaints against individual police officers; it is concerned primarily with systemic issues of the efficiency and effectiveness of the police. It must also be remembered that HMIC is an inspectorate, not a regulator. A regulator has powers of intervention, direction and enforcement; an inspectorate has no such powers. Its authority – its capacity to be a catalyst for improvement – comes from the quality of its work and its voice. HMIC speaks directly and principally to the public, in terms that ordinary people can understand.
- 1.4 It is for others – principally chief constables – to act on HMIC's reports. Those reports also provide elected representatives – mainly police and crime commissioners and their London equivalents – with evidence, analysis, judgments and recommendations in relation to the efficiency and effectiveness of the police. This is important, because each police and crime commissioner has a statutory obligation to secure that his or her police force is efficient and effective, using the powers conferred by Parliament. That is an onerous responsibility. I return to this issue later in this chapter.
- 1.5 HMIC operates independently from the police, Ministers, police and crime commissioners, other players in the criminal justice system and all other outside parties. That independence – conferred by Parliament – is both precious and essential, and it will never be compromised. It allows the public to know, and to trust. HMIC's statutory remit contains no political criteria; its objectivity requires no less. HMIC will continue to fulfil those statutory obligations without either over-reaching its jurisdiction or allowing irrelevant considerations, political or otherwise, to intrude. HMIC's allegiance is to the law and to the public interest; it has no other.

1.6 In fulfilling its statutory remit, HMIC works closely with other bodies in the criminal justice system. The Independent Police Complaints Commission oversees the police complaints system, sets the standards by which the police should investigate complaints, and carries out or oversees investigations in particular circumstances. HMIC has a concordat with the IPCC and the College of Policing in which the three organisations have committed to working together through, among other things, regular consultation with each other, sharing information and analysis as appropriate to inform decision-making, and ensuring that data collection and inspection minimise the work which forces have to do as a consequence.



1.7 This year's Annual Assessment of Policing in England and Wales for 2013/14 marks the beginning of HMIC's new annual all-force inspection programme. Its informal title is PEEL, which stands for police effectiveness, efficiency and legitimacy. The programme involves inspections and reports to the public on these aspects of policing in every Home Office-funded police force in England and Wales. Those inspections will continue to be supplemented by thematic inspections – inspections of particular aspects of police performance, usually prompted by a concern raised by circumstances or a complaint of systemic failure – but HMIC's focus will increasingly be on providing a clear, annual assessment for the public of how well their force, and policing as a whole, is performing. HMIC is also involved with other criminal justice inspectorates (HM Inspectorate of Prisons, HM Inspectorate of Probation and HM Crown Prosecution Service Inspectorate), the Office for Standards in Education, Children's Services and Skills (OFSTED) and the Care Quality Commission to carry out joint inspections which are the subject of an annual business planning cycle.

1.8 Whilst this annual assessment of policing concerns efficiency and effectiveness in its entirety, this year we are providing graded judgments on some, not all, aspects of forces' performance, ranging from inadequate to outstanding; next year, more aspects of forces' performance will be graded in this way as HMIC develops the PEEL methodology.

1.9 Policing continues to face challenge and change on an unprecedented scale. The rapidly-changing nature of crime, the need to protect members of hard-to-reach communities, new accountability arrangements, financial austerity, structural reform and the need for capabilities to operate ahead of and

not lag behind the crime threat, all increase the pressure on police forces to perform to the highest level. The scale of this challenge can be daunting, but it is not unique to the police; the rest of the public and private sectors face equally strong demands for change, improvement, accountability and better leadership. For the police, this pressure to improve is brought into sharper focus because of the unique powers they hold, the visible and often dangerous work they do, and the high degree of public and media scrutiny they receive.

- 1.10 It should therefore be a source of pride to the police and the public that the vast majority of police officers continue to perform their duties with dedication, integrity, bravery and an unfailing commitment to public service. For many officers policing is a vocation, where the frustrations and risks are far outweighed by the good they can do. And we should never forget that each year officers die while carrying out their duty to protect the public from harm; our debt to them and their families is a very great one.
- 1.11 It can be easy to overlook the fundamental strengths and virtues of an organisation while trying to improve it and root out failure. HMIC will always acknowledge and highlight successes and improvements in policing, while pointing out areas for improvement. Inspection has no benefit if it seeks only to criticise or if its audience ignores its findings. Our inspections are for a purpose: to improve policing in the public interest.
- 1.12 In this first year of our PEEL inspections, we have graded most forces as at least good on the range from inadequate, requires improvement, good and outstanding. In this first year, we have assessed forces against 13 questions taken from the 16 questions used in the existing monitoring framework in place for forces. We have provided graded judgments against six of the 13 assessment questions. Annex F sets out the 13 questions and details the six questions that have a graded judgment and the seven that have a narrative assessment drawn from relevant inspections in the last 12 months. During our inspections we have found many examples of very good work in forces across the country. However, we recognise that in the complexity of policing things can and do go wrong. When we see good work we shall acknowledge it but, in doing so, we are not giving an assurance that the force has never failed in any individual case or particular respect.

- 1.13 Next year, graded judgments will be made in relation to all the assessment questions and, in future years, our methodology will continue to develop to enable us to assess forces more widely. While this year's results are encouraging, it is clear that there is much still to do before the majority of forces will attain a grade of outstanding. All forces should aim to be outstanding; being good is the minimum grade the public are entitled to expect, and forces should always try to do better than that. Any annual assessment will see variations in results, and no force should assume that its grading one year will be the same the next.



## The changing demands on the police

- 1.14 According to the most recent annual results from the Crime Survey for England and Wales, crime is at its lowest level since the survey began in 1981; the most recent annual figures from the survey, for the 12 months to June 2014, showed a 16 percent fall on the previous year's survey. Over the same period, police-recorded crime stayed at a similar level to the year before. On police recorded crime data, the chance of being a victim of crime is at its lowest level since the mid-1990s. The police deserve recognition and praise for what they have done in this. However, the nature of crime is changing rapidly, and the police need to understand those changes and adapt to meet them if they are to continue to be successful. To do so will require improvements in both the capabilities and leadership of the police. A particular challenge for the police will be in handling crimes with a technological aspect or where the victim and his or her vulnerability is not easily apparent, whether that is in child sexual exploitation, slavery or domestic abuse.
- 1.15 One of the most significant problems faced by society – and therefore its police – is unreported crime. Many crimes are unreported, and of course it is impossible accurately to measure the size of the problem. However, two of the most important are crimes against vulnerable people, and crimes committed online and using modern communications technology. One has been corroding society and destroying lives for many generations; the other is new, growing and presents very significant dangers of another kind.
- 1.16 Civil society in England and Wales has one system of criminal law, and everyone, irrespective of her or his ancestry or cultural traditions, is entitled to the protection of the law.

In its protective and preventive role, it is the responsibility of the police not only to react to complaints and reports of crime, but actively to look for crime and the circumstances in which crimes may be committed, even where – particularly where – victims may be especially vulnerable, afraid or actively prevented from seeking help. Cultural traditions and sensitivities deserve and should always be given due respect. But where they operate to imprison vulnerable people behind barriers of fear and the threat or reality of violence, and facilitate or intensify crimes committed against those people, such barriers must be broken; they deserve no respect at all. The police must never forget this. Behind these barriers can be found victims of domestic abuse, slavery and forced labour, human trafficking, female genital mutilation, forced marriage, rape, child sexual exploitation and other violence. Whenever people become aware of these crimes, their abhorrence and disgust are great; the police and other law enforcement agencies must intensify and never neglect their search for these despicable offences and their desperate victims.

- 1.17 Slavery is incompatible with English society. In 1772, Lord Chief Justice Mansfield declared that “the air of England is too pure for any slave to breathe”, and therefore that the very presence of a slave on English soil operated to dissolve his chains for ever. That was the law then, and it remains the law today. But the law is broken every day. Even now, 242 years later, slavery persists in England and Wales. Of course it is hidden, it retains its international dimension and it has no state approval. But it exists, it persists and people in our country suffer in bondage which many thought was abolished in the nineteenth century. The Government has asked Parliament to legislate to improve the powers of the police and other law enforcement agencies in dealing with what is now called ‘modern slavery’, and to increase the protections available to victims; the Modern Slavery Bill is going through Parliament now. This is yet another serious crime which the police and others need fully to understand and then properly to tackle. Its victims cannot wait any longer.
- 1.18 Recent revelations of the scale of child sexual exploitation, whether online or by high-profile individuals or in institutions or local communities, have presented the police with a complex challenge. What has been seen so far of child sexual exploitation is almost certainly only the tip of an iceberg: for example, the “Threat Assessment of Child Sexual Exploitation

and Abuse”, published by the Child Exploitation and Online Protection Centre (CEOP) in June 2013, estimated that there were around 50,000 individuals in the UK involved in downloading and distributing indecent images of children during 2012. So far, the police treatment of this cancerous and repulsive offending has too often been found severely wanting, either through a failure to understand the nature of the problem, an unwillingness to take seriously the complaints of victims, or a fear of dealing with a problem which in some - but by no means all - cases involves perpetrators from particular communities.



- 1.19 The police need to learn lessons from the past and improve the prevention and detection of such crimes. Forces need to recognise and protect children at risk and treat cases of child sexual exploitation as a strong indicator of an extremely serious and prevalent problem, rather than isolated incidents to be investigated and brought to justice. We are under no illusion about the operational difficulty of investigating child sexual exploitation, but of all cases involving vulnerable victims those involving children deserve the most assiduous and urgent attention. The police response to child sexual exploitation will require strong leadership to overcome the cultural and institutional barriers that have hampered the response so far.
- 1.20 Following our report on how the police handled allegations against Jimmy Savile of child sexual abuse (“Mistakes Were Made”, published on 12 March 2013), we are carrying out a programme of work to examine the police response to child abuse and child protection. This covers areas such as internet-related child sexual exploitation, child protection and the interviewing of victims of sexual abuse or exploitation. Over the next two years, HMIC will assess how effectively each police force safeguards children and young people who are at risk, make recommendations for improving child protection practice, highlight effective practice in child protection work and promote improvements in practice. Few if any forces have a sufficiently developed understanding of the threat from and extent of child sexual abuse. We will examine and assess this in more detail in future PEEL inspections.
- 1.21 In our report “Everyone’s Business: Improving the Response to Domestic Abuse”, published on 27 March 2014, we reported on the unsatisfactory police handling of cases

of domestic abuse. We found that, despite considerable improvements over the last decade and the personal commitment and dedication of many police officers and staff, in too many forces there remain weaknesses in the service provided by the police to victims of domestic abuse. Some of these weaknesses were serious and were putting victims at unnecessary risk. We found that domestic abuse was a priority on paper but, in many forces, not in practice. We found a mixture of poor leadership, severe weaknesses in basic investigative skills, and officers lacking the skills to engage confidently and competently with victims. We set out detailed recommendations for urgent change. Forces are now working on improvements, and in some we have found a commendable pace and commitment to make a difference. We will inspect forces' progress on implementing them in our PEEL inspections of forces' effectiveness.

- 1.22 Technological change has brought about a fundamental shift in how some crime is committed. Crimes which the police have dealt with for many years, such as fraud, can now be committed on an industrial scale, at speed and by offenders unknown to the victim and in foreign jurisdictions. The investigative techniques and forensic capabilities needed to investigate such crimes are wholly different, as are the needs of victims. The scale of under-reporting of such crimes is considerable: the Home Office's research report "Cyber Crime: A Review of the Evidence", published in October 2013, said that businesses reported to the police just under two percent of online incidents, and just under one percent of adult internet users who experienced unauthorised access to their data reported that to the police. Part of the reason for such low levels of reporting is likely to be a belief by victims that there is little that the police could or would do.
- 1.23 Technology has also allowed new crimes to develop, such as hacking into computer systems to steal personal data. It has allowed old crimes to move online where the visibility and reach of the internet magnifies the impact on the victim. Modern technology is here to stay. It is already woven into our lives, and it is already woven into crime. Cyber crime is not an emerging threat; it is here now, and is already a large and growing problem. The "National Strategic Assessment of Serious and Organised Crime 2014" published by the National Crime Agency on 1 May 2014 commented that "based on the limited research evidence at present, the costs of cyber crime

could reasonably be assessed to be several billion pounds per year.”

- 1.24 The capabilities to tackle cyber crime should not be the preserve of the specialist officer; every police officer needs an understanding of it and the capabilities to deal with the cyber crime they will encounter. Almost all crime now has a technological aspect to it, whether that is the means by which the crime is committed, a source of valuable evidence to trace the offender, or a source of intelligence better to understand the threat. As people have moved their communications and shopping online, they have done the same with their insults, threats and abuse, often using social media. Police officers need to be trained to understand these methods and to discriminate between cases which require police attention and those which do not.
- 1.25 The oxygen of effective policing is information, but it is useless if it cannot be found and used at the time and in the circumstances in which it is needed. And in policing, if it is inaccessible to those who need it, great harm may occur which could and should have been prevented. Police forces do not compete with one another. Information about a person, vehicle, weapon or address does not belong to any one force. It is essential that the systems which police forces use for the recording and dissemination of information are as efficient and effective as possible. And that means that the information needs to be where it is needed, when it is needed.
- 1.26 It remains a matter of very serious concern that progress in ensuring the interoperability of police systems of information and communications technology has been as slow, insular and isolationist as it has. Until the police have a fully-functional interoperable system of networks – described in more detail in my speech on 29 April 2013<sup>1</sup> – public safety is imperilled and lives are at risk.
- 1.27 It is also a matter of material public concern that many police officers have available to them poorer technology when undertaking their duties than they have in their private lives. This is not a universal failing; forces such as Cambridgeshire, South Wales, Hampshire and the Metropolitan have made significant and commendable progress in improving these



<sup>1</sup> Lecture by Her Majesty's Chief Inspector of Constabulary at the Royal United Services Institute, London, 29 April 2013.

capabilities. But as with interoperability, the infrastructure which is available to and supports police officers and police staff in their work, including the technology, must be brought up to at least the standards used by offenders. The Home Secretary has recently emphasised that transforming police information and communications technology is not an option, it is a necessity.<sup>2</sup> The police have both the means and the motivation to do this; progress must accelerate markedly.

- 1.28 The same is true of the interoperability of the systems used by other agencies in the criminal justice system, and in public services such as health, social services and education. Technology has made it easier than ever for information to move and be accessible where and when it is needed. The vulnerability of a child or other potential victim of crime should not be intensified or increased by the failures of the public sector to make use of what is largely simple technology.
- 1.29 The police response to anti-social behaviour has improved significantly in recent years as a result of committed leadership by the police. We have been encouraged by the changes we have seen in our inspections. Anti-social behaviour is no longer the poor relation in policing; the police are now much better at assessing vulnerability and identifying repeat victimisation in this respect. Forces have also been making better use of partnerships with other agencies to help tackle anti-social behaviour through the sharing of systems, joint analysis of problems and vulnerability, and the creative use of each other's powers to reach offenders and protect victims. For too long anti-social behaviour was not taken seriously enough by the police, other agencies and the public. This appears to be changing and, while there are still improvements to make in the response of the police and other agencies, the picture is encouraging.
- 1.30 More generally, the experience that victims have of the police is mixed: victim satisfaction with the police remains high, as does public confidence in the police. However, in our inspections we found that forces' compliance with the Code of Practice for Victims of Crime is not consistent either within or between forces. The Code, which sets out the standards of service to which victims are entitled, was first published in 2005 under the Domestic Violence, Crime and Victims Act 2004; it was revised in October 2013. It is a statutory code of

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<sup>2</sup> Speech by the Home Secretary to the Police IT Suppliers Summit, London, 20 October 2014.

practice which sets out clearly what forces must provide. It is not optional. Forces cannot pick and choose from it or relegate its contents to the “nice to have” category. Forces should move quickly to implement it in full in a way that focuses on victims’ needs rather than simply complying with the letter of the Code.

- 1.31 Some of the most important and difficult work that the police carry out is invisible to the public, in particular on serious and organised crime, and on counter-terrorism. The cost of serious and organised crime to the UK economy is estimated to be at least £24 billion a year, according to the Government’s “Serious and Organised Crime Strategy” published on 7 October 2013. This is a remarkable figure, particularly when compared to the £13 billion annual total budget for policing in England and Wales. There will always be a risk that serious and organised crime is seen as a specialist area or the sole responsibility of national bodies, such as the National Crime Agency. In our report “The Strategic Policing Requirement”, published on 10 April 2014, we found that while most forces had considered organised crime in their local strategic threat and risk assessments, or in some other form of assessment, a number of forces had not. Of those that had considered it, the assessments were not of sufficient quality to be used to make decisions on the resources needed to meet the threats. The problem was compounded by the fact that too many forces were making judgments based on the personal experience of a small group of officers rather than on an objective assessment of threat, risk, harm and demand.
- 1.32 The public will continue to demand high levels of legitimacy and integrity from the police, including the proper and proportionate use of their powers. In our report “Stop and search powers: Are the police using them effectively and fairly?”, published on 9 July 2013, we found that few forces could demonstrate that their use of stop and search powers was based on an understanding of what works in reducing crime, and it was rarely targeted at priority crimes in their areas. Almost a third of the stop and search records we examined did not include sufficient grounds to justify the lawful use of the power. Fewer than half of forces complied with the requirements in the code of practice for stop and search activity. The police cannot expect to maintain their legitimacy and the support of the public if they misuse their powers in this way. The Government has recently



announced voluntary measures to make the use of stop and search powers more proportionate. In our PEEL inspections, we will assess how forces have improved their use of stop and search powers. It will require sustained leadership within police forces to bring about the necessary change in the use of these important and intrusive powers.

## The landscape in which police forces operate

- 1.33 Beyond the developing crime threat, the landscape in which police forces are operating has changed beyond recognition in recent years, and there is little sign that the pace and depth of change will reduce.
- 1.34 Police forces have had to play their parts in the Government's deficit reduction, planning to reduce their budgets by £2.53 billion (or just under 20 percent) over the spending review period. We explain in detail in the efficiency chapter how well forces have done this. In our inspections we judged 35 forces to be good in terms of efficiency, five were outstanding and three forces required improvement. The police have shown strong leadership in meeting these unprecedented spending challenges while seeking to preserve the quality of their service. Overall, forces have made the savings required of them, but the difficulty forces have faced has varied widely, depending on the underlying financial resilience of the force and its understanding of its cost base. There is no sign that the coming years will be any easier financially, and police forces would be wise to assume that future cost savings will be needed on the same scale as those already seen. While forces have protected the front line of policing, there are signs that this might have been at the cost of neighbourhood policing, which could adversely affect forces' future ability to prevent crime and maintain public confidence.
- 1.35 To meet continuing austerity, all forces will need to move from simply surviving with less to operating with continuing efficiency, from cutting costs to sustained cost reduction as business as usual. The leadership challenge for the police will be considerable if this degree of change is to be implemented. The forces that have coped best with austerity are already making this change; all forces will need to follow suit. We have already said in our report "Policing in Austerity – Meeting the Challenge" published on 22 July 2014 that some forces, particularly smaller ones or those with less financial room

for manoeuvre, are beginning to show signs of strain in providing their core public service. Forces must improve their understanding of the demand for their services, reducing demand where appropriate, matching resources to demand in the most efficient way possible and, where possible, making more use of collaboration with other forces and agencies to drive down costs. We remain convinced that there is a need for a wider debate on the future of policing as austerity becomes the norm, and HMIC has established a group of leading figures in policing to consider how the police might be organised and funded in the future. That is not shorthand for merging police forces; that is not a matter for HMIC and, even if it were, it would be too easy an assumption to make that structural change automatically increases efficiency.



- 1.36 Next year's Annual Assessment will focus our efficiency inspection more on wider efficiency, productivity and sustained cost reduction, rather than on how well forces have cut their costs to meet the challenge of austerity.
- 1.37 The accountability structure for policing was radically altered with the establishment of police and crime commissioners, charged with the role of holding forces to account for their performance and spending, and in turn themselves accountable to the local electorate. HMIC's role does not include the inspection of police and crime commissioners, and it would be wrong for HMIC to try to step between the electorate and the police and crime commissioner in a way unintended by Parliament. We will not do this. However, HMIC has a clear statutory remit to report on the efficiency and effectiveness of policing. The information and judgments that we provide are important to the public in understanding how well their money is spent on policing; they should be important to police and crime commissioners as a valuable and independent assessment of their forces' efficiency and effectiveness. Police and crime commissioners and HMIC are not rivals; we are complementary parts of a coherent system to hold the police accountable to the public.
- 1.38 We have seen examples of police and crime commissioners adding real value to local policing through partnerships with other local services, developing sophisticated efficiency plans and championing the needs of victims. No-one can doubt that accountability through the ballot box has brought a sharper focus on the matching of local policing to the needs of the local community. We have also seen examples of where a

local focus has been at the expense of wider collaboration, for example police and crime commissioners who have concentrated on collaboration with local agencies at the expense of collaboration between forces. With continuing austerity, police and crime commissioners will need to continue to think carefully about how best to attain and maintain efficiency improvements and savings.

- 1.39 Similarly, police and crime commissioners must continue to balance the competing demands of local and national policing priorities. The Strategic Policing Requirement sets out those functions that local forces must continue to carry out, regardless of local priorities. No force can neglect the SPR or believe that it does not have a role to play in national issues such as serious organised crime. Criminals do not respect force boundaries, and it would be unfortunate if the creation of police and crime commissioners led to a force-level insularity in the response to crime. In our report “The Strategic Policing Requirement”, published on 10 April 2014, we found that chief officers were having regard to the requirements of the SPR when exercising their functions, but we found that more needed to be done by forces to put in place the level of preparation necessary for them to be able to respond to the threats set out in the SPR. We recommended that chief officers needed immediately to establish a collective leadership approach to provide that level of preparation. We will undertake a series of inspections over the next three years to examine forces’ responses to the SPR.
- 1.40 The policing landscape has also changed with the establishment of the College of Policing on 1 December 2012. This marks an important step in the professionalisation of the police, as the College is charged with setting standards of professional practice, supporting the professional development of the police and promoting ethics, values and standards of integrity in policing. The College has already made a significant contribution to the development of professional standards through the publication of the Code of Ethics in July 2014, which provides a clear framework against which all officers should judge themselves and will be judged. The College has significant potential to help the development of policing standards and improve performance, and HMIC will work closely with the College in the drive to improve the performance, capability and leadership of the police. While it is still a relatively new organisation, it is important that it

quickly takes on the role of the National Policing Improvement Agency in developing police capability, if it is to make its full contribution. This is particularly important in areas such as developing a better understanding of how to model demand for police services, where its work is needed by forces now so as to prepare for further austerity.

- 1.41 The Association of Chief Police Officers (ACPO) is due to be replaced shortly by a new body, the National Police Chiefs' Council. It is important that this new body is put in place quickly and provides strong collective leadership to forces. This is important in providing cross-force co-ordination, particularly where forces need help from other forces, whether that is providing officers to meet surges in demand or providing access to systems and technology that require all 43 forces to work together.



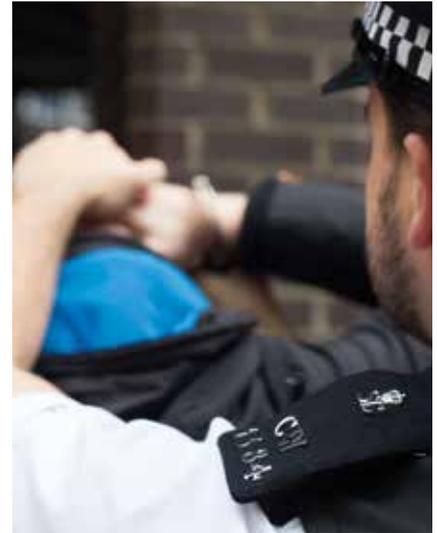
## Police capabilities to meet the changing demands of crime and accountability

- 1.42 For too long the debate on policing has focused on its capacity: the number of officers, the proportion of officers on the frontline and the size of police budgets. These are important matters, but so too are the capabilities of forces: the skills, technology, equipment, quality of officers and how well they are led. Without constant refreshing and improvement of capabilities to ensure that they match the nature and scale of the threat of crime and disorder, and the needs of the communities they serve, forces will stagnate and their core capabilities will decay; forces cannot afford ever to allow what they can do to be materially out of alignment with what they need to do. That constant adaptation and improvement cannot always be by building on current capability, or even by learning from another force or agency. At times, the police will need to make a major leap forward in capability to keep pace with the crime threat and then keep that new capability in alignment with the threat. This is particularly true of cyber crime where the gap between the threat and police capability is widening.
- 1.43 The role played by modern technology in most crime has been mentioned. Forces' capabilities to gather and analyse digital evidence are underdeveloped. In our inspections, we have found worrying examples of cases not being prepared properly because officers, having gathered evidence, were unable

to have it recovered forensically in a format that would be admissible as evidence, or there being unacceptable delays in the analysis of the evidence. This is a source of real frustration to many officers, and should be a source of real concern to all involved in policing. Forces need urgently to match their digital forensic capability to the reality of modern crime; digital forensics needs to become as much a standard part of a scene of crime investigation as fingerprints and DNA.

- 1.44 As said, forces need to be able to deal with new types of crime, work more effectively with the diverse communities they serve, and become more cost-effective. At a time of austerity, technology will need to play an increasing role in enabling the police to meet these challenges. Police ICT is complex and costly. In 2012/13, the 43 forces in England and Wales spent approximately £643 million on information and communications technology goods and services. In addition, the Home Office has responsibility for a portfolio of 30 national policing systems with an annual cost of £340 million, a proportion of which is recharged to forces. Contracts for about two-thirds of the national ICT systems and services held by the Home Office, including the Police National Computer, Police National Database and the Airwave Communications System, are due to expire or be renewed before 2016. Policing depends on all of these complex systems and connections being accessible and effective, while also helping to make operational and business improvements. Given the significant challenge the police face in increasing their digital capabilities in order to secure public safety and make significant financial savings, there is a need for a clear plan for the replacement or renewal of these systems.
- 1.45 We are concerned too that there are signs of an erosion of officers' basic investigative skills in relation to volume crime. We heard in our inspections of some officers who had not investigated a crime for some years. There is currently no mandatory training for supervision of investigations. It cannot be right that a core capability such as investigative skills is allowed to degrade.
- 1.46 One of the side effects of the cost savings that forces have made has been a significant restriction in recruitment of new officers. This, combined with the relatively rigid career structure of the police and the unsustainably few means available to reduce officer numbers, runs the risk

that forces will have an ageing and relatively expensive workforce with decaying skills, will be unable to bring in the brightest and best new recruits, and will become even more unrepresentative of the increasingly diverse communities they serve. No organisation can afford to stand still, particularly one such as the police which faces a dynamic and rapidly-changing threat. Forces need to consider as a matter of priority how to diversify their forces, including through enthusiastic engagement with direct entry recruitment. In next year's PEEL assessment we will consider specifically the quality of police leadership. We therefore welcome the review of police leadership that the College of Policing announced in July 2014; we look forward to its swift conclusion.



## Forces' performance in 2013/14

- 1.47 Against this background of change, reform, austerity and increased accountability forces have, as said, performed well on the whole. HMIC has graded 39 forces as good in preventing crime and reducing offending, one force as outstanding and three forces as requiring improvement. In its crime inspection, HMIC also found that preventing crime is a priority for the police and all forces have dedicated resources to it. The following three chapters provide more detailed findings on forces' effectiveness, efficiency and legitimacy, based on the inspections we have carried out in 2013/14.
- 1.48 Crime and the chance of being a victim of crime have both fallen over recent years. Where forces have seen increases in particular crime types, they believe that this reflects greater confidence of victims to report crimes, and changes in recording practices which have increased recording rates. Our inspection on crime data integrity highlighted major disparities in forces' recording practices and established that on average only 81 percent of crimes are recorded as crimes by the police. It is wholly unacceptable for one in five crimes to go missing in this way. This runs counter to the basic public protection aim of policing, and if these failures continue forces will never be able to do proper matching of resources to demand.
- 1.49 We have seen in our inspections a welcome and long-overdue move away from policing driven by inflexible and discredited targets to policing based on an understanding of threat, risk

and harm. It will always be necessary for police leaders to be able to measure performance, but that needs to be based on information, rather than the pursuit of outcomes for their own end or regardless of perverse effects. The previous target regime did not cover the full range of crimes or their relative seriousness, and it led to confusion as to whether the targets were measuring performance or driving policing activity. That move away from targets is not universal and complete, and we saw examples of forces struggling to manage performance in the absence of performance targets. Management of individual officers' performance is not the same as matching police resources to demand; targets can provide a false sense of security to managers and result in false priorities and activity rather than progress.

- 1.50 We are reassured by the commitment and seriousness with which forces have met the austerity challenge so far, and the skills police leaders have developed in managing resources and change. But, as said earlier, forces should plan for no let-up in austerity and should use it as a spur to continued innovation, reform and collaboration. The next set of cost reductions will be harder for all forces, and some in particular will struggle to achieve them without fundamental change if they are to protect the front line and their core services to the public. Forces will need to develop a much better understanding of how to maximise their efficiency and productivity; this will require all forces better to understand the link between demand, services and costs. In our PEEL inspections next year, we will judge forces' efficiency and productivity as well as their continuing success in making cost reductions.
- 1.51 The public also expects that forces will act with legitimacy. According to the Peelian principles of British policing, the ability of the police to perform their duties is dependent upon public approval of police actions. Recent high-profile cases concerning the integrity of police officers have caused damage to the reputation of the police far beyond the numbers of officers involved. We commented in our report "Without Fear or Favour – A Review of Police Relationships", published on 13 December 2011, that we did not believe that corruption was endemic in the police and, from our inspections in the last year, we have seen no clear evidence of a crisis of legitimacy in policing. However, there are aspects which we will wish to inspect more closely next year, including progress in ensuring instinctive compliance with the College of Policing's Code

of Ethics, the arrangements for police officers and staff to report suspected wrongdoing, and compliance with national policies on possible conflicts of interest.

- 1.52 The public and media focus on police integrity will not diminish until individual officers are no longer bringing the service into disrepute. The public rightly expects that officers, granted unique powers over our liberty and safety, should always act with the utmost integrity. The public does not expect officers to fall short of those standards; it expects officers to act with higher standards than the rest of society. So while it is perhaps reassuring that public confidence in the police has remained constant in recent years, the police should not be complacent about this and should strive to reach the levels of public confidence enjoyed by professions such as medicine and teaching.
- 1.53 Changes have also been made recently to increase police openness through the establishment of public registers of chief officers' pay and reward packages and business interests. We have already mentioned the introduction of the Code of Ethics as an important step in clarifying for officers the standards of behaviour they should adopt. Following the publication in March 2014 of the Ellison Review into allegations of corruption in the investigation of the murder of Stephen Lawrence, the Home Secretary has announced reviews of cases involving the Metropolitan Police's Special Demonstration Squad and a public inquiry into undercover policing<sup>3</sup>. Parliament is expected soon to create a new offence of police corruption, focusing on the improper use by officers of their powers. These are all important steps, but everyone in policing should regret that it has been felt necessary to introduce them at all. A service that acts without fear or favour in the impartial interests of justice and public protection should not need to demonstrate its integrity or be warned of the consequences of failure. Its culture, values and leadership should reinforce its integrity from within and its integrity should be apparent to all from without.
- 1.54 The Government has recently introduced a voluntary scheme intended to reduce the disproportionate use of stop and search powers<sup>4</sup>. Under this scheme, forces have



<sup>3</sup> House of Commons Official Report, 6 March 2014, Column 1061, Ellison Review. Available at [www.parliament.uk](http://www.parliament.uk)

<sup>4</sup> House of Commons Official Report, 30 April 2014, Column 831, Stop and Search. Available at [www.parliament.uk](http://www.parliament.uk)

to be clearer on the grounds for using the powers, increase the authorisation levels for use of the “no suspicion” section 60 powers<sup>5</sup> and reduce the length of time for which those powers can be used. These steps should help to increase the proportionate use of stop and search powers, but it should be a source of regret for all forces that these steps were necessary at all. A number of forces have already shown that it is possible to use stop and search powers in the way that Parliament intended without a negative effect on crime levels.

- 1.55 We have assessed some aspects of legitimacy in this year’s PEEL assessment and will assess a wider range in next year’s. This year we have assessed forces’ systems for preventing, identifying, investigating and dealing with corruption and misconduct. In future years, we will broaden that to include how well forces operate within the law, how they handle complaints, how free from corruption they are, how representative they are of the communities they serve, and how far they command public support.

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<sup>5</sup> Section 60 of the Criminal Justice and Public Order Act 1994.



# Effectiveness

## Summary

HMIC's assessment of force effectiveness is based on the crime inspection reports, and the effectiveness elements of other thematic inspections published in 2014, including *Everyone's Business: Improving the police response to domestic abuse*; *Core business: An inspection into crime prevention, police attendance and the use of police time*; and *The Strategic Policing Requirement: An inspection into the arrangements that police forces have in place to meet the Strategic Policing Requirement*<sup>1</sup>.

HMIC found much to commend, in particular in respect of police work to prevent and reduce offending:

- Most forces are working effectively to prevent crime and anti-social behaviour. For instance, they are working closely to help achieve this with other organisations (such as local authorities, and health and education services<sup>2</sup>), generally making appropriate use of the tactics and powers available to them, and are focused on tackling the problems most likely to cause harm in their communities.
- The police have made particularly impressive progress in tackling anti-social behaviour, especially in how they identify and support victims who are in some way vulnerable<sup>3</sup>.

Inspection work also revealed some risks in this area:

- Many officers voiced concerns that not enough time and resources are available for the prevention of crime. In particular, HMIC found evidence of neighbourhood officers (who should be largely dedicated to identifying and tackling local problems and priorities) increasingly being asked to cover other duties instead. See further the chapter on Efficiency.

<sup>1</sup> All available from [www.justiceinspectors.gov.uk/hmic](http://www.justiceinspectors.gov.uk/hmic)

<sup>2</sup> Section 17 of the Crime and Disorder Act 1998 requires statutory organisations such as local authorities to have due regard to the likely effect of the exercise of their functions on, and the need to do all that they reasonably can to prevent, crime and disorder in their areas.

<sup>3</sup> Vulnerability is a term used to describe a person who is in need of special care, support or protection because of age, disability, or risk of abuse or neglect.

- Many officers did not feel able to give advice on how to stay safe online.

Overall, however, in 2014 HMIC rates 39 forces as good at preventing crime and reducing offending; one as outstanding; and three as requiring improvement.

By contrast, HMIC judges that 18 forces require improvement in the way they investigate crime. In particular:

- Investigations for some crimes such as burglary and assault are not of the standard expected or required.
- The quality of initial investigations is below that which the public can reasonably expect, because of a deficit in the skill and experience of the investigating officers, and a lack of appropriate supervision.

In some forces, HMIC found deficiencies in police capability. In too many cases, officers do not have the skills and training they need to conduct thorough investigations, and access to specialist support (such as forensics teams) and equipment (e.g. mobile IT) is limited.

There is similar variation in how forces support and protect victims. While HMIC met hundreds of hard-working, dedicated officers who described their passion and commitment to providing support to victims:

- The quality and consistency of police contact with the victim (to update him or her on progress on the case) varies from force to force.
- HMIC found that some forces view the *Code of Practice for Victims of Crime*<sup>4</sup> merely as a compliance check list.



<sup>4</sup> *The Code of Practice for Victims of Crime* sets out the obligations the police (and other organisations) have towards victims of crime. See *Code of Practice for Victims of Crime*, Ministry of Justice, London, 2013. Available from [www.gov.uk](http://www.gov.uk).

## What is effectiveness?

- 2.1 This chapter considers whether the police are **doing the right things** to prevent, investigate and detect crime and anti-social behaviour, and protect victims and those who are vulnerable<sup>5</sup>. How well the police perform in these areas is the principal measure of their effectiveness. The later chapters consider whether those things are being carried out at the **most appropriate cost** (efficiency) and how the police are doing it so as to ensure they have the confidence of their communities (legitimacy).
- 2.2 The public expect the police to prevent crime and, when crime occurs, to investigate it properly and provide support to victims. A victim of crime, surveyed by HMIC in August 2014, said that the police should provide *“a prompt response and a sympathetic ear and an action plan of what is going to happen, hopefully leading to prosecution or corrective justice”*. This is typical of what the public expect from the police.
- 2.3 Effective police forces use evidence-based practices to prevent crime, and follow College of Policing approved guidance when investigating crime<sup>6</sup>. Officers gather evidence and build cases to help ensure offenders are brought to justice. As the police are not the only organisation or public body responsible for preventing crime, an effective force will work well with other bodies to prevent crime and protect the public<sup>7</sup>. Effective forces work with their partners to make it harder for offenders to re-offend when they are released into the community.
- 2.4 Effective forces have a victim-centred approach to policing. This means that forces will respond appropriately to calls for service from the public, identify potential risks and vulnerability at the first point of contact with the public, and allocate the most appropriate resources to support victims and vulnerable people. This approach should be apparent in forces’ priorities, communicated to the workforce by the chief officer team and demonstrated by the behaviour of officers on the front line.

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<sup>5</sup> Vulnerability is a term used to describe a person who is in need of special care, support or protection because of age, disability, or risk of abuse or neglect.

<sup>6</sup> The College of Policing hosts the ‘What Works Centre for Crime Reduction’ which provides police and crime commissioners and other organisations responsible for crime reduction with the knowledge, tools and guidance to help them target their resources more effectively. It is available from <http://www.college.police.uk/en/20399.htm>

<sup>7</sup> These organisations or bodies can include statutory bodies (such as local authorities, housing associations and health providers) and non-statutory bodies (such as voluntary and community sector organisations and charities). They are often referred to as partners.

2.5 Victims of crime are entitled to an effective service from the police. This includes being provided with regular information about their case, being given an opportunity to provide a victim's personal statement about the impact the crime has had on them (where relevant), and being consulted on the possible outcomes of their case. If this kind of service is provided and the victim feels they have been treated well by the police, it should increase victims' satisfaction and build trust and confidence in the police. This thesis is supported by research on the concept of procedural justice<sup>8</sup>.

2.6 In order to be effective, the police also need to prepare for and respond to threats beyond their force boundaries, including national threats such as terrorism, serious and organised crime and cyber crime. *The Strategic Policing Requirement*<sup>9</sup> (SPR) sets out the Government's view of the national threats that the police should be prepared for, and the capabilities that the police need in order to respond. The SPR sets out what the police need to achieve, not how they should go about achieving it. An effective force will have processes in place to ensure it is meeting the requirements of the SPR.



## Assessing effectiveness

2.7 HMIC inspected and published reports on the effectiveness of all forces in the crime inspection<sup>10</sup>. HMIC considered the following aspects of a force's effectiveness:

- (a) whether the force is effective at preventing crime and reducing offending;
- (b) whether the force is effective at investigating offending, including in the way it supports victims during a criminal investigation; and
- (c) whether the force is effective at tackling anti-social behaviour.

<sup>8</sup> Procedural justice research asserts that public trust in policing is needed partly because this might result in increased public cooperation with law enforcement agencies, but more importantly because it builds institutional legitimacy, public compliance with the law and commitment to the rule of law. See 'Procedural Justice, Trust and Institutional Legitimacy', Hough, M., Jackson, J., Bradford, B., Myhill, A. and Quinton, P., *Policing: A Journal of Policy and Practice*, London, 2010, 4, 3, 203-10.

<sup>9</sup> *Strategic Policing Requirement*, Home Office, London, July, 2012. Available from [www.gov.uk](http://www.gov.uk)

<sup>10</sup> *Crime inspection*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

- 2.8 HMIC's crime inspection also considered the extent to which police activity translates into improved outcomes for the public, specifically whether forces put the needs of victims at the heart of what they do, including in the tactics they use to investigate offending<sup>11</sup>.
- 2.9 In order to gather information and evidence for the crime inspection, HMIC visited all 43 forces and interviewed senior officers responsible for crime, reviewed 20 case files in each force, carried out unannounced visits to police stations, and held focus groups for officers and staff. HMIC also interviewed members of other organisations that are, or should be, working with the police, to gather evidence about the effectiveness of the police's working relationships with partner organisations.
- 2.10 In 2014, HMIC's crime inspection focused on a small number of questions on effectiveness. In future years, this assessment will be expanded to cover the full range of questions, and will include graded judgments on forces' ability to protect those at greatest risk of harm, to tackle serious and organised crime and to prepare to respond to national threats. What follows therefore is an assessment of the effectiveness of forces at reducing crime, preventing offending, investigating offending and tackling anti-social behaviour.
- 2.11 Many of the areas for improvement highlighted in this chapter are known to the police service. The senior officers responsible for making these improvements are working with the College of Policing to solve the problems in question.
- 2.12 This chapter draws on the findings published in the crime inspection reports, as well as other recent HMIC reports including *Everyone's Business: improving the police response to domestic abuse*<sup>12</sup>, *Core Business: An inspection into crime prevention, police attendance and the use of police time*<sup>13</sup>, and *The Strategic Policing Requirement: An inspection into the arrangements that police forces have in place to meet the Strategic Policing Requirement*<sup>14</sup>, all of which considered aspects of effectiveness.

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<sup>11</sup> HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

<sup>12</sup> *Everyone's Business: Improving the police response to domestic abuse*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

<sup>13</sup> *Core Business: An inspection into crime prevention, police attendance and the use of police time*. HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

<sup>14</sup> *The Strategic Policing Requirement: An inspection of the arrangements that police forces have in place to meet the Strategic Policing Requirement*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

## Reducing crime

2.13 According to the Crime Survey for England and Wales (CSEW), crime is at its lowest level since the survey began in 1981<sup>15</sup>.

The CSEW covers a broad range of victim-based crimes and includes crimes which do not come to the attention of the police. The most recent CSEW annual figures (to end June 2014), published on 16 October 2014, show a fall in crime of 16 percent from the previous year. Police recorded crime provides data on the number of crimes reported to the police and then recorded by the police as crimes. The total number of crimes recorded by the police forces of England and Wales (excluding the British Transport Police) over the same period fell by 1 percent.



2.14 While recorded crime rates are not by themselves a comprehensive measure of the effectiveness of the police, they are useful for assessing how effective the police are in reducing crime. The overall trend is that crime is falling, and the police deserve recognition and praise for their role in bringing this about. However, as is set out in the *Crime Data Integrity* report<sup>16</sup>, HMIC has concerns about some forces' crime-recording practices. Those concerns are set out in more detail in the chapter on legitimacy. It should also be noted that recorded crime figures do not always include what are referred to as hidden crimes such as slavery, so-called honour-based violence and cyber crime.

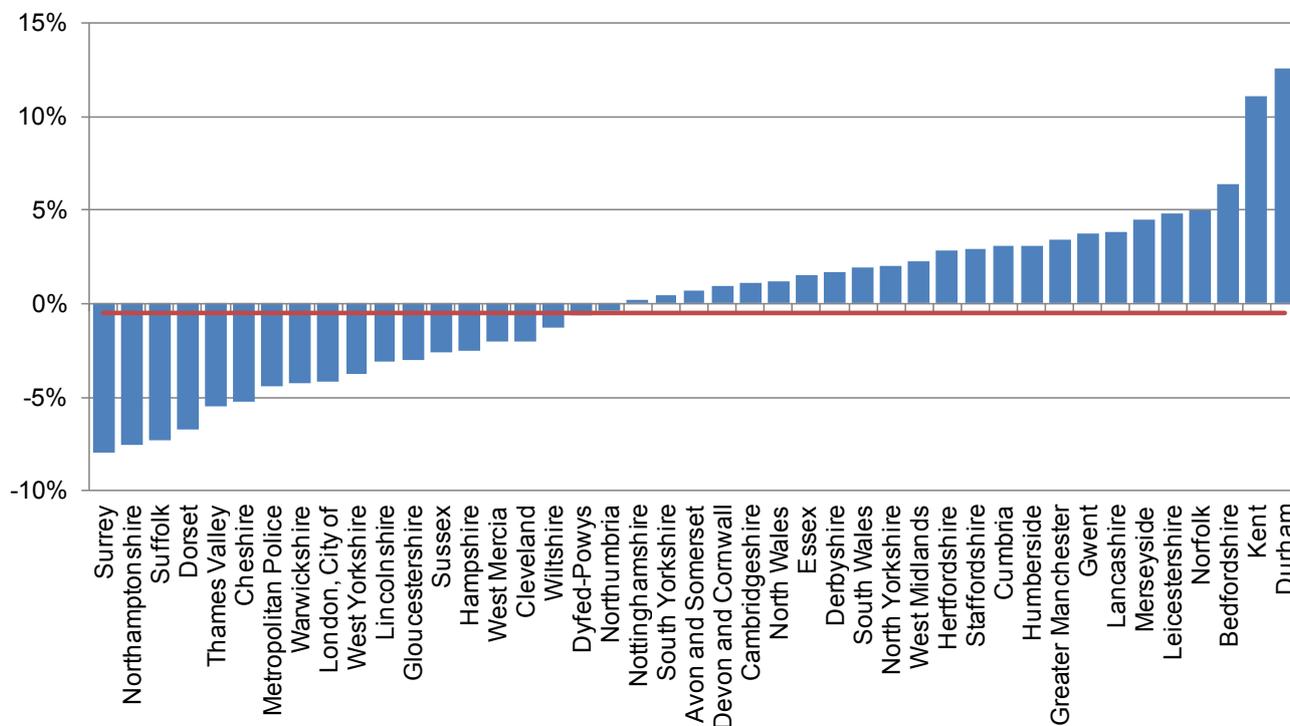
2.15 Reports of anti-social behaviour have also declined over the last year. Nearly 2.1 million incidents of anti-social behaviour were reported to the police in England and Wales in 2013/14, which represents a decrease of 7 percent from 2012/13. This chapter goes on to explain the ways in which police forces are working to reduce the likelihood of someone becoming a victim of anti-social behaviour.

<sup>15</sup> *Crime in England and Wales, Year Ending June 2014*, Office for National Statistics, London, 2014. Available from [www.ons.gov.uk](http://www.ons.gov.uk)

<sup>16</sup> *Crime Recording: a matter of fact*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

2.16 The graph below shows the change in recorded crime over the last year across forces.

Figure 2.1: Change in crime by force in the 12 months to June 2014



2.17 Twenty-four forces saw an increase in recorded crime over the last year. Most forces attribute this increase to changes in crime-recording practices and higher levels of compliance with mandatory recording standards. Forces said that recording practices are changing to ensure better compliance with national crime-recording standards (particularly in relation to rape, other sexual offences, and violent offences that result in an injury).

2.18 Forces also attributed some increases in crime to the effect of the police investigation into the sexual abuse allegations, predominantly the abuse of children, against Jimmy Savile and others (known as Operation Yewtree). Forces believe this investigation has resulted in more victims coming forward to report historical sexual offences.

2.19 Forces should continue to analyse their figures to ensure they understand crime in their local areas, are clear as to the reasons for any increases in crime, and have sound and affordable plans for how to reduce it.

## Preventing crime

- 2.20 One of the police's primary obligations is to prevent crime. Crime prevention can be cheaper and more effective than investigating crime; it can stop lives being lost, damaged or wasted, and it can make society a safer place. 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. How forces approach crime prevention and how successful they are at preventing crime play an important part in HMIC's assessment of police effectiveness.
- 2.21 HMIC's crime inspection found that preventing crime is a priority for the police, and all forces dedicate resources to it. Preventing crime is a more effective use of police time than dealing with it after a crime has occurred. The police need to get upstream of offences and intensify their efforts to prevent crime, in partnership with other agencies. This is especially important because resources are continuing to reduce, and forces must avoid only being able to react to emergency calls for service.
- 2.22 The police use a range of techniques, tools and powers to prevent crime and reduce reoffending. These range from sending officers into schools to provide crime prevention advice to children, to providing traceable liquid kits to residents in areas affected by burglary so that they can mark their property. Some forces also work with HM Prison Service to identify offenders due for release and determine what support they might need on release to reduce the risk of their reoffending.
- 2.23 During the crime inspection, HMIC found that an increasing number of forces are using analytical techniques that help to predict where crime is most likely to occur. These help forces to plan how to use resources, for example by allocating officers to crime hotspots and ensuring officers are on duty during seasonal peaks in particular types of offending. Predicting how and where crime might occur through this kind of analysis allows the police to disrupt potential criminal activity before it can take place.
- 2.24 Although forces, in general, are working well to prevent and reduce crime, HMIC has two principal concerns in this regard. First, force neighbourhood teams, which are supposed to



be dedicated to preventing crime and anti-social behaviour, are being used to respond to calls for service from the public and to investigate crime. While almost all officers from neighbourhood teams are able to explain what they are doing to prevent crime, officers in 17 forces expressed concern that frequently they are being used to support other teams in responding to emergency calls. This means they are not always available for their core work in neighbourhoods, such as visible patrols and providing reassurance to members of the community. As a result, opportunities to prevent crime might be lost. HMIC has previously raised concerns about the erosion of neighbourhood policing, and this issue is discussed in more detail in the efficiency chapter.

- 2.25 Secondly, officers told HMIC that they are poorly equipped to provide advice to the public about what they need to do to keep themselves safe online. For example, officers did not feel confident about providing advice to the public on how they could prevent or reduce the risk of online problems such as harassment on social media. The police should be in a position to provide crime prevention advice to the public that is relevant to the way they live their lives, for example, by helping the public to stay safe as they buy goods and services online and interact with other people through social networks.
- 2.26 HMIC will monitor these two areas as well as continue to inspect and make recommendations on how forces can improve their effectiveness in terms of crime prevention more generally.

## Working with partners

- 2.27 The police do not have sole responsibility for preventing and reducing crime and anti-social behaviour; statutory bodies (such as local authorities, housing associations, education and health providers) and non-statutory bodies (such as community and voluntary sector organisations and charities) have important parts to play. To be effective, the police need to work with these other bodies to prevent crime and anti-social behaviour and reduce the likelihood of offenders re-offending. HMIC's crime inspection looked at the relationships between the police and their partners, although HMIC's remit does not extend to judging the effectiveness of those other organisations.

2.28 HMIC found that since 2012 forces have expanded the breadth and improved the quality of their relationships with partners. Effective partnerships should go beyond establishing good working relationships; they should include sharing information and systems, undertaking joint risk assessments and using expertise from across the organisations to tackle crime and anti-social behaviour. In many forces, HMIC saw this approach to partnerships being adopted, with information-sharing becoming more prevalent and relationships strengthened through sharing offices and other buildings. However, several forces still do not receive anonymised information about patterns or trends in crime-related injuries from relevant local health service providers on a regular basis, and are frustrated by this.



2.29 Both the police and partners recognise the impact that austerity measures have had and will continue to have on the ways in which they operate. In some forces, this has stimulated innovative and creative ways of working together to serve the public. Police leaders told HMIC, however, that services are suffering because budget reductions are forcing partners to withdraw from working with the police. Examples given include police officers being used to transport patients to hospital when ambulances are not available. Another example concerned police cells being used inappropriately as places of safety for people detained under section 136 of the Mental Health Act 1983.

2.30 The effective management of offenders is an important part of successful preventive policing, in partnership with other organisations. Where this is done well, forces work with other organisations to carry out multi-agency risk assessments, to support the most vulnerable and reduce offending. HMIC has seen that many forces have developed strong relationships with other bodies for doing this, with the result that prolific offenders can be managed more effectively to reduce re-offending.

2.31 All forces use the integrated offender management (IOM) scheme to manage offenders in the community. This involves multiple agencies identifying individuals who have a history of committing crime and who are assessed as being highly likely to re-offend. The scheme employs a range of tactics to reduce this risk, including the use of tagging, drug testing and help with finding employment or education. Forces use

these tactics on offenders who commit robbery, burglary or theft. HMIC found that in a number of forces the scheme has been extended to offenders who commit crimes of violence, particularly repeat perpetrators of domestic abuse. This is likely to increase public protection further by reducing the levels of violent crime.

## Investigation

- 2.32 Investigating crime is a core function of the police. To be effective, investigations should be carried out by appropriately trained staff, and should be planned, thorough and well-supervised. Authorised Professional Practice (APP)<sup>17</sup>, the official source of professional practice on policing, sets out guidance for police officers on how to investigate crime. Police officers and staff are expected to have regard to APP in discharging their responsibilities. There may, however, be circumstances when it is legitimate to deviate from APP, provided there are sound reasons for doing so.
- 2.33 HMIC is concerned to find that 18 forces require improvement in how they investigate crime, in particular in relation to how they carry out initial investigations such as gathering evidence (including CCTV footage and fingerprints), identifying suspects and providing support to victims. This is not due to an absence of approved guidance on how to investigate crimes; it is because of a deficit in the skill and experience of officers investigating crimes (such as burglary and assault) and a lack of appropriate supervision. Crimes are now being investigated by officers who also respond to calls for service from the public or provide neighbourhood policing services such as patrols, some of whom have not investigated crimes for a number of years.

## Outcomes of investigations

- 2.34 In April 2014, the range of information on the effectiveness of police action was broadened to include all outcomes, including amongst others, how often the police used community resolutions. This change was designed to give the public a better picture of crime in their areas, and how it is dealt with, and to encourage police officers to use their discretion in how they deal with an incident or offence, as opposed to giving

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<sup>17</sup> *Authorised Professional Practice*, College of Policing, London (various dates). Available from [www.app.college.police.uk/](http://www.app.college.police.uk/)

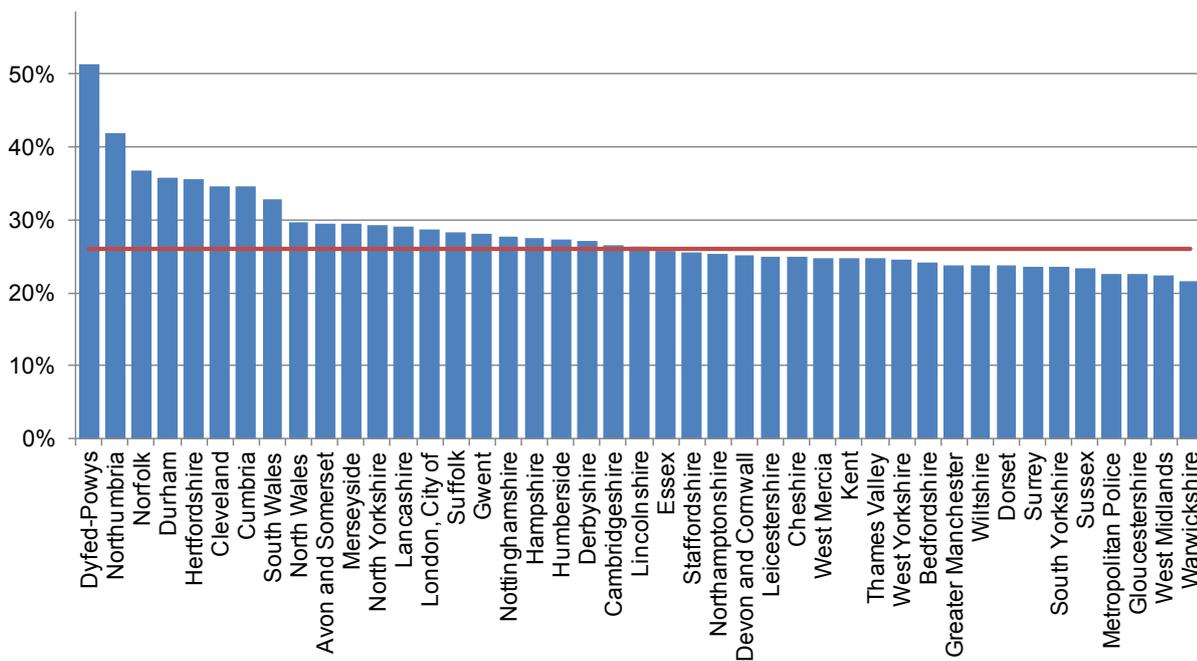
the impression that only a prosecution is important enough to record. The new outcomes data were not available for this report, but will be used in future PEEL assessments.

2.35 The graph below sets out what were previously known as detection rates<sup>18</sup> across forces in England and Wales in the 12 months to March 2014. The red line shows the average detection rate for England and Wales. Detection rates range from 51 percent to 22 percent.

2.36 The graph shows that in the 12 months to March 2014 only one force successfully achieved detections in more than half of the crimes it recorded. The public is entitled to expect an improvement in these results.



Figure 2.2: Detection rates by force in the 12 months to March 2014



## Quality of investigations

2.37 Authorised professional practice provides extensive guidance on the appropriate procedure for securing a crime scene, preserving evidence, identifying the offender and establishing the main facts when the police start an investigation. Carrying out these activities is a core part of a police officer's job and the available guidance clearly sets out the approved practice for all of these tasks.

<sup>18</sup> The following outcomes are considered: cautions, fixed penalty notices, charge summonses, offences taken into consideration and cannabis warnings. Data on other outcomes used by forces, for example community resolutions, are not currently available

- 2.38 It is of material concern that 18 forces require improvement in the way they investigate offending. Officers investigating crimes set out how they will go about the investigation in an investigation plan. Investigation plans are used by officers to determine what they need to do to gather all relevant evidence about a crime in order to build a case for prosecuting the offender or pursuing an alternative outcome (such as a community resolution).
- 2.39 HMIC's crime inspection looked at the quality of investigations by reviewing 20 case files in every force before the force inspections, and further files during the inspection. Although based on a small sample and so not necessarily representative of all investigations within a force, HMIC found that in 18 forces initial investigation plans were of a poor standard or absent altogether. Officers explained that they often copied investigation plans from previous versions. This means that in some cases officers are almost certainly failing properly to take into full consideration the individual circumstances of the crime and the victim.
- 2.40 HMIC's crime inspection found inconsistencies in the way evidence was gathered during the initial stages of an investigation, including failures to do house-to-house enquiries, to take photographs of injuries in domestic abuse assault cases<sup>19</sup>, or to collect CCTV evidence on assaults in a public place. All these matters are of serious concern. Opportunities to secure a successful outcome for victims of crime are being missed as a result of failures to conduct an effective, prompt and professional investigation.
- 2.41 Despite these concerns, HMIC saw many examples of effective investigations, particularly in cases of crimes where specialist officers and resources are used, for example investigations of murder or serious and organised crime.

## Training and supervision

- 2.42 HMIC is concerned that many officers investigating crime have not received appropriate training in how to carry out investigations or have not been accredited through the Professionalising Investigative Practice programme<sup>20</sup>. In many forces, officers who are primarily responsible for responding

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<sup>19</sup> A finding that reinforces HMIC's earlier conclusion (set out in the report on domestic abuse) that there are alarming and unacceptable weaknesses in the way evidence is collected by officers after arrival at a domestic abuse scene.

<sup>20</sup> College of Policing accreditation for investigators

to calls for service from the public (emergency and non-emergency) are being required to investigate crimes without receiving training on how to do so. Forces, together with the College of Policing, need to address this and improve the way officers are trained to investigate crime to ensure this is being done properly.

2.43 Investigating officers need support and appropriate supervision if they are to investigate crime effectively. Effective supervision helps officers to improve their investigation skills and to consider opportunities for gathering evidence that they might not have considered previously. Supervision is one of the ways more experienced officers share their expertise and knowledge with less experienced officers.

2.44 Supervision should be a normal part of the investigative process. It should support rather than remove the professional discretion of the investigating officer. In 22 forces, HMIC found inconsistent or poor-quality supervision. While officers receive mandatory training on supervision more generally, this does not currently include the skills required to supervise investigations. Many supervisors have to rely on their own experience when trying to improve investigations for which they are responsible. There are two principal problems: inexperienced or untrained investigating officers failing to carry out effective investigations, and untrained supervisors failing to supervise and support officers proactively to improve the way they investigate crime. This is undermining the effectiveness of the criminal investigation process in those forces.

## Evidence-based policing

2.45 To be effective, forces need to understand and learn from what works and assess the effectiveness of the tactics they are using. This is the basic premise behind evidence-based practice, which requires officers and forces to analyse their tactics in order to understand which were successful in reducing crime and which were not.

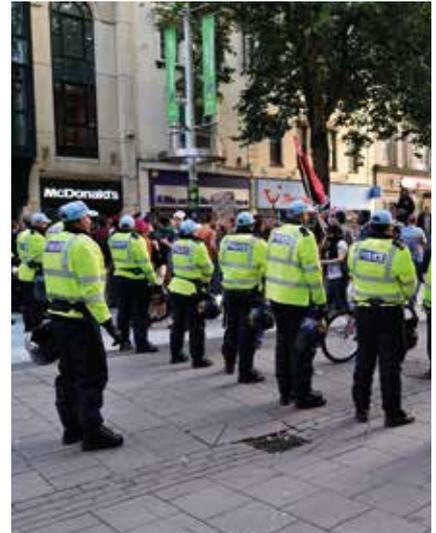


- 2.46 Analysis of what works is also carried out on a national scale. The College of Policing, which is responsible for setting the standards for professional evidence-based practice, brings together evidence of what works on its website. In addition, the College supports the Police On-Line Knowledge Area (POLKA), a central repository of information and guidance on good practice, which is available to all forces.
- 2.47 During the crime inspection, HMIC looked for evidence of officers and forces learning from their own experiences and employing established good methods of reducing crime to improve the service they provide to the public. A good example of this is the technique known as 'cocooning'. When a property has been burgled, there is a high risk that it or neighbouring properties will be burgled in the 24 hours following the first offence. Police have been able to disrupt potential criminal activity by providing targeted prevention advice to residents and carrying out patrols in the area in question. This technique is now used by most forces, and has been shown to be effective in reducing and preventing the burglary of residential properties.
- 2.48 There is evidence that some forces are establishing links with universities and academics to help them understand and develop their evidence base of what works. However, HMIC found less evidence to suggest that frontline officers referred to this evidence base when deciding what action to take to prevent and reduce crime; evidence-based practice does not appear to be part of the everyday thinking of most frontline officers or their supervisors.
- 2.49 Forces' ability to evaluate and learn from what works is limited. This needs to improve significantly if forces are to improve their effectiveness and offer a consistently high-quality service to victims of crime. HMIC will be monitoring progress in this area in future PEEL inspections.

## **Police powers, tactics, capability and training**

- 2.50 Forces are generally using to good effect the special legal powers at their disposal for preventing and reducing crime. For example, domestic violence protection orders allow the police and magistrates to put in place protection for victims in the immediate aftermath of a domestic abuse incident.
- 2.51 HMIC's crime inspection found evidence of forces making

good use of preventive measures to divert prolific offenders from crime, for example voluntary tagging schemes and providing support to those with drug and alcohol dependency. HMIC also found that there has been an increase in arrests to protect the most vulnerable victims, for example in domestic abuse cases. The effective use of powers is particularly evident within specialist detective units, which make use of special measures such as sexual offence prevention orders and domestic violence protection orders. However, more should be done to improve the knowledge and use of such powers among officers outside these dedicated detective teams.



## Capability

- 2.52 The police do a difficult and dangerous job; they are required to put themselves in harm's way to protect the public. HMIC again and fully commends the bravery, strength, honesty and resilience of police officers and staff. The public will always owe the police a heavy debt of gratitude for the contribution they make to keeping communities safe.
- 2.53 HMIC looked at the core characteristics of an effective officer. This is a combination of the personal qualities and attributes listed in the previous paragraph, as well as professional skills, experience and accreditation, access to appropriate equipment (such as access to body armour and to information through mobile IT), and access to specialist support and resources (such as scenes of crime officers who are able to obtain evidence from crime scenes).
- 2.54 The forensic support services available to officers have not kept pace with the ways in which crimes are now committed. This is especially so in relation to technology. Officers told HMIC that in most investigations, they need to be able to retrieve from seized digital devices (whether a mobile phone, tablet or computer) data and information in ways that meet the standards of admissible evidence in court. This is done by trained and specialist staff. Officers told of significant delays in receiving evidence from digital devices. The absence of this evidence can cause unacceptable delays in investigations and prosecutions. This problem has an adverse effect on police officers' ability to investigate the crimes that affect the public every day. It is not acceptable that evidential material that happens to be stored digitally cannot be made available to investigating officers for weeks, and sometimes months, after

the crime. Forces cannot be properly effective without timely access to evidence held on mobile and other devices.

## Training

- 2.55 Officers in 42 forces told HMIC that online learning packages do not meet their needs. They said that online learning limits the opportunities for officers to talk to each other during training and to challenge each other's views. HMIC agrees with this analysis; effective training should provide opportunities for officers to analyse their attitudes and behaviours, as well as those of their peers, through interaction with their colleagues and supervisors. While online learning has its place, it should not be the only method of training or learning. HMIC found forces are over-reliant on it.
- 2.56 Some forces have gone beyond using online learning and have invested in interactive and, in some cases, innovative training for officers. Examples of this include inviting people with mental health problems to participate in role-play training to help call-handlers understand how it feels to contact the police, and inviting young people to participate in training on the use of stop and search powers to help officers understand how it feels to be stopped and searched in public by the police. The College of Policing needs to work with forces to ensure they use cost-effective, evidence-based methods to train officers and staff effectively.

## Leadership and priorities

- 2.57 When producing their local police and crime plans, police and crime commissioners<sup>21</sup> are required to consult the public about what matters most to them. Forces too need to communicate with the communities they serve, so as to build trust and confidence. Asking local people what matters to them helps forces to respond to local priorities and to collect intelligence from the community. This can help to prevent crime and bring offenders to justice. HMIC found that forces are developing an understanding of the particular threats they face, and have consulted their communities about what is important to them. However, while most forces are effective at relaying messages to the community about the action they have taken to prevent and reduce crime (including through the use of community meetings and social media), fewer forces have

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<sup>21</sup> Or where relevant local policing bodies such as the Mayor's Office for Policing and Crime for the Metropolitan Police Service, and the Common Council of the City of London for the City of London Police.

effective systems for listening to the views of the community in a way that could have a beneficial effect on the service provided to the public.

2.58 Chief constables and their chief officer teams are responsible for ensuring operational activity duly reflects the priorities set out in the police and crime plan<sup>22</sup>. HMIC looked for evidence of how well these priorities are communicated to officers and staff and whether the priorities are reflected in the day-to-day activity of police officers. In general, officers are aware of their force's priorities and of their own roles in managing the risks and threats that might cause harm to the public. HMIC also found that in most forces leaders are making sure the activity undertaken by their officers is aligned to the force's priorities. This is particularly evident in those forces where activity is focused on protecting the most vulnerable.

2.59 Following the Home Secretary's decision in 2010 to abolish centrally-established targets for the police, forces have been moving away from the target-driven regime, which focused primarily on reducing burglary, theft and vehicle crime. Leaders within the police are working to shift the focus of officers and staff to what is causing most harm in communities. This means officers are being asked not just to look at the offences presented to them, but also to respond to the impact on and individual needs of the victim, particularly when they are vulnerable.

2.60 Many officers welcome this move away from pursuing targets and state they are "able to do the right thing". However, forces will need to develop new ways of monitoring the effectiveness or otherwise of the service provided to the public, moving to a more sophisticated performance-monitoring regime that does not simply set targets and count crimes<sup>23</sup>. These methods must also be properly communicated to frontline officers so they know what is expected of them. Without this clarity, supervisors will struggle to ensure improvements are being made in the way frontline officers provide services to the public.



<sup>22</sup> Under section 8 of the Police Reform and Social Responsibility Act 2011, in carrying out his functions the chief constable must have regard to the police and crime plan issued by his police and crime commissioner under section 5 of that Act.

<sup>23</sup> Risks involved in simple target-setting methods of performance management include the police pursuing crimes on the basis of how easy they are to solve, rather than on their seriousness, or their impact on victims or communities.

## Anti-social behaviour

- 2.61 HMIC's crime inspection found evidence of a sustained and impressive improvement in the way forces tackle anti-social behaviour since HMIC last inspected forces on this subject in 2012<sup>24</sup>. Tackling anti-social behaviour is no longer the poor relation in policing. Officers and staff are able to identify vulnerable or repeat victims of anti-social behaviour. The police work effectively with other bodies to use the legal powers at their collective disposal to reduce incidents of anti-social behaviour. At the time of the inspection, all forces had plans in place to provide training, or had provided some training, to officers on the new anti-social behaviour powers created by the Anti-social Behaviour, Crime and Policing Act 2014.
- 2.62 Almost all forces treat anti-social behaviour as a priority, and have done so since 2012. In the majority of forces, the recognition of the importance of dealing with anti-social behaviour is evident throughout the workforce. This is a positive development and HMIC commends the improvement forces are making.
- 2.63 HMIC looked at how effective forces are in identifying and assessing vulnerability and providing support to vulnerable people who are suffering from the effects of anti-social behaviour. Last time HMIC inspected this area in 2012, the ability to tackle anti-social behaviour was identified as a significant weakness across the police. Forces' ability to assess and respond to the vulnerability of victims has improved considerably. HMIC is pleased that progress has been made and that forces are now identifying the vulnerability of victims of anti-social behaviour and taking appropriate action to intervene early and keep these victims safe.
- 2.64 HMIC is favourably impressed by how the police are now working with housing providers, asking them to use their powers in respect of tenancies to encourage people to comply with the law, rather than relying on police enforcement powers. Officers told HMIC that the threat of an eviction notice has a greater effect on the behaviour of someone causing problems in the community than the threat of the use of other legislation, such as previous anti-social behaviour powers.

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<sup>24</sup> *A Step in the Right Direction: The policing of anti-social behaviour*, HMIC, London, 2012. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

2.65 However, HMIC found inconsistencies in forces' use of analysis of the effects of the tactics used to tackle anti-social behaviour. Where it works well, forces use analysis to pinpoint anti-social behaviour 'hotspots', adapt their patrol plans to concentrate on these areas, and use anti-social behaviour analysis when monitoring force-wide performance. Some forces also conduct surveys of how satisfied are victims of anti-social behaviour with the response of the police, although there is less evidence of this information being used to improve the services provided to the public.

2.66 Some forces are making a concerted effort to resolve cases of anti-social behaviour out of court, for example by adopting a restorative justice approach which uses victim-led mediation techniques to bring the offender and victim together to discuss the impact of an offence and provide an opportunity for the offender to apologise directly to the victim. This technique, also known as community resolution, is part of the new crime outcomes framework, and is available for all forces to use. In most cases, the use of these methods is overseen by scrutiny panels which include independent members from outside the police force, to ensure that they are being used appropriately.



## Domestic abuse

2.67 In March 2014, HMIC highlighted the effect of the attitudes of a force's leaders on the response received by victims of domestic abuse<sup>25</sup>. However, HMIC found that in most forces there was a worrying lack of visible leadership or any clear direction from senior officers on domestic abuse.

2.68 During HMIC's domestic abuse inspection, all forces told HMIC that tackling domestic abuse was a priority in their areas, but in most forces HMIC found this was true on paper but not in practice. This was evident from performance management frameworks which prioritised burglary and vehicle crime. Further, many forces failed to recognise or reward officers and staff for their work with victims of domestic abuse or their work aimed at tackling repeat domestic abuse offenders. These findings are of very significant concern.

<sup>25</sup>*Everybody's Business: Improving the police response to domestic abuse*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

- 2.69 In its report on domestic abuse HMIC made recommendations about what forces need to do to improve their response to domestic abuse. HMIC recommended that every force should publish an action plan that sets out in detail what steps it will take to improve its response to domestic abuse and address material weaknesses in core policing in this respect. HMIC also recommended that chief constables should review how they, and their senior officers, give full effect to their forces' stated priority on domestic abuse to ensure this priority translates properly into operational activity.
- 2.70 HMIC's crime inspection looked again at how forces are responding to calls for service from the public about domestic abuse. It is encouraging that some six months after the original inspection, HMIC has seen commendable improvement in the emphasis that many forces place on domestic abuse. However, more work is needed to ensure all forces are dealing with domestic abuse effectively, and HMIC will return to review forces' responses in some detail next year.

## Victims and vulnerability

### Satisfaction with the police

- 2.71 Forces are required by the Home Office to carry out regular surveys to measure how satisfied are victims of crime with their experience of the police. However, forces are only required to survey the victims of residential burglary, vehicle crime, violence and, separately, racist incidents. HMIC has previously recommended that the Home Office should ensure consistent and comparable data on victim satisfaction is available across a broader range of offences<sup>26</sup>. HMIC considers this would help forces to assess their effectiveness more thoroughly, in particular the ability of forces to identify and address vulnerability.
- 2.72 Victim satisfaction rates for those affected by residential burglary, vehicle crime and violence are consistently high across England and Wales<sup>27</sup>. However, there is significant variation across forces (between around 80 percent and 90 percent), which is a cause for some concern.

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<sup>26</sup>In *Everybody's business: Improving the police response to domestic abuse*, HMIC, London, 2014, page 21. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

<sup>27</sup>The small number of victims of racist incidents surveyed for some forces means that comparisons are not robust.

## Systems for and training on victim support

- 2.73 The Code of Practice for Victims of Crime requires the police and other organisations to provide support to victims, and was first introduced in 2005. In October 2013, the Ministry of Justice published a revised Code of Practice for Victims of Crime<sup>28</sup>. The updated Code sets out what victims are entitled to from the police and from other criminal justice institutions such as the courts. Victims who are vulnerable (for example, because of their age or because they have been victimised before) are entitled to greater levels of support from the police.
- 2.74 HMIC looked at whether forces have implemented systems and training to ensure officers provide victims with appropriate support. In the course of the crime inspections, HMIC met many hundreds of hard-working, dedicated officers who described their passion and commitment to providing support to victims. Officers and police staff are motivated by the desire to see justice done for the victims they support, for example, by preventing future crimes and pursuing prosecutions where appropriate.
- 2.75 All forces have put in place systems for ensuring victims receive information about their cases and regular contact from the police. All forces make training on the Code available to officers. However, most forces use an online training package to inform officers about changes to the Code and, almost without exception, officers told HMIC that this is an ineffective way of providing training about how to support victims.
- 2.76 While much of the evidence HMIC found on the crime inspection about officer awareness of the Code is positive, HMIC is concerned to find that a number of the systems designed to ensure that officers make appropriate and regular contact with victims are viewed by officers as tick-box exercises with which they have to comply. Similarly, when some officers were asked about the Code, they could describe the process or system they had to comply with, but could not explain what a good victim-focused service really means, and specifically how they should go about



<sup>28</sup> *Code of Practice for Victims of Crime*, Ministry of Justice, London, 2013. Available from [www.gov.uk](http://www.gov.uk)

keeping in touch with victims and helping to ensure they are properly supported and informed about their cases. Too often, victim contact is viewed by officers as just another bureaucratic requirement. Evidence from HMIC's file review and unannounced visits to police stations support this; contact with victims is variable and unacceptably inconsistent both within and across many forces.

- 2.77 HMIC's report on domestic abuse also found evidence of a culture in which officers complied with the systems that are in place, rather than one of empathy and understanding with and protection of the victim. As a result, there are too many instances where victims of domestic abuse feel they are not being taken seriously or believed.

## Vulnerability

- 2.78 It is important that police officers are properly trained to be able to identify a victim's vulnerability and appreciate the importance of understanding the circumstances in which a victim of crime or anti-social behaviour might be vulnerable. This can help officers to step in early and take action to prevent problems from occurring, and establish when special measures<sup>29</sup> may be required if the vulnerable person becomes a witness in a criminal case. This is an important aspect of a force's effectiveness.
- 2.79 Forces which are most effective at identifying vulnerability have well-trained call-handlers who use standard questions to obtain information at the first point of contact. Information is stored on the force's incident recording system and made available to officers attending the scene of the incident and to others who might have contact with the victim. HMIC is concerned that many forces still store information about vulnerability and risk relating to anti-social behaviour separately from information about crime. This means officers may not always have access to relevant and important information about victims at the times that and in the circumstances in which the information is needed.
- 2.80 HMIC commends forces for having introduced structured questions for call-handlers to use to establish whether a caller is vulnerable and in need of a police response. Most forces are

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<sup>29</sup>Special measures are designed to make it easier for vulnerable victims to participate in the criminal justice process. They include asking judges to remove wigs and giving evidence behind screens in court or by video link.

also able to identify callers who have previously been victims of anti-social behaviour, although some forces still lack this capability or do not use it consistently. This is a matter of serious concern that forces need to address.

- 2.81 HMIC will conduct inspections relating to vulnerability in early 2015, according to the PEEL methodology, which will result in graded judgments.

## Child Sexual Exploitation

- 2.82 The sexual exploitation of children causes extremely severe damage to some of the most vulnerable members of our community. Recent reports by HMIC and other bodies have rightly criticised the police in relation to the poor quality of investigations, treatment of victims and general lack of awareness of how to identify and tackle child sexual exploitation.
- 2.83 HMIC's crime inspection looked at the identification of vulnerability and treatment of victims by the police. HMIC heard evidence from officers of a growing emphasis on tackling child sexual exploitation. The majority of forces now have in place plans to identify those who are vulnerable and to bring offenders to justice. HMIC found clear evidence of many forces re-organising their resources to enhance their ability to tackle child sexual exploitation. HMIC also saw evidence of the police working with other organisations through multi-agency training to improve the awareness of officers about child sexual exploitation and how to respond to it. Many forces have run operations to tackle this problem and have set up dedicated teams to deal specifically with child sexual exploitation investigations and victims.
- 2.84 However, it is clear to HMIC that child sexual exploitation is still dealt with in an inconsistent manner, both within individual forces and across the country. There is significant disparity in officers' levels of understanding of this crime. The focus on child sexual exploitation at a senior level also appears to be taking some time to translate into actual activity and operations. This is not acceptable, and HMIC will continue to inspect this area in greater depth next year.



## Responding to regional and national threats

- 2.85 The strategic policing requirement (SPR<sup>30</sup>) sets out what is required of the police in order to cope with threats that are too large to be dealt with by a single force, such as terrorism, civil emergencies, serious and organised crime, public order threats and large-scale cyber incidents.
- 2.86 In July 2014, HMIC published its report<sup>31</sup> on the arrangements forces have in place to meet the SPR. The SPR inspection assessed the combined national capacity of forces to respond to such threats and the regard chief constables had for the contributions that their own force were required to make. The inspection considered the capabilities individual forces needed to maintain in order to provide an appropriate response to those threats; the consistency across forces on the main specialist capabilities required; and the arrangements forces had in place to ensure they could work with other forces or agencies in a coordinated way.
- 2.87 HMIC found that the police's capacity and capability to respond to national threats was stronger in relation to some threats than others. The ability to respond to cyber threats was particularly under-developed. In general, the police lacked a clearly-articulated approach to the SPR, which was disappointing, two years after its publication. In particular, HMIC found that the National Policing Requirement (NPR<sup>32</sup>, which was written by the police to explain how forces should respond to the SPR), was not being used as it was intended. Forces were uncertain about whether the NPR was current and questioned its value. As a result, HMIC found little evidence that it was being used to establish a collective and effective response to national threats.
- 2.88 It was clear that chief constables have regard to the SPR, but more needs to be done by forces to ensure they can respond to national threats in the ways and at the levels of capacity and capability it requires. In the report HMIC recommended that chief constables immediately establish a collective approach to ensure the required levels are being attained in a consistent way across England and Wales.

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<sup>30</sup> *Strategic Policing Requirement*, Home Office, London, 2011. Available from [www.gov.uk](http://www.gov.uk)

<sup>31</sup> *The Strategic Policing Requirement: An inspection of the arrangements that police forces have in place to meet the Strategic Policing Requirement*, HMIC, London, 2014. Available from [www.justiceinspectors.gov.uk/hmic](http://www.justiceinspectors.gov.uk/hmic)

<sup>32</sup> *National Policing Requirement*, College of Policing, London, 2012. Available from [www.college.police.uk](http://www.college.police.uk)

## Conclusion

2.89 Forces are working well to help prevent crime and anti-social behaviour. Incidents of crime have continued to fall over recent years, and victim satisfaction rates have remained consistently high. Forces make appropriate use of the tactics and powers available to them, and they are focusing on the problems most likely to cause harm in the communities they serve. The police are continuing to develop and use their relationships with organisations such as local authorities, to tackle crime and anti-social behaviour more effectively. However, HMIC recognises that many crimes are under-recorded or not reported. The police face a significant challenge in improving the quality and accuracy of crime-recording. In addition, there are many so-called hidden crimes of which the police are simply not aware. These can include crimes like child sexual exploitation where victims are not aware that a crime has been committed, or they are too scared to report to the police, and crimes such as those that take place online.

2.90 The public are getting a good service in relation to anti-social behaviour, and this has improved significantly since 2012, when HMIC last published a report on this subject. The police are increasingly able to identify people who may be vulnerable, and provide support to victims which is appropriate for their individual circumstances.

2.91 All forces have introduced training and systems to help officers and staff to comply with the Code of Practice for Victims of Crime. However, the quality and consistency of victim contact is variable, and forces need to increase their focus on empathy and safeguarding - placing victims at the heart of what they do - as well as complying with procedural requirements.

2.92 In too many respects, the police are insufficiently effective at investigating crime. Eighteen out of 43 forces need to improve the ways in which they investigate crime. In particular, the quality of initial investigation is below that which the public can reasonably expect. In some forces, some officers lack the skills and training they need to conduct thorough investigations, and do not have adequate access to specialist support, such as forensics.



- 2.93 Forces also need to make more extensive use of evidence to inform their approaches to tackling crime, and develop their ability to evaluate the effect of their work on crime. This will further enhance the quality of service that the police provide to the public.
- 2.94 Chief officers have regard to the Strategic Policing Requirement, but much more needs to be done by forces to secure the levels of preparedness that are necessary for them to respond collectively to all the national threats with which the SPR is concerned.



# Efficiency

## Summary

Police forces calculated that they had to make savings of £2.53 billion over the current spending review period. To date, they are meeting this challenge; HMIC commends the work that has helped to achieve this.

Forces are protecting but not preserving the front line – between March 2010 and March 2015 the proportion of officers and staff on the front line is planned to increase from 74 percent to 78 percent, with the proportion of police officers on the front line planned to increase from 89 percent to 92 percent. The planned composition of the workforce is fairly static and unlikely to change.

With continuing austerity, forces need to change how they provide services. HMIC has substantial concerns about the ability of some smaller forces to maintain an effective service in 3-5 years' time.

The potential erosion of neighbourhood policing is a growing concern. Forces are working hard to protect neighbourhood teams, but they have increasing workloads and broadened remits. Across England and Wales, forces are planning reductions in police community support officers (PCSOs) numbers of around 22 percent (17 percent last year), which equates to a loss of 700 more PCSOs than was estimated last year.

There is a risk that a vicious circle will emerge of less preventive and more reactive policing activity.

Collaboration between forces and between police forces and other local bodies which achieves efficiencies, although improved, continues to be deeply disappointing. Collaboration has become more complex and fragmented, and a more systematic approach to policing at the national, regional and local levels is needed.

Overall, forces have met the financial challenges to date but the ways in which forces work will need to change if the public are to be kept safe.

3.1 The previous chapter considered whether the police are doing the *right things* to prevent, investigate and detect crime and protect victims and those who are vulnerable (effectiveness). This chapter considers whether those things are being carried out at the *most appropriate* cost (efficiency).

3.2 Approximately £13 billion of public money is spent on police forces in England and Wales every year. This money must be spent wisely to ensure citizens and communities are getting the full benefit of it. Police forces in England and Wales are having to provide services to the public in the context of continuing austerity. Police forces told us they have had to make savings of £2.53 billion over the spending review period. This is just under 20 percent of their overall expenditure.

3.3 HMIC has carried out inspections to establish how efficient the police are in responding to this challenge, the full results of which are set out in HMIC's report *Policing in Austerity: Meeting the Challenge*,<sup>1</sup> along with details of the methodology used. In particular, HMIC considered:

- whether forces have identified accurately the savings required, based on realistic and prudent assumptions, and whether they have developed robust financial plans to reduce their costs accordingly;
- whether forces have developed an approach to providing services in their areas (including by working together with other forces, local services and the private sector) that is affordable within a reducing budget and which maintains or enhances the service being provided to the public;
- whether forces have coherent plans for implementing this approach that is understood by their workforces; and
- to what extent forces have taken steps to ensure their workforces are as productive and efficient as possible, including by:
  - making sure that each force understands the demands it faces and allocates its resources accordingly;
  - providing frontline officers with appropriate technology;
  - using evidence-based approaches to reduce crime and build confidence, such as elements of neighbourhood



<sup>1</sup>Policing in austerity: Meeting the challenge, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

policing and agreeing with local communities which are the important problems to be tackled; and

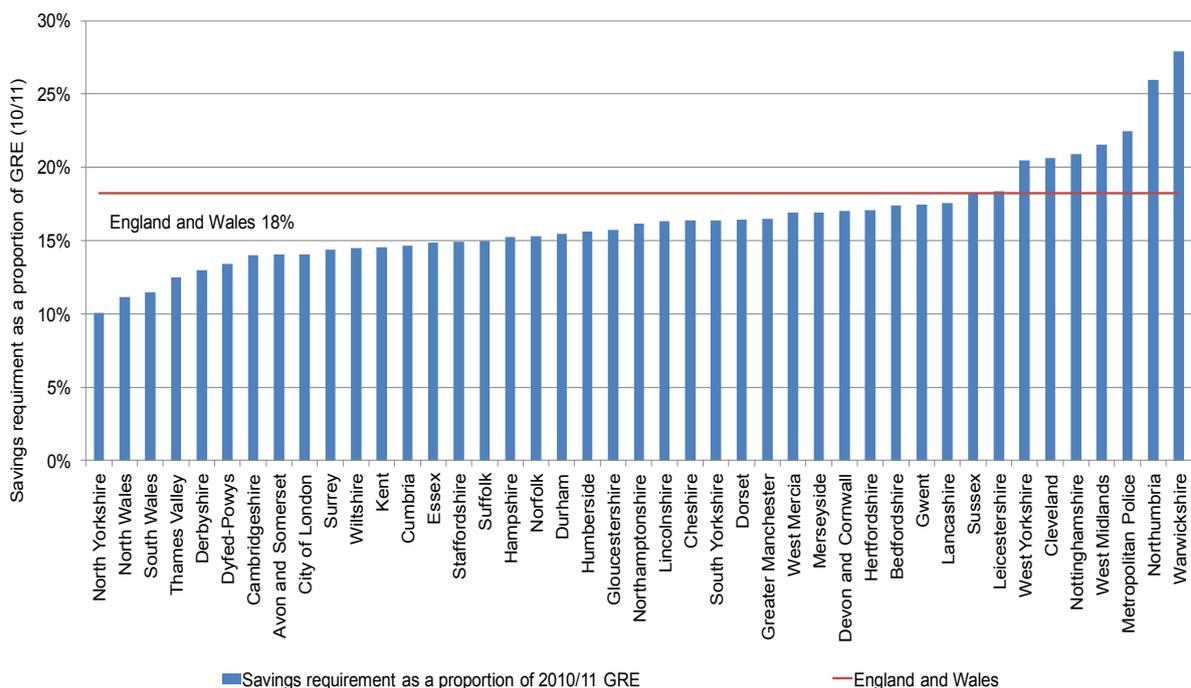
- making sure they understand and measure the productivity of their police officers and staff.

3.4 Drawing on the findings of Policing in Austerity: Meeting the Challenge, this chapter provides a summary of how police forces have risen to and met the challenge of continuing austerity. This is not, however, a full efficiency assessment, as the focus of the inspection this year has been on how forces are reducing their costs and the effect this is having on their workforce and on the services they provide. As HMIC develops its inspection methodology for the 2014/15 PEEL inspection, there will be a greater focus on productivity and efficiency on an annual and continuing basis.

## Rising to the financial challenge

3.5 Police forces in England and Wales continue to balance their books and minimise the effect of reductions in spending on the services they provide to the public. Forces told us that over the four years of the current spending review (2011/12 – 2014/15), they need to save £2.53 billion (across all forces). The amount individual forces have to save (as a percentage of 2010/11 gross revenue expenditure (GRE)) varies considerably. For one force at the lower end, it amounts to ten percent of its 2010/11 GRE; for another at the top end, it amounts to 28 percent.

Figure 3.1: Estimated savings requirement as a proportion of 2010/11 GRE by force



3.6 There are several factors that contribute to this variation; the main one is the extent to which forces rely on central government funding as opposed to council tax income, which is raised locally. Forces that rely heavily on central government funding have to make proportionately greater savings over the spending review period. When making its assessments, HMIC takes these differences into account, as well as the different contexts in which forces operate.

3.7 Forces have developed savings plans to achieve 96 percent of the total savings that are required of them. The gap will be met by using £107 million of reserves in 2014/15. HMIC is confident that the savings plans developed by forces are realistic and achievable. This finding is based on:

- our analysis of the quality of the plans for existing savings and the financial assumptions that underpin them; this analysis is discussed in more detail below;
- the track record forces have in under-spending against established budgets, which results in their saving more than they identified was needed; and
- the approaches forces are taking to managing budgets and controlling expenditure.

3.8 Just as every force has to find different savings, they also have different options for making these savings. Forces have worked hard to prioritise savings in goods and services (such as supplies, uniforms, estates and vehicles) while seeking to protect officer and staff posts. Twenty-nine percent of planned savings over the spending review period come from these non-pay costs (i.e. costs other than those incurred in paying officers and staff), even though such costs only make up around 20 percent of the police's overall costs. However, as the National Audit Office found in 2013, there is still considerable variation between forces in the prices they pay for their goods and services, suggesting some forces could find more savings in this area.<sup>2</sup>



## Reducing workforce

3.9 Despite the savings in goods and services, the scale of the reductions in funding means that forces have had to reduce the size of their workforces, and further reductions are

<sup>2</sup>Police Procurement, National Audit Office, London, 2013. Available from [www.nao.org.uk](http://www.nao.org.uk)

anticipated during the remainder of this financial year. By March 2015, the total planned workforce of the police (officers and staff) will have fallen by 34,400 since March 2010 (these figures are set out in the table below). As part of this reduction, there are plans for there to be 16,300 fewer police officers than in 2010. These plans estimate that by March 2015 there will be around 127,500 police officers in England and Wales – the lowest for over a decade. The reduction is starker than the figures immediately suggest when population increase is taken into account. Whilst the absolute number of police officers is planned to fall by 11 percent between 2010 and 2015, the number of police officers per person in the total population has already reduced by 14 percent between 2010 and 2014.

**Figure 3.2: Planned workforce reductions between March 2010 and March 2015**

England and Wales	March 2010 FTE (actual)	March 2015 FTE (planned)	Total change (planned)	Percentage Change (planned)
Police Officers	143,700	127,500	16,300	-11%
Police Staff	83,200	68,700	14,500	-17%
PCSO's	16,900	13,300	3,600	-22%
<b>Total Workforce</b>	<b>243,900</b>	<b>209,500</b>	<b>34,400</b>	<b>-14%</b>

**Note: these figures are rounded**

- 3.10 Forces' workforce plans set out the level of staff reductions they need to balance their budgets. They are broadly in line with forces' projections in 2013 with some fluctuations, which are understandable as plans have developed and as the scale of the savings required has increased. We consider the plans to be stable and generally sound.
- 3.11 However, since its 2013 report, HMIC has found a considerable change in the planned reductions in police community support officers (PCSOs). Whereas last year forces planned to reduce PCSOs by 17 percent between March 2010 and March 2015, the planned reduction over the same period is now 22 percent. This means that an additional 700 PCSO posts will be lost, beyond the 2,900 previously anticipated. While HMIC understands that all forces are making difficult choices on what to cut, this accelerated reduction in PCSO posts adds to its

<sup>3</sup>HMIC measures workforce reductions from March 2010. March 2010 was chosen because it is the year in which the majority of forces began to freeze recruitment as they understood budget reductions were likely to be announced later that year.

growing concern that neighbourhood policing is being eroded, which we discuss further in paragraphs 3.17 and 3.18. The already thin blue line in our communities is narrowing still further.

3.12 Over the spending review period, it is important that forces continue to communicate and work with their workforces as the changes take place. Evidence shows that substantial change is more likely to be implemented successfully where the workforce is involved and consulted throughout.<sup>4</sup> HMIC inspections found that there had been strong leadership and many chief officers have “taken their workforces with them” during this period of unprecedented change. HMIC saw excellent examples of staff involvement in the changes being made by forces, and of attention to the wellbeing of officers and staff. However, chief officers will need to continue to work hard to maintain morale in their forces. How leaders in policing treat their workforces, and whether they are perceived to be fair, also has an effect on the attitudes of their officers and staff, the majority of whom are in day-to-day contact with the public. It is for this reason that the inspection programme on legitimacy considered and will continue to consider both how the police treat their communities and how police leaders treat officers and staff.



3.13 A number of problems flow from the substantial reductions in the workforce. The most significant of these is the limited scope that police leaders have to shape their workforces to meet the problems that forces face.<sup>5</sup> The skills and capabilities of the police workforce require immediate attention. New and emerging threats together with modern ways of working (such as an increased emphasis on working with other public sector organisations) require officers to have a different range of skills and abilities, for example effective negotiating and influencing skills. HMIC’s consideration of police effectiveness covers in more detail our findings about material weaknesses in the core capability of police officers in areas such as investigating crime. HMIC’s concerns are made more acute by the fact that chief officers have limited scope to bring in new talents and capabilities to redress these deficiencies.

<sup>4</sup>What works in organisational change and business improvement? Key findings and implications for practice, National Policing Improvement Agency, 2011. London. Available from [www.college.police.uk](http://www.college.police.uk)

<sup>5</sup>Part 2 of the Report of the Independent Review of Police Officer and Staff Remuneration and Conditions made several recommendations relating to the creation of a system of compulsory severance for police officers with less than full pensionable service. On 20 December 2013, the Police Arbitration Tribunal recommended these measures should not be implemented, and on 13 February 2013 the Home Secretary announced her decision in relation to these findings and said she would not then introduce compulsory severance. See House of Commons Official Report, 13 February 2014, Column 79WS, Police Officers and Staff (Remuneration and Conditions of Service). Available at [www.parliament.uk](http://www.parliament.uk)

3.14 The profile of the police workforce in rank, mix and diversity has remained largely unchanged over the period of the spending review. Many forces have had limited opportunities to recruit new staff. Some have made a concerted effort to increase the number of black and minority ethnic officers, but this is hampered by the recruitment freeze in many places. If the current restrictions on chief officers' ability to recruit and remove people continues, police forces will not be able to become representative of the communities they serve or to keep pace with a changing society for years, possibly decades. The future prospects for recruitment, promotion and progression based on the current workforce plans are extremely limited. Many forces told us of the concerns they have about a static and ageing workforce. HMIC shares these concerns. A representative workforce is an important element of a legitimate and trusted police force, as is considered in greater depth in the legitimacy chapter.

## Protecting the front line and neighbourhood policing

3.15 Police forces are working hard to protect the front line from the effects of the reductions over this spending review period and to ensure that the most efficient use is being made of their resources. By March 2015, the proportion of the total number of officers and staff on the front line is planned to increase from 74 percent to 78 percent; the proportion of police officers on the front line is expected to increase from 89 percent to 92 percent. However, this is due to the fact that deeper cuts are being made elsewhere. In actual numbers, between March 2010 and March 2015 the number of people (officers and staff) working on the front line is planned to reduce by approximately 14,900 (a decrease of eight percent) and the number of officers on the front line is planned to reduce by approximately 8,600 (a decrease of seven percent).

3.16 Many forces have made changes in how they are structured and organised so that they are able to reduce their workforces while protecting their crime-fighting capacity on the front line. This includes a focus on streamlining their business support functions to achieve more savings from the non-frontline and focusing on moving police officers on to the front line. HMIC has described in a number of reports the steps that forces have taken to reshape their organisations along these lines.<sup>6</sup>

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<sup>6</sup>*Policing in Austerity: Rising to the challenge compendium. Practical examples from the 2013 valuing the police inspections*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

3.17 HMIC has raised concerns about the potential erosion of neighbourhood policing. Although forces have worked hard to protect neighbourhood policing, HMIC has seen the workload and remit of neighbourhood teams broadening, officers and PCSOs tell us they are increasingly engaged in reactive work, and there are higher than anticipated falls in PCSO numbers. These changes may be starting to have an adverse effect. The public are starting to notice fewer officers in their communities, and the year-on-year increase we have seen in public confidence in ten years has started to level off. The leaders of the police recognise the value of neighbourhood policing. But in the face of continuing reductions now and in the next spending review period, many have told us that their forces could become increasingly reactive (with a focus on responding to 999 calls and investigating crime) rather than preventing and reducing crime.



3.18 Forces' ability to prevent crime and reduce demand will be seriously undermined if neighbourhood teams are materially eroded. Forces must guard against a vicious circle of less preventive activity, more reactive policing responses and increasing demand. Action needs to be taken now to prevent this from happening. The visible policing presence in communities and neighbourhoods (often provided by neighbourhood teams) has been shown consistently to influence public confidence. The chapter on legitimacy discusses in more detail HMIC's assessment of public confidence and the findings from the Crime Survey for England and Wales on public confidence and the visibility of the police.

## Collaboration with other organisations

3.19 HMIC reports on progress on collaboration<sup>8</sup> because it can help to achieve efficient and effective policing. It can improve efficiency through, for example, the reduction and sharing of overhead costs, the ability to meet more effectively the demands forces face, and the ability to control staffing levels. It can improve effectiveness through, for example, providing the police with greater access to those

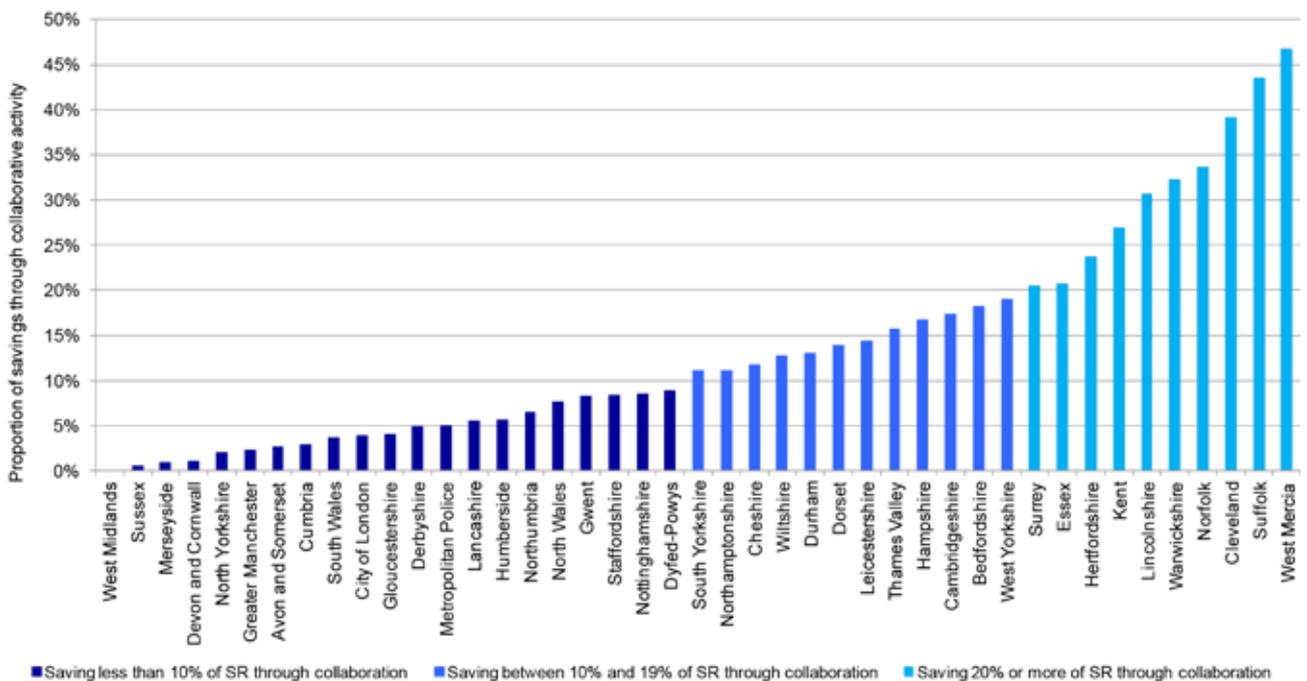
<sup>7</sup>See: 'Perceptions of the police: Past findings, methodological issues, concept issues and policy implications' Brown, B. and Benedict, W. Policing: An International Journal of Police Strategies and Management, 2002, 25:3, pages 543-80; *An Evaluation of the National Impact of the National Reassurance Policing Programme*, Tuffin, R., Morris, J. & Poole A, Home Office, London, 2006.

<sup>8</sup>HMIC defines collaboration as "all activity where two or more parties work together to achieve a common goal, which includes inter-force activity and collaboration with the public and private sectors, including outsourcing and business partnering."

with specialist knowledge and resources, increasing resilience, and allowing forces to work seamlessly across force boundaries to identify and protect victims and pursue suspects.

- 3.20 HMIC has described progress on collaboration as deeply disappointing.<sup>9</sup> However, the inspections in 2014 saw an improvement in how far collaboration is supporting forces' savings plans. Between July 2013 and July 2014, the savings that forces have identified through collaboration from 2010 until 2015 have increased from an average of seven percent, as reported the previous year, to an average of 10 percent of the overall savings that are required.
- 3.21 While this is encouraging, there are still forces that have not seized the opportunity to work with others to make themselves more efficient and to achieve economies of scale. There are now 22 forces that expect to make 10 percent or more of their savings through collaboration by 2014/15, but there are still 21 forces for which this figure is lower than 10 percent (as Figure 3.3 shows). Although there has been an increase in the amount of collaboration undertaken by forces following encouragement from HMIC and the Home Office, the pace at which it is increasing is still slow.

**Figure 3.3: Planned proportion of savings requirement achieved through collaboration by March 2015, by force (as of March 2014)**



<sup>9</sup>Policing in Austerity: Rising to the Challenge, HMIC, London, 2013. Available from [www.justiceinspectors.gov.uk/hmic](http://www.justiceinspectors.gov.uk/hmic)

3.22 HMIC has seen some collaborations being strengthened, but it has seen others stall. Collaboration has become more complex and fragmented as forces and police and crime commissioners are encouraged to collaborate with a range of different local bodies. For example, the Police Innovation Fund<sup>10</sup> supported force-to-force collaboration, blue light collaboration (collaboration with the fire service) and working with local councils and boroughs, and the Home Secretary has recently endorsed and encouraged an integration of the emergency services.<sup>11</sup>

3.23 However, extensive collaboration is not taking place in most forces, and only a few are achieving substantial savings through it. For example, only 10 forces plan to achieve 20 percent or more of their savings requirement this way. Forces are not taking advantage of opportunities for collaboration to a sufficient extent to ensure regional and national policing is as effective as it can be. Over the last year, HMIC has seen little evidence of new collaborative working which builds on the current regional and national arrangements, with a few notable exceptions.

3.24 HMIC has seen improvements in some areas in the regional approach to managing serious and organised crime (and, in some cases, major crime). All regions have developed the capacity and capability in areas such as fraud investigation, covert policing, asset recovery, witness protection and the units which manage confidential data and intelligence. This has largely been achieved by additional funding, strong leadership by chief officers and relatively consistent policing practice associated with specialist areas of policing. However, improved regional collaboration in these specialist areas is the exception rather than the norm.



## Maximising efficiency: potential for further gains

3.25 Forces' approaches to ensuring value for money have evolved and matured over the spending review period. In many cases, the spending reductions have driven innovation and creativity as forces provide more for less. Early in the spending review period, forces focused on balancing budgets, freezing recruitment, buying cheaper or fewer goods and services, cutting discretionary spending and requiring the same cost

<sup>10</sup>The Police Innovation Fund in 2014/15 is worth £50 million and funded by the Home Office. It provides police and crime commissioners with the opportunity to submit bids on initiatives that will promote collaboration and the use of technology in order to achieve improvements and efficiencies in the way their police forces operate. See: House of Commons Official Report, 18 December 2013, Column 111WS. Available at [www.parliament.uk](http://www.parliament.uk)

<sup>11</sup>'Lessons of Police Reform', speech given by the Home Secretary at an event organised by Reform, London, 3 September 2014. Available from [www.reform.co.uk](http://www.reform.co.uk)

reductions across all budgets (regardless of the importance of the specific area of policing). Forces moved from these short-term cost reductions to longer-term solutions such as redesigning the force. All forces have now undertaken at least one major restructure over the period of the spending review and, for many, this change has meant that all services provided by the force have been reviewed and reshaped. Examples include reshaping investigation functions by removing multiple squads focused on single crime types, and using data to understand when most 999 calls are received and ensuring that more response officers are on duty at these times.

- 3.26 However, a considerable proportion of forces are only now starting to consider how to improve the productivity of their officers by identifying and analysing demands on their time. This should allow forces to manage and meet the demands on their services more effectively. The way in which demand for services is understood and dealt with varies between forces. Too many only assess demand by the number of emergency calls they receive from the public and many do not understand the full range of demands they face. Many forces do not have a comprehensive or reliable understanding of where their officers and staff are and how they spend their time. For example, only a small number of forces, such as South Wales, have technology which tracks officers and PCSOs to provide information about where they are patrolling and the proportions of time they spend out of the station. HMIC's report "Core Business: an inspection into crime prevention, police attendance and the use of police time" made recommendations to ensure that forces, with support from the College of Policing, understand the demands they face, how they affect their workforce and how they should deploy their officers and staff as a result.<sup>12</sup>
- 3.27 HMIC has found encouraging work in a small number of forces which are examining how the demands they face are changing. Some forces have impressive plans aimed at reducing considerably the demands they face by solving problems when officers and staff first come into contact with the public. Avon and Somerset, which HMIC deemed to be outstanding, was particularly impressive. Other forces have started identifying the top ten areas that place the highest or most frequent demands on their resources (for example, supermarkets with high levels of shoplifting) and targeting their resources to provide visibility in these areas to prevent future offending.

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<sup>12</sup>Core Business: *An inspection into crime prevention, police attendance and the use of police time*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

- 3.28 How well a force manages and responds to the demands it faces affects the force's effectiveness and efficiency. Those forces which use evidence-based approaches to anticipate the demands they will face in the future and take steps to reduce them, and those forces that are working with other local bodies to tackle the causes of crime and provide coordinated services to victims, not only free time for their officers and staff, but also reduce crime and stop people becoming victims (or in some cases becoming victims again). The chapter on effectiveness gives HMIC's assessment on how well forces have reduced or prevented crime.
- 3.29 Technology can help officers perform more policing tasks and activities while remaining visible to their communities, provide officers with better information, and automate systems and processes within the police, making these faster and more efficient. HMIC has reported consistently that the standard of police IT is poor and a source of considerable frustration to frontline officers. The inspections have found that there are significant variations in how well forces are making progress in using technology. Many forces are still using out-of-date technology which is ill-suited to modern crime fighting. HMIC's report "Core Business: an inspection into crime prevention, police attendance and the use of police time" makes five recommendations to develop a national police information technology strategy and provide a clear and effective means to ensure it is carried out.<sup>13</sup>
- 3.30 Forces are yet to develop a consistent and detailed approach to understanding, measuring and managing police officer and staff productivity. This is a complex area given the breadth of tasks an officer performs and can be responsible for (detecting crime, preventing crime, safeguarding victims, reassuring victims, reassuring the community), some of which are difficult to measure. As HMIC develops its PEEL efficiency inspection programme, it will place greater emphasis on measuring the productivity of the police workforce and assessing how increased productivity is being used to increase effectiveness and efficiency.



<sup>13</sup>Ibid

## Continuing austerity

- 3.31 This report considers performance between August 2013 and October 2014 and provides an assessment of how efficient forces have been in this period. However, the challenges of austerity will continue beyond these dates. HMIC has therefore investigated how well-equipped forces are to meet future challenges. The plans forces are developing to manage further reductions are at different stages, with some forces considering in greater detail the effect such future reductions would be likely to have on service to the public. Forces such as Lancashire and West Midlands (which were assessed as outstanding by HMIC in the Valuing the Police inspection programme) have particularly well-developed plans to reshape their services to manage further reductions beyond this spending review period.
- 3.32 When HMIC inspected forces between April and May 2014, most were planning on the basis that they will have to make the same savings over the next four years as they have made during the current spending review period. This is prudent, and in July 2014 HMIC was concerned to find that some forces were not adopting this approach. As a result of this concern, in September 2014 HMIC collected further information about forces' financial plans, which showed that forces are now planning on a more realistic basis.
- 3.33 Forces vary considerably in size: the Metropolitan Police Service (MPS) and the City of London Police are at the extreme ends of the scale with the MPS having around 39 times more police officers than the City of London Police. The second largest force, West Midlands Police, has approximately nine times more officers than the second smallest force, Warwickshire. As a result, forces face different difficulties in making cost savings. For example:
- in larger forces, it might be more difficult to maintain a consistent service across the force in tough economic times, and the changes required to manage the spending reductions might be more difficult to achieve;
  - in smaller forces, there are fewer officers to respond to unexpected events and more fixed overheads, and opportunities for economies of scale are more limited; and

- in larger forces and those with more collaborative working, there might be greater opportunities for career progression, and this might therefore attract a higher calibre of staff with specialist skills (whether that is in operational policing or organisational support such as procurement).

3.34 Based on HMIC's assessment over the last three years, it is unlikely that collaboration alone will provide the savings likely to be required over the next spending review period. Limited options to make savings will inevitably drive some forces to make deeper cuts in neighbourhood policing, and they might struggle to respond to unexpected events (for example, public order problems or major crime incidents). In particular, there are some smaller forces with a low cost base but with a large geographic spread or high levels of public demand for policing services, for example high overall crime levels or particular problems with serious and organised crime. HMIC has concerns about such forces.

3.35 Forces have calculated that they will need to save a further £656 million in 2015/16. If this level of savings continues into the next spending review period (starting in 2016/17), reductions continue to be applied to forces in the same way and efficiencies in the national policing model fail to materialise, then HMIC has substantial concerns about the ability of some smaller forces to achieve the budget reductions while maintaining an effective service to the public in three to five years' time.

3.36 HMIC therefore considers that the time is now right for a debate about how policing is organised and paid for in the future. HMIC has convened a group to produce options for policing in austerity. This group includes chief constables, representatives from staff associations and trade unions, police and crime commissioners and finance directors from police forces. The group members are using their existing fora and networks openly to debate the following questions:

- What are the police's priorities for the future? For example, what is the balance between preventing and reducing crime (preventive policing) and responding to events (reactive policing)? How well do we understand the demand that forces are currently facing and to what extent do we know how this might change?



- To what extent has the service transformed itself? How should forces move from cutting spending to sustained cost reduction?
- What should be the balance between national and local policing in order best to achieve policing priorities (from improving community safety to responding to a major threat) and sustained cost reduction? What role is there for regional policing structures to achieve these? What would be the roles of other local and national bodies in providing policing services at local and national levels?
- Do the current structures and funding arrangements help or hinder forces in their efforts to achieve their priorities in the most efficient way? What role is there for further force collaboration? How can the current funding systems be improved to provide the best match between forces' income and the demands placed on them? What needs to be done to ensure these changes are made?

## Conclusion

3.37 In conclusion, HMIC considers that forces have responded well to budget reductions. They have reshaped themselves to allocate resources more efficiently and have started to consider how to increase the productivity of their police officers and police staff. Thirty-five forces were judged to be good as to the extent to which they provide value for money, and five were outstanding. HMIC found that three forces required improvement; on re-inspection in October 2014, HMIC found that all three forces were making progress and taking steps to remedy the failures and shortcomings which had been identified.

3.38 As police forces move from managing a one-off budget reduction to a continuous increase in the efficiency of all their assets so as to provide the best service at the best cost, HMIC will adapt and develop its assessment approach to reflect the challenges forces will face as they move into increasing and continuing austerity.



# Legitimacy

## Summary

The British model of policing by consent relies on the support and co-operation of the public. To secure and maintain this, the way in which the police conduct themselves when serving the public must be both legitimate and understood and accepted by the public as legitimate.

National surveys show high levels of public confidence in the police, and of victim satisfaction with the service they receive. However, these figures conceal both considerable variation at force level, and the experiences of many individuals who feel let down by the police. For example, the majority of victims interviewed by HMIC as part of the domestic abuse inspection reported that they were frequently not taken seriously, that they felt judged unfairly, and that some officers demonstrated a considerable lack of empathy and understanding.

There is also variation in how forces respond to calls for service from the public, and in the accuracy with which crime is recorded.

This means that where a member of the public lives dictates:

- the response he or she will receive from the police in respect of the same type of incident or crime;
- the extent to which the crime or incident will be recorded (and perhaps so investigated) correctly; and
- what level of victim support is provided.

While there may be good reason for some local variation, it is important that the public and victims of crime know what type of services they should expect to receive and why. There is, however, no excuse for crimes not being recorded properly, or for victims of crime not to receive the support to which they have a right.

When HMIC looked at the arrangements forces have in place to ensure their workforces act with integrity, it found:

- Most chief officers are strengthening the ethical culture in forces, but there is more to do if this message is to filter down to all those working in forces.
- Professional standards departments and anti-corruption units are generally good at dealing with the information they receive, but improvements are needed to improve the way in which threats and risks are identified and acted upon. Greater analytical capacity would help forces better understand the risks they face and how to deal with them.
- Forces also still have much more to do if they are to reflect and represent the communities they serve.

HMIC will provide graded judgments in respect of police legitimacy from 2015.



## Introduction

4.1 As the previous chapters make clear, there are many things that the police are doing well to protect the communities they serve, as well as areas that will need further effort over the coming years. But it is not enough to look only at what the police do, it is also important to consider how they do it; that is the focus of HMIC's assessment of police legitimacy.

## Policing by consent

4.2 A fundamental aspect of the British model of policing is the principle of policing by consent. For the police to be effective, they require the support and co-operation of the public. It is only if the public trust the police that they will give their consent, and this should not be taken for granted.

4.3 In the last 12 months, there has been considerable media coverage and public debate about the way that some officers have conducted themselves, raising concerns about police legitimacy more generally. The review carried out by Mark Ellison QC into allegations of corruption in respect of the investigation of the murder of Stephen Lawrence<sup>1</sup>, the dismissal of several officers for gross misconduct in

<sup>1</sup>The inquiry was asked to determine whether corruption and collusion, racism or institutional lethargy had (alone or in combination) been the cause of the seriously flawed initial investigation of the murder of Stephen Lawrence. See *The Stephen Lawrence Independent Review: Possible corruption and the use of undercover policing in the Stephen Lawrence case, Summary of Findings*, Ellison, M., London, 2014. Available from [www.gov.uk](http://www.gov.uk)

relation to the so-called “Plebgate” row involving the Rt Hon Andrew Mitchell MP<sup>2</sup>, and the second report produced by the Metropolitan Police Service on Operation Herne<sup>3</sup> are just three examples that have had an adverse effect on how the public view the police.

- 4.4 While these high-profile events can shape the way that the public view the police, it is also important to remember that, on a daily basis, police officers across the country put their own safety, and sometimes their lives, at risk to protect the public and catch criminals; in some cases their lives are taken. The 2012/13 annual assessment by Her Majesty’s Chief Inspector of Constabulary<sup>4</sup> acknowledged that in policing there is a culture of courage, determination, hard work and achievement. This is as true today as it was then.
- 4.5 That assessment also made clear that the public rightly expect the police to adhere to higher standards of honesty and conduct than might be expected of other citizens. The police are entrusted with considerable powers, responsibilities and access to private and sensitive information. The expectation must be that those powers and responsibilities are used in a legitimate way and for the purposes for which they were intended. That is why HMIC’s new annual PEEL assessments of police forces examine how well the police provide a service that is legitimate in the eyes of the public.
- 4.6 Policing by consent should guide the way in which officers and staff efficiently and effectively tackle crime, support victims, keep the peace and protect the public. Research into the idea of institutional trust in respect of the police<sup>5</sup> has shown that, by improving public perceptions, the police can enhance their legitimacy. The same research also shows that improving police legitimacy can lead to greater public co-operation with the police and reductions in crime.

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<sup>2</sup>On Wednesday 19 September 2012, there was an incident in Downing Street involving the Rt Hon Andrew Mitchell MP and police officers from the Metropolitan Police Service Diplomatic Protection Group. The incident was first reported in The Sun newspaper on Friday 21 September 2012, and has been widely referred to as ‘Plebgate.’ For further details, see *Operation Alice – Closing report*, Metropolitan Police Service, London, 2014. Available from [www.met.police.uk](http://www.met.police.uk)

<sup>3</sup>Operation Herne was an investigation led by Chief Constable Mick Creedon. In addition to looking at allegations of improper practice and misconduct by the Metropolitan Police’s Special Demonstration Squad, Operation Herne also looked at claims about the use by police officers of dead children’s identities, the conduct of officers who had infiltrated environmentalist groups, and other serious matters. On 24 June 2013, the Home Secretary made a statement to Parliament on Operation Herne. See House of Commons Official Report, 23 June 2014, Column 25, Undercover Policing. Available at [www.parliament.uk](http://www.parliament.uk)

<sup>4</sup>*State of Policing: The Annual Assessment of Policing in England and Wales 2012/13*, HMIC, London, 2014, page 38. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

<sup>5</sup>*It’s a fair cop? Police legitimacy, public cooperation, and crime reduction*, Andy Myhill and Paul Quinton, National Policing Improvement Agency, London, 2011. Available from [www.college.police.uk](http://www.college.police.uk)

4.7 If increasing public confidence increases police legitimacy, the reverse is also true. Lack of trust, a feeling that the police are not on the public's side, poor engagement and communication with the public, and a perception that decisions or actions are not taken fairly, all serve to reduce the legitimacy of the police. The result can be that people are less willing to come forward and report crimes, more suspicious of police activity, and more likely to believe that they will be treated differently depending on characteristics such as their wealth, social standing, gender or ethnicity. In some cases, it could even lead to some individuals becoming more likely to commit crime.



## Approach in this report

4.8 This year's assessment has drawn together evidence from both previous HMIC thematic inspections and new PEEL inspections. Each force has been assessed against the following five questions:

- What are the public perceptions of the force?
- To what extent does the force respond to calls for service appropriately?
- To what extent are the data and information provided by the force of a high quality?
- To what extent do forces reflect the communities they serve?
- To what extent has the force put in place arrangements to ensure its workforce acts with integrity?

4.9 HMIC has used these questions to examine the extent to which the police are taking action and making decisions that are fair, and how the police are perceived by the public.

4.10 This approach has also allowed HMIC to consider how aspects of legitimacy, when taken together with how effective the police are, or are perceived to be (as reported above in the effectiveness chapter), relate to levels of public trust and co-operation.

4.11 Over the last year, HMIC has looked at aspects of legitimacy in the course of inspecting other areas of policing, for example domestic abuse, how well forces record crime data, and police integrity and corruption. This chapter discusses the findings from HMIC's inspections this year where they relate to legitimacy, and highlights those areas that we will explore in greater detail next year in order to provide graded judgments.

## What are the public perceptions of the force?

4.12 In a society where policing is based upon the principle of consent, the police need the support of the public in order to be effective. Several HMIC inspections this year have asked victims of crime and the wider public for their views on aspects of policing. Looking across some of these different inspections, a number of themes emerge.

4.13 For example, as part of an inspection that looked at a number of policing activities<sup>6</sup>, focus group participants were asked to consider questions about the best use of police time. It was clear that participants felt it was important for the police to have a visible presence in the community. The participants took into account the many demands on police time, for example preventing crime in the community, protecting the public from harm and pursuing criminals. The majority of participants believed that the police acted with respect for the communities they served, and there was recognition that the police had a difficult, and in some cases life-threatening, job to do. While these findings will be true for many, HMIC recognises that there will undoubtedly be communities, or sections of society, that do not feel the same way. The extent to which the police seek the trust of all communities, in particular those that are less likely to call the police for help, is something HMIC will examine in more detail next year.

4.14 An important finding from the focus groups was that those who had had less experience of, or contact with, the police appeared to be more satisfied than those with more personal experience of police contact.

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<sup>6</sup>*Core Business: An inspection into crime prevention, police attendance and the use of police time*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

4.15 The views of victims were also sought through focus groups and an online survey, as part of our inspection of the police response to domestic abuse<sup>7</sup>. This inspection highlighted concerns about the way the police responded to incidents of domestic abuse.

4.16 Many of the victims spoken to were higher risk (more likely to suffer abuse and violence) and had had multiple interactions with the police. The majority reported that they had at some point experienced poor attitudes from responding officers. Victims told HMIC that they were frequently not taken seriously, that they felt judged unfairly and that some officers demonstrated a considerable lack of empathy and understanding. HMIC also observed some of these behaviours during inspections.

4.17 The report made it clear that the poor attitudes of some officers could have a serious adverse effect on the confidence of victims in the police as a whole. The report also showed that the services and support that victims received from the police varied considerably. As one Independent Domestic Violence Adviser put it:

“In our area, and I am sure in many others, it is still a bit of a lottery as to what kind of response you get. Some officers are absolutely brilliant and the feedback from victims is excellent, in that they felt they were listened to, questioned appropriately and sensitively and that officers keep them up to date with what is happening. Others are frankly diabolical and seem to have no understanding about what they are dealing with. Increasingly the former group are the majority, but it only takes one single bad response to stop the victim from ever seeking help again.”

4.18 While HMIC commends those officers, staff and forces that understand the needs of vulnerable victims, and behave in a professional, respectful and sensitive way, such behaviour should be the norm in all forces. Victims and the wider public have the right to expect no less.



<sup>7</sup>Everyone's Business: Improving the police response to domestic abuse, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

4.19 Another source of information about perceptions of the public comes from the *Focus on Victimisation and Public Perceptions, 2012/13*<sup>8</sup>, published by the Office for National Statistics as part of the Crime Survey for England and Wales (CSEW). Important findings from that report include:

- the proportion of adults who reported that the police in their area do a good or excellent job has increased year-on-year over the past decade. The latest data from the 2012/13 Crime Survey for England and Wales indicate the trend is levelling off, with a small decrease in the proportion of adults giving positive ratings of the local police, when compared with the 2011/12 survey (down one percentage point to 61 percent);
- since 2009/10, 10- to 15-year-olds have been asked for their opinions of the local police. The proportion that had positive opinions has increased over time, from 48 percent in the 2009/10 survey to 55 percent in the 2012/13 survey. Young girls (aged 10-12) are the group most likely to have a positive opinion (72 percent), while older boys (aged 13-15) are the least likely (40 percent); and
- there is no clear relationship between the frequency with which police officers or PCSOs are seen by the public and the opinion that 10- to 15-year-olds have of the police. This differs from the findings relating to adult perceptions of the police, where those who recalled having seen the police more frequently were more likely to give them positive ratings.

4.20 Looking more closely at the proportion of adults who reported that the police in their local area do a good or excellent job<sup>9</sup>, the figures vary from around 70 percent to around 50 percent. Even with a national figure of 61 percent, it is clear that the public's view of whether forces are doing a good job varies considerably across England and Wales.

4.21 An alternative source of data comes from the Victim Satisfaction Survey, which sets out the proportion of victims of residential burglary, vehicle crime, violence and, separately, racist incidents who were satisfied with the overall service provided by the police.

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<sup>8</sup>*Crime Statistics: Focus on victimisation and public perceptions, 2012/13*, Office for National Statistics, London, 2014. Available from [www.ons.gov.uk](http://www.ons.gov.uk)

<sup>9</sup>For force data on the proportion of adults who reported that the police in their local area do a good or excellent job, see the supplementary tables to *Crime Statistics: Focus on victimisation and public perceptions, 2012/13*, Office for National Statistics, London, 2014. Available from [www.ons.gov.uk](http://www.ons.gov.uk)

4.22 Although it only seeks views from a small group of victims, the survey is a useful measure of victim satisfaction with the police. For victims of residential burglary, vehicle crime and violence<sup>10</sup>, satisfaction for England and Wales was 85 percent, and ranged from around 80 percent to 90 percent. While the national picture looks encouraging, there is still a considerable variation (albeit smaller than for the CSEW) in the levels of satisfaction with police forces.

4.23 The inspections and data above give a mixed picture of the views of the public and victims about the police, and the way that the police are acting to encourage positive perceptions. They suggest a link between confidence in the police and the way the police communicate with, and provide services to, victims. They also suggest considerable variation in the services provided to victims. They suggest that police visibility is important to the public, but previous chapters highlight that neighbourhood teams are being drawn into other areas of policing, leading to less visibility. While public confidence and victim satisfaction scores are high, these scores vary considerably between forces.

4.24 Trust in the police is an important aspect of legitimacy and the overall picture in respect of this appears to be one of variability – in the way services are provided, in how officers are deployed, and in how the public and victims assess forces.

4.25 Next year, HMIC will use its inspections to look at what it is the police do and how their actions and decisions affect public confidence and victim satisfaction.

## To what extent do forces respond to calls for service appropriately?

4.26 As already seen, there is a link between contact with the police and levels of public confidence. HMIC's *Core Business* inspection<sup>11</sup> showed that there are variations in the ways in which forces respond to calls from the public. A small number of forces aimed to attend all reports of crimes and incidents, while the majority based their response decision on the perceived level of threat, harm and risk to the victim, caller or community. Twenty-two of the 37 forces employing this type of policy had established particular local priorities, deciding



<sup>10</sup>The small number of victims of racist incidents surveyed for some forces means that comparisons are not robust.

<sup>11</sup>*Core Business: An inspection into crime prevention, police attendance and the use of police time*, HMIC, London, 2014. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

that certain crimes or incidents should always be attended by the police. Some forces made an exception to their general policy so that, where a member of the public requested police attendance, they would deploy a patrol.

- 4.27 From the evidence gathered in the inspection, it is clear that the variation between policies means that a member of the public will receive a different response from the police in respect of the same type of incident or crime, depending upon where they live.
- 4.28 HMIC believes this issue is one that police and crime commissioners will be aware of, and actively seeking to address. While variation between forces may be entirely appropriate given local circumstances or geography, HMIC considers that whatever policy is in place, the public should be consulted on what type of service they can expect and why - yet only one force has consulted on its attendance policy.
- 4.29 The public need information that will help them assess whether the police are being fair and effective in the way they have decided to respond, and they should have the opportunity to challenge their force's policy if they feel it is suited more to the needs of the police rather than the needs of the community. Based on the evidence gathered during HMIC's inspection, it is clear that this is not happening.
- 4.30 The mandate of police and crime commissioners comes directly from the people they serve, and they have a crucial role in challenging and supporting chief constables, and ensuring that the public know what their police forces are doing to protect people and keep communities safe. If the public do not know what type of response they will receive when they call the police for help, it could adversely affect their confidence in the police.
- 4.31 Police and crime commissioners are therefore best placed to ensure that forces do communicate with the public about what they can expect when they call for help. Police and crime commissioners are also well placed to ensure that policies on police attendance are informed by the needs of the communities served, rather than being suited disproportionately to the needs of the police.

## To what extent are the data and information provided by each force of a high quality?

- 4.32 Under the Code of Practice for Victims of Crime<sup>12</sup>, victims are entitled to a range of services. It is therefore important that crimes are recorded properly. If a crime is not recorded, victims may not receive the appropriate support to which they are entitled. It is also the case that if the police do not fully understand the types of crimes that are taking place, the prevalence of such crimes and where they are occurring, it is unlikely that officers and staff will be deployed correctly, or that systems will be put in place effectively to prevent crime. A force that does not properly record crime and anti-social behavior, and so does not understand the demands placed on it, cannot be either effective or efficient.
- 4.33 HMIC's inspection on crime data<sup>13</sup> found that over 800,000 crimes reported to the police have gone unrecorded each year, representing a national average under-recording of 19 percent. The problem is greatest for victims of violence against the person and sexual offences, where the national average under-recording rates are 33 percent and 26 percent respectively. This failure to record such a significant proportion of reported crime is wholly unacceptable.
- 4.34 Even when crimes are correctly recorded, too many are removed or cancelled as recorded crimes for no good reason. Of the 3,246 reviewed decisions to cancel, or no-crime, a crime record, 664 were incorrect. These included over 200 rapes and more than 250 crimes of violence against the person. What this means is that offenders who should be being pursued by the police may not be brought to justice and their victims may be denied services to which they are entitled.
- 4.35 When a crime is no-crimed, the police should inform the victim of the decision to remove or cancel the crime record. However, in over 800 of the 3,246 reviewed decisions, inspectors could find no evidence that the victim was told of the decision to no-crime their report. This means that victims may be under the impression that their crimes continue to be recorded and investigated when they are not.



<sup>12</sup>Code of Practice for Victims of Crime, Ministry of Justice, London, 2013. Available from [www.gov.uk](http://www.gov.uk)

<sup>13</sup>Crime recording: Making the victim count- The final report of an inspection of crime data integrity in police forces in England and Wales, HMIC, London, 2014. Available from [www.hmic.gov.uk](http://www.hmic.gov.uk)

4.36 As well as variation in the way that crime types are recorded, there is also wide variation between forces in the accuracy of the recording of crime. HMIC inspected forces to determine how many were recording crime properly. Some forces were found to be recording almost all reports of crime, whilst others were only recording about two-thirds.

4.37 There is no good reason why all forces should not be recording all crimes accurately. The guidance and processes for recording crime are long-established – it is the lack of appropriate recording arrangements, failures in leadership and supervision and an unwillingness of some officers to believe victims that leads to the under-recording of crime. If forces do not take crime recording sufficiently seriously, victims are unlikely to have confidence that they will be taken seriously by the police and the criminal justice system.

4.38 HMIC is clear that the presumption that the victim should always be believed should be institutionalised.

4.39 The report concludes that forces should do the following to ensure they are recording crime accurately:

- simplify arrangements – from the initial call from a victim, to the conclusion of an investigation, there are several points where a crime might be recorded incorrectly or no-crimed. Forces that have simple and clear processes in place are less likely to make mistakes in the recording process;
- train the right people – sufficient knowledge of the Home Office crime counting rules is required by staff dealing with victims of crime, including front counter staff, control room operators and police officers; and
- leadership – the leadership of a force should make it clear to all officers and staff why accurate recording is important. They should also take responsibility for ensuring that the necessary systems and training are in place and that crimes are being recorded properly. If forces do not properly understand the demands placed on them, they cannot plan or prioritise resources properly. And if they are not recording crime accurately, victims are being let down, the communities are not being protected properly, and public trust in the police will suffer.

4.40 These are relatively straightforward changes, but ones that could make a large difference.

## To what extent do forces reflect the communities they serve?

4.41 The police have an important role to play in tackling unlawful discrimination and promoting equality – both as individuals working for a large organisation (the police force in question), and as individuals entrusted with considerable powers in order to keep the public safe. Individuals and communities need to know that those entrusted with considerable powers for keeping them safe apply those powers fairly, proportionately and without any undue bias or discrimination.

4.42 In 2010, the Association of Chief Police Officers, the Association of Police Authorities and the Home Office jointly published an equality, diversity and human rights strategy for the police<sup>14</sup>. It set out three overarching themes for improvement:

- operational delivery – services should be easy to access and meet the needs of all communities;
- people and culture – forces should create a working environment that is inclusive and encourages everyone to make progress; and
- organisational processes – forces should build equality into their processes and how they manage performance.

4.43 HMIC agrees with these themes, and with the aims of the strategy to improve diversity within the police, to improve public confidence, and to improve victim satisfaction. As part of next year's PEEL inspection, we will consider the extent to which police forces reflect the communities they serve, and whether force policy and practice is applied fairly.



<sup>14</sup>Equality, Diversity and Human Rights Strategy for the Police Service, ACPO / Association of Police Authorities / Home Office, London, 2010. Available from [www.acpo.police.uk](http://www.acpo.police.uk)

- 4.44 In 2014, HMIC considered how well forces reflect the diversity of the communities they serve. While women make up over half the population of England and Wales<sup>15</sup>, they are under-represented in police forces. Only 39 percent of the police workforce as a whole are women. In respect of police officer numbers (i.e. excluding police staff), only 28 percent of police officers are women.
- 4.45 A similar finding emerges in relation to those officers and staff who are from a black or minority ethnic (BME) background. According to the Office for National Statistics, BME people make up 14 percent of the population of England and Wales<sup>16</sup>. As of 31 March 2014, only 6 percent of the entire police workforce was BME. Again, looking at police officer numbers, only 5 percent were from a BME background.
- 4.46 In *Policing in Austerity: Meeting the Challenge*<sup>17</sup>, HMIC made it clear that there has been a failure to improve the position on both gender and ethnicity over the course of the spending review period. The percentage of female officers and the percentage of officers from black and minority ethnic backgrounds have remained unchanged since 2010/11.
- 4.47 Given that the era of austerity is likely to continue, there will be limited opportunities for forces to reflect the diversity of the communities they serve by recruiting more individuals from under-represented groups. But this should not be an excuse to accept the status quo. Many forces have now resumed the recruitment of staff and officers, and a few forces are starting to take advantage of the new direct entry scheme for inspectors and superintendents<sup>18</sup>. This presents an opportunity for improvement, and HMIC encourages forces to seize it.
- 4.48 Some forces are taking active steps to make improvements in this important area of workforce planning. For example, West Midlands Police, the Metropolitan Police Service and Bedfordshire Police have carried out recruitment campaigns to target under-represented communities. In the West Midlands, people from black and minority ethnic communities sit on selection panels to improve public confidence in the selection process.

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<sup>15</sup>2011 Census: Key Statistics for England and Wales, March 2011, Office for National Statistics, London, 2012, page 5. Available from [www.ons.gov.uk](http://www.ons.gov.uk)

<sup>16</sup>2011 Census: Ethnicity and National Identity in England and Wales 2011, Office for National Statistics, London, 2012, page 3. Available from [www.ons.gov.uk](http://www.ons.gov.uk)

<sup>17</sup>*Policing in Austerity: Meeting the Challenge*, HMIC, London, 2014. Available from [www.justiceinspectors.gov.uk/hmic](http://www.justiceinspectors.gov.uk/hmic)

<sup>18</sup>See *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. More information on direct entry is available from [www.college.police.uk](http://www.college.police.uk)

- 4.49 Some forces have limited the pool for recruitment of police officers to their existing PCSOs and special constables, who are more representative of the diversity of local communities. Forty-five percent of PCSOs are women and nine percent of PCSOs are from black and minority ethnic backgrounds. Thirty-one percent of special constables are female and 11 percent are from black and minority ethnic backgrounds.
- 4.50 HMIC will examine how far forces reflect the communities they serve as part of its PEEL inspections next year.



## To what extent has the force put in place arrangements to ensure its workforce acts with integrity?

- 4.51 Police officers and staff who act with integrity maintain high ethical standards and act lawfully and in accordance with the Code of Ethics<sup>19</sup> and the professional values of their forces. This was one of the issues which HMIC's police integrity and corruption inspection considered. It assessed what steps police forces were taking to ensure police officers and police staff act with integrity and the extent to which forces were preventing, identifying, investigating and stamping out misconduct and corruption.
- 4.52 This is the first time since 2006<sup>20</sup> that HMIC has looked broadly at the capability and capacity of forces to combat misconduct and corruption. In doing so, HMIC gathered data on complaints, conduct matters and the outcomes of investigations, as well as the capability and capacity of professional standards departments and anti-corruption units.
- 4.53 The inspection considered four areas:
- what progress each force had made since the December 2012 follow-up inspection to the *Without Fear or Favour*<sup>21</sup> report of 2011;
  - the extent to which ethical behaviour is communicated and embedded across each force;
  - the extent to which each force proactively looks for,

<sup>19</sup>Code of Ethics: A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales, College of Policing, London, 2014. Available from [www.college.police.uk](http://www.college.police.uk)

<sup>20</sup>Raising the Standard: A thematic inspection of professional standards, HMIC, London, 2006. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

<sup>21</sup>Without Fear or Favour: A review of police relationships, HMIC, London, 2011. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

challenges and investigates misconduct and unprofessional behaviour; and

- how well each force identifies, prevents and investigates corruption.

## Progress made by police forces in respect of the recommendations made by HMIC in 2012

4.54 In 2011, following the phone-hacking scandal<sup>22</sup>, the Home Secretary commissioned HMIC to consider instances of undue influence, inappropriate contractual arrangements and other abuses of power in police relationships with the media and other parties, and to make recommendations about what needs to be done<sup>23</sup>. The report made clear that HMIC did not find any evidence of widespread corruption. However, the report also concluded that leaders within the police were not prioritising integrity or corruption issues, and were not sufficiently aware of the risks to the reputations of their forces.

4.55 In December 2012, HMIC published a report on progress following *Without Fear or Favour*<sup>24</sup>. This concluded that, while there had been some progress, more needed to be done to embed a culture of integrity in forces, and to ensure that appropriate governance systems are in place to check whether policies and processes are being applied correctly. The report also found that the pace of change in forces was too slow and that progress was inconsistent across forces.

4.56 HMIC's 2014 inspection found that most forces had made improvements since 2012. While some forces had made good progress on identifying and tackling integrity and corruption matters, others appeared to have made little progress.

## The extent to which ethical behaviour is communicated and embedded across the force

4.57 One of the positive findings from the inspection was that in most forces chief officers had been providing visible leadership on ethical behaviour and had been communicating with officers and staff to ensure they understood what was expected of them. HMIC gathered positive examples of this communication

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<sup>22</sup>The Prime Minister's statement on 20 July 2011 to Parliament following allegations of journalists engaging in phone hacking, police bribery, and exercising improper influence in the pursuit of stories, is available at: <https://www.gov.uk/government/speeches/pm-statement-on-phone-hacking>

<sup>23</sup>*Without Fear or Favour: A review of police relationships*, HMIC, London, 2011. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

<sup>24</sup>*Revisiting Police Relationships: Progress report*, HMIC, London, 2012. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

taking place in roadshows, internal communications and events where chief officers spoke to and met officers and staff from across their forces – all of which demonstrated that they were taking this issue seriously. What HMIC did not find, however, was that these messages were filtering down to all officers and staff. While this varied from force to force, HMIC’s conclusion was that all chief officers had more to do in creating an ethical culture in their forces.



- 4.58 Given the importance placed on integrity and ethical behaviour by chief constables, it was also disappointing that very few forces undertook any activity to consider the views of the public about their trust and confidence in their forces. Asking the public if the actions of the force were having a positive effect would be a useful way for forces to understand how they can improve public confidence and trust.
- 4.59 Training on integrity and corruption issues had been provided via an online training package in all forces. While many officers and staff commented that they simply “clicked through” the training course, others told HMIC that they found the course informative and useful.
- 4.60 To complement the existing training, HMIC expects that the recently published Code of Ethics,<sup>25</sup> will be used by chief officers, and other police leaders, to make clear the boundaries of acceptable behaviour for all those working in policing. HMIC found that in the majority of forces there were plans in place to ensure instinctive compliance with the new code, which is welcome. As part of the all-force inspection next year, HMIC intends to review the extent to which this is happening.
- 4.61 HMIC concludes that, while discussions about encouraging ethical behaviour in day-to-day activity are taking place more regularly, there is much more work needed before such behaviour becomes the norm. This is another area HMIC will return to next year.

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<sup>25</sup>*Code of Ethics: A Code of Practice for the Principles and Standards of Professional Behaviour for the Policing Profession of England and Wales*, College of Policing, London, 2014. Available from [www.college.police.uk](http://www.college.police.uk)

## The extent to which each force proactively looks for, challenges and investigates misconduct and unprofessional behaviour

- 4.62 HMIC's inspection found that the majority of forces had good systems in place to record notifiable associations – i.e. situations where officers and staff have an association with an individual which could compromise their integrity. Almost all forces had good systems in place to record applications by members of the force to acquire or maintain external business interests. Having clear records of business interests and notifiable associations can help to protect both the officer or member of staff in question, and the police force as a whole, from allegations of impropriety or corruption. As such, HMIC is pleased that most forces had good systems in place.
- 4.63 However, there was less evidence to indicate that, where business interest applications had been rejected, there was any subsequent review by the force to ensure compliance with these decisions. Very few forces followed up on rejected applications. This increases the risk of corruption or misconduct.
- 4.64 HMIC found too few forces were undertaking sufficient analysis to identify trends, risks or threats on integrity, misconduct or corruption issues. Forces should be concerned about this. Developing a greater analytical capability within a force may lead to a short-term increase in workload for professional standards departments and anti-corruption units as risks and threats start to be identified. However, if forces invest in the necessary resources to deal with this increase, they should expect to see a longer-term gain by reducing the work caused by misconduct and corruption. It will also, of course, be less likely that the public will lose confidence in the force.
- 4.65 HMIC also found considerable variation in whether information on misconduct or unprofessional behaviour was used in promotion decisions, or in decisions to transfer officers or staff to specialist roles. The principal risk to forces with no systems in place to ensure this information is considered at these times, is that those who may have acted inappropriately are placed in roles where their behaviour can have a much greater adverse effect on their colleagues, on the force as a whole and, potentially, on victims of crime and the public. This is an area HMIC will return to next year.

4.66 HMIC recognises that making changes to how professional standards departments or anti-corruption units are resourced will be a challenge for many forces. In over half of forces, HMIC concluded that the professional standards department did not have sufficient resources to be as proactive and effective as possible. This must be seen in the wider context of austerity. The fact that many forces have maintained the level of resources available to professional standards departments and anti-corruption units is encouraging when cuts have been made elsewhere. However, many forces have recognised the need to do more and are putting new systems or arrangements in place, or increasing the resources available. Nevertheless, a risk exists, and is more likely to materialise if forces do not ensure they understand fully the risks and threats to the force, and put sufficient measures in place to tackle them.



## How well each force identifies, prevents and investigates allegations of misconduct

4.67 The inspection asked whether officers and staff believed that all those working in the force – regardless of rank or role – are treated fairly in how allegations of misconduct are assessed, recorded, investigated and dealt with. In just under half of forces, some of those questioned considered that allegations were not dealt with fairly. HMIC has no evidence to refute or support these claims, but the fact that the perception of bias appears to be so strong is itself a cause for concern. HMIC intends to do further analysis on how complaints or allegations are investigated and dealt with as part of its new inspection programme next year to assess whether the perception of bias or undue discrimination is valid.

4.68 In the meantime, HMIC expects that forces will take seriously any suggestion of bias or undue discrimination in how allegations of misconduct or corruption are dealt with, and will put measures in place to satisfy themselves, and their officers and staff, that their systems and processes are fair.

4.69 In most forces, HMIC was satisfied that misconduct hearings were open and made use of an appropriately qualified and independent chair. HMIC was also satisfied that most forces were using fast-track dismissal<sup>26</sup>. In appropriate cases, this

<sup>26</sup>Fast-track procedures designed to deal with cases where the evidence is incontrovertible in the form of statements, documents or other material (e.g. CCTV) and is therefore sufficient without further evidence to prove gross misconduct and it is in the public interest. Where such a case is found, or admitted, the police officer will cease to be a member of the police service immediately. For details, see *Home Office Guidance on Police Unsatisfactory Performance and Misconduct Procedures*, Home Office, London, 2008, Annex A. Available from [www.gov.uk](http://www.gov.uk)

is to be encouraged, as it ensures cases are not prolonged unnecessarily, which might adversely affect the public purse and public confidence. In most forces, there were clear policies and consistent decision-making on suspension, resignation or retirement during investigations.

4.70 The inspection raised two material questions that require further consideration. If forces were not identifying future risks and threats, could they be satisfied that they had a clear understanding of misconduct and corruption? And if officers and staff perceived bias in how complaints or allegations were dealt with, what implication did this have for the leadership and leadership practices in the force? HMIC will return to these questions next year. In the meantime, forces should review their systems, particularly in respect of the latter question.

## **How well does the force identify, prevent and investigate corruption?**

4.71 HMIC's concerns about whether professional standards departments have sufficient resources to seek out and tackle misconduct apply equally to anti-corruption units. Broadly speaking, officers and staff were able to deal with the information that was brought to their attention, but did not have sufficient capacity to look for threats and risks on a regular and frequent basis, or put systems in place to prevent the materialisation of such risks. There were notable exceptions: Merseyside, Derbyshire and the Metropolitan Police Service demonstrated that they had made considerable efforts, not only to ensure their anti-corruption units had sufficient resources, but to put in place measures to prevent corruption from occurring in the first place.

4.72 While concerned about the proactive capacity of most anti-corruption units, HMIC was pleased that almost all forces had systems in place to minimise the risk of corruption in operations against organised crime groups. These forces typically ensured a representative from the professional standards department or anti-corruption unit was present when operations to tackle organised crime groups were being planned, so that they could highlight any concerns about teams or individual officers.

4.73 The findings above are clearly linked – forces that invest in analysing the risks and threats of officer and staff misconduct and corruption will understand the issues and, in the short term at least, will see an increase in workload as they acquire

more intelligence and act on it. But they will also be better placed to plan for the future, and to put measures in place to reduce the risks associated with future threats. On the other hand, forces that do not have systems in place to ensure they understand the threats and risks they face are more likely to be unprepared when problems arise. They may also be more likely to convince themselves that there are no problems within their forces, because they are not looking for them and do not know where the threats might be. Such an approach is a cause for concern and is likely adversely to affect forces' legitimacy.

4.74 A fuller assessment on police integrity and corruption will be published early in 2015.



## Police use of powers

4.75 The way in which the police use their powers goes to the heart of whether they act with legitimacy. If they misuse or apply their powers unfairly, unlawfully or disproportionately, public trust will be damaged.

4.76 In recent years, there have been concerns in relation to how the police exercise their powers of stop and search. In 2013, HMIC published a report<sup>27</sup> which found that a quarter of people surveyed<sup>28</sup> believed that the police use these powers in a way that unduly discriminates against certain groups. Among the black and minority ethnic people who were surveyed, over half believed this to be true. The report also noted that in 27 percent of cases, the stop and search records that had been reviewed did not have the necessary reasonable grounds for suspicion. In these cases, the police's actions may have been unlawful.

4.77 On 26 August 2014, the Home Secretary launched a 'Best Use of Stop and Search' scheme<sup>29</sup>. Forces supported this voluntary scheme by introducing higher levels of authorisation before considering use of the power in section 60 of the Criminal Justice and Public Order Act 1994 (the power to stop and search people in anticipation of serious violence without good reason, believing that they might be carrying weapons). Forces also agreed to put in place measures better to record the outcomes of searches in order to increase the effectiveness of stop and search, and improve the public's perception of it.

<sup>27</sup>*Stop and Search Powers: Are the police using them effectively and fairly?*, HMIC, London, 2013. Available from [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

<sup>28</sup>A total of 19,078 members of the general public were surveyed, in addition to 391 people who had been stopped and searched.

<sup>29</sup>*Best Use of Stop and Search Scheme*, Home Office, London, 2014. Available from [www.gov.uk](http://www.gov.uk)

- 4.78 The Home Secretary also commissioned HMIC to inspect the use of police powers to stop and search that were not subject to the inspection in 2013. These include road traffic laws under which the police can stop, search and detain road users and their vehicles without suspicion of wrongdoing. HMIC will also consider how more intrusive searches for drugs and other prohibited articles are carried out.
- 4.79 As part of this work, the Home Secretary has asked HMIC to examine how forces in England and Wales compare with other countries in respect of the powers available and the ways in which they are used. This inspection will take place in early 2015.
- 4.80 HMIC will continue to monitor how forces use stop and search powers to consider whether they are treating all communities fairly, and that they are using these powers in a way that enhances police effectiveness.
- 4.81 HMIC will also examine how the police use other powers available to them, such as in respect of the use of tasers and firearms. Home Office data<sup>30</sup> show that between 2009 and 2013, police use of tasers increased from 3,128 to 10,380 incidents, as more forces began using them. In respect of firearms, Home Office figures<sup>31</sup> show that between 1 April 2012 and 31 March 2013, the number of police operations in which firearms were authorised was 10,996 – a decrease of 1,554 (14.1 percent) on the previous year. These powers are two of the strongest powers the police have to protect the public and maintain order. It is therefore important that forces take all necessary steps to ensure they are used lawfully and proportionately.

## Conclusion

- 4.82 HMIC has no reason to doubt that, in the vast majority of cases, the police are friendly, approachable, courteous, restrained and professional. The overall levels of public confidence and victim satisfaction do not appear to be a cause for concern. However, this masks a wide variation between forces in how the public and victims perceive the police.
- 4.83 Each force operates a different system for responding to calls from the public, and consequently the services that victims receive can be different. Crimes are not recorded consistently across forces, and this can adversely affect the support that victims receive, the way that forces deploy officers and staff, and the measures in place to prevent crime being committed. Neighbourhood teams are drawn into other areas of policing, which can adversely affect community confidence.

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<sup>30</sup>*Police Use of Taser Statistics, England and Wales: January to June 2014*, Home Office, London, 2014. Available from [www.gov.uk](http://www.gov.uk)

<sup>31</sup>*Statistics on Police Use of Firearms in England and Wales 2012-13*, Home Office, London, 2014. Available from [www.gov.uk](http://www.gov.uk)

4.84 While local circumstances vary from force to force, the support provided to victims of crime and the general public should not vary so considerably, especially in the absence of consultation with, or explanations to, the public. This is something for police forces and police and crime commissioners to consider carefully.

4.85 There has been wide variation in the ways in which forces police themselves in tackling misconduct and corruption. In most forces, chief officers are demonstrating a commitment to ethical behaviour and have started to integrate the new Code of Ethics into force policies, but only a few forces had consulted the public about whether the actions of officers and staff met with public satisfaction.

4.86 There is too much variation between forces on some fundamental issues. These include the services that victims are entitled to receive under the Code of Practice for Victims, the support that victims of domestic abuse receive when they call the police for help, and the systems in place to tackle misconduct and corruption.

4.87 While deployment of neighbourhood teams and policies for responding to calls are local matters, there is no reason why all forces cannot explain their decisions to the public, and seek the public's views on whether their approaches are accepted. This is likely to be something that forces discuss with their police and crime commissioners. Similarly, there should be no reason why forces do not record crimes accurately.

4.88 As part of its 2015/16 inspection programme, HMIC expects to use its findings and conclusions from this year as a starting point for assessing police legitimacy. In particular, HMIC is likely to consider the extent to which forces:

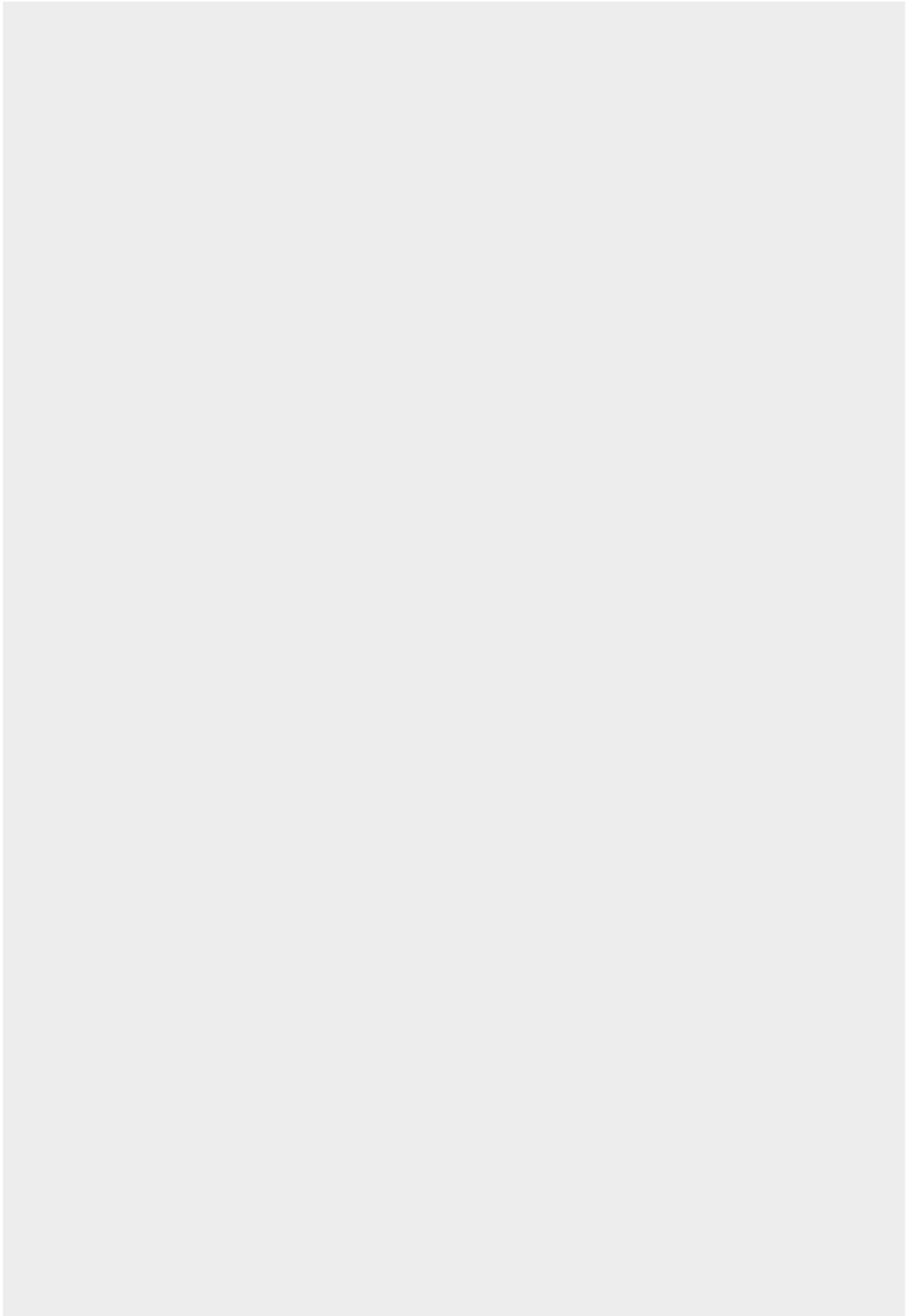
- act in accordance with the law;
- act and make decisions fairly and proportionately at all times;
- treat people with respect;
- build and maintain the trust and confidence of the various communities they serve;



- support victims of crime and anti-social behaviour, notably in respect of the requirements of the Code of Practice for Victims;
- as far as possible, reflect the communities they serve;
- act with integrity and embed the new Code of Ethics into day-to-day behaviour;
- have thorough systems in place to identify when there is unprofessional behaviour, misconduct or corruption, and have fair and effective processes for investigating and resolving any allegations or incidents of such behaviour; and
- at all times, demonstrate that they are working for and on behalf of the public.

4.89 The police cannot function efficiently and effectively without the support of the public. Evidence indicates that the means of enhancing the police's reputation with the public is in the gift of the police, through the ways in which officers and staff deal with people every day.

4.90 The next few years will continue to present significant challenges for the police, in particular to cut crime with fewer resources. It is therefore crucial that the way in which the police conduct themselves when serving the public is legitimate, and understood and accepted by the public as legitimate. As we know, this is not just the right thing to do; it is also the efficient and effective thing to do.





# HMIC reports

# Review of South Yorkshire Police's Response to Child Sexual Exploitation

There were two inspections between September 2013 and May 2014 as a result of the former South Yorkshire police and crime commissioner (PCC), Shaun Wright, commissioning HMIC to assess the effectiveness of South Yorkshire Police's approach to protecting children from sexual exploitation, and to develop recommendations for improvements.

The initial inspection took place in late September and early October 2013 which resulted in 15 recommendations. HMIC revisited the force in May 2014 to assess the progress and improvements made by the force against the recommendations.

At the initial review inspectors found that the PCC and the chief constable had both made it clear that preventing and responding to child sexual exploitation was a top priority for the force. As a result, between January and March 2013 the force trained all of its 1,700 frontline staff in relation to identifying and dealing with child sexual exploitation. In addition HMIC found that the officers and staff working in child protection at the time were clearly deeply committed to their work. They were conscientious, enthusiastic, and focused on achieving good outcomes for the children with whom they work.

Overall, however, HMIC reported that the evident efforts to improve the force's response to child sexual exploitation had had mixed success. HMIC considered that the force-level focus and commitment to this was not truly and consistently replicated in all districts. While there were pockets of good and effective practice (most notably in Sheffield), the approach taken to tackling this kind of offending varied significantly across the force's four districts. This situation could not be allowed to continue. It was unarguably of paramount importance that all children in South Yorkshire

received the same high levels of protection, irrespective of the policing districts in which they live.

HMIC therefore made a number of recommendations and revisited South Yorkshire Police in May 2014 to assess the progress and improvements made by the force against these recommendations.

HMIC found that South Yorkshire Police had reacted well to the recommendations of the original inspection which had to occur at a rapid pace to ensure that the response in tackling child sexual exploitation was appropriate and safeguarded young people. HMIC recognised that this was a journey with a defined destination, and the force acknowledged there was still some way to go.

South Yorkshire Police now needed to construct a robust and accountable implementation plan as it moved forward to not just continue to concentrate on 'what' was required but, as important, 'how' it would be done, and 'how' the force would know it was being done through appropriate quality assurance. This would further strengthen and build on a corporate pan-South Yorkshire approach.

HMIC will continue to monitor progress through its inspection programme.



Inspectorate: HMIC

**Lead HMI:**  
Roger Baker

**Published:**  
11 November 2013  
and 25 July 2014

# Working together: A review of the arrangements for collaboration between the five East Midlands police forces

In July 2013, the police and crime commissioners (PCCs) for Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire commissioned HMIC to conduct a review of the arrangements for collaboration between the five forces in the region. The purpose of the commission was to provide the PCCs with high-level assurance on the overall approach to collaboration between, and by, forces within the East Midlands policing region. This was achieved;

- by assessing current arrangements;
- by assessing what is being developed; and
- by considering future possibilities.

The five forces have been collaborating since 2002, when the East Midlands Special Operations Unit (EMSOU) was established. Originally involving only three forces, and with a fairly narrow focus, it has since expanded to include all five forces in the region, as well as five major areas of policing.

HMIC found that the collaboration arrangements between police forces in the East Midlands had a number of strengths, in particular, they had generated savings, and had been effective in helping the forces tackle serious and organised crime. Also they had resulted in a better policing service for the people of the East Midlands (because forces had increased resilience in some important areas of policing, such as tackling serious and organised crime). They had also produced an average saving of 20 percent (when the costs of functions before and after collaboration are compared).

The region was developing its plans for future collaboration activity but HMIC identified that these currently leave out some important details. To ensure the highly successful East Midlands collaboration arrangements continue to develop and expand, the five PCCs and forces should agree a shared vision for how they will work together in the future. They should also ensure that these plans will not be hindered by some of the underlying differences in the way the forces operate and are organised. The report made a number of recommendations to this effect.

HMIC considered that the five forces in the East Midlands should be commended for the vision and strong leadership they had displayed in establishing this collaboration programme, which was ahead of its time and an example to others. The region was the first to increase capabilities in critical operational areas through joint working, and HMIC's review of the arrangements found that collaboration had led to safer communities and a better policing service.

PCCs and forces are encouraged to consider how the good work to date can be further enhanced and developed. It is imperative this arrangement is preserved, and as a result of the review HMIC made a number of recommendations to ensure that it kept delivering benefits to the public in the East Midlands.



**Lead HMI:**  
Zoe Billingham

**Published:**  
12 November 2013

Inspectorate: HMIC

# Reports on unannounced inspections of police custody suites

There have been a number of reports published this year as part of a rolling programme of unannounced inspections of police custody, carried out jointly by HMIC and HM Inspectorate of Prisons. These form an important part of the joint work programme of the criminal justice inspectorates. These inspections are designed to meet the United Kingdom's international obligation to ensure regular and independent inspection of all places of detention. The inspections look at the treatment and conditions under which people are detained in police custody.

Each inspection also reports on the extent to which recommendations, from previous inspections of police custody, have been achieved.

Each inspection results in a report which provides a number of recommendations to assist the force, and the police and crime commissioner to improve custody provision further. The inspectors expect their findings to be considered in the wider context of priorities and resourcing. Forces are required to provide an action plan within three months of the publication of these reports.

## Barking and Dagenham

Overall, custody provision in Barking and Dagenham was one of the best the inspectors have seen in the Metropolitan Police Service. There was good strategic oversight, but staffing levels needed attention to ensure that the needs of detainees were met and that they did not stay in custody for longer than necessary. Mental health services needed developing.

## Havering

Overall, custody provision in Havering was good, with evidence of consideration and care being given to detainees. However, some detainees stayed in custody for too long and the new staffing model had resulted in a loss of 'team spirit'. The lack of nurses and the reliance on an overstretched forensic medical examiners service caused concern. Mental health services needed developing.

## Devon and Cornwall

Devon and Cornwall Police covers a wide geographical area, but it had a clear plan for its custody estate. The inspectors commended the force for its efforts in ensuring that detainees were treated respectfully. However, they were concerned about the care of those detained in police custody for their own safety under section 136 of the Mental Health Act, which had become the accepted approach in Devon and Cornwall in the majority of cases.

## Camden

Overall, custody provision in Camden was good. Strategic oversight was reasonable and detainees were treated respectfully. Inspectors found that staff were generally aware of the potential risks that detainees could pose while in custody. Custody staff and detainees interacted well; staff made good use of cells and CCTV to monitor those with self-harm issues. A good mental health liaison and diversion scheme was in place and inspectors witnessed some good partnership working to improve detainee care. However, inspectors were concerned to find that, as with other police forces, there was a lack of appropriate monitoring of the use of force to identify trends and learn lessons.

## Barnet

Overall, custody provision in Barnet was reasonable but better oversight and a more strategic focus was needed. Inspectors were pleased to find some good interactions between staff and detainees and good day-to-day management of a busy custody suite. Nurses, based in the custody facility, provided a prompt healthcare service to detainees and inspectors recognised some good work to improve the care of detainees with mental health needs. However, there was a lack of senior management oversight of the custody facility, with little interaction between partners at the strategic level. Inspectors were also concerned to find that, as with other police forces, use of force was not appropriately monitored.

## Thames Valley

Overall, the care of detainees in the area covered by Thames Valley Police was good; the professional attitude of custody staff and the positive culture towards detainee care was some of the best the inspectors have seen. However, health services provision required improvement. Thames Valley Police had not opted to be at the forefront of NHS commissioning of health services, and outcomes for detainees were potentially suffering as a result.

## Newham

Inspectors found some of the worst conditions they have seen anywhere in the Metropolitan Police Service (MPS). It was clear that local staff were not working effectively with the MPS territorial policing criminal justice directorate (which seeks to ensure consistency in custody provision across London boroughs). There was a lack of strategic oversight and detainees were provided with poor care. Given the poor outcomes for detainees, inspectors have urged both the borough and the MPS territorial policing criminal justice directorate to take urgent action to improve custody facilities at Newham.

## Southwark

Police custody provision in Southwark had improved since the last inspection, but there remained gaps in provision and a number of issues still to be addressed. Inspectors were pleased to find some excellent interactions between police custody sergeants and detainees, very little strip searching, and discretionary use of handcuffs. However, use of force was not appropriately monitored. In terms of healthcare, inspectors found that the suite benefited from having a nurse on site 24 hours a day, but access to mental health services still needed improvement. There was no liaison and diversion scheme in place, and detainees could wait for considerable lengths of time to see a mental health worker out of hours. Of the 38 recommendations made in 2008, 15 had been achieved; eight partially achieved and 15 had not been achieved at all.

## Islington

Police custody provision was generally positive and detainees were treated with respect, but staff shortages were affecting the care offered to detainees. Inspectors found that, while detainees had access to a nurse on site 24 hours a day and a good mental health liaison and diversion scheme was in place, detainee care could be affected when staff were too busy to meet their needs. Inspectors were also concerned to find that the layout of the suite and the poor quality of CCTV monitors made it difficult for custody staff to maintain overall control.

## Northumbria

Police custody provision in Northumbria was a mixed picture with examples of good individual care, but improvements were needed to ensure this happened on a consistent basis. Custody staff and detainees interacted well and inspectors were pleased to find some examples of exceptional attention being given to detainees on an individual basis. In general, the police, in conjunction with other agencies, made good efforts to keep children and detainees

with mental health issues out of police cells; inspectors found examples of good multi-agency working to support detainees with a history of substance misuse. However, inspectors were concerned to find a lack of adequate record keeping and information sharing, and a mechanistic approach to pre-release risk assessments. Additionally, inspectors found that, although a new healthcare service was in the process of being developed, clinical governance had not improved since the last inspection.

## British Transport

Practice varied across British Transport Police custody suites but overall, detainees were properly cared for and treated respectfully in clean and well-maintained facilities. Inspectors found a clear strategic focus on the safe and decent delivery of custody. Although it was difficult to identify strategic partners due to the transient nature of the population, good partnerships with the Metropolitan Police Service had been developed. Inspectors were pleased to find that staff received custody-specific training and there was effective audit and inspection. Health care provision was adequate and inspectors found clean medical rooms which were suitably equipped and clinically satisfactory. However, inspectors were concerned to find variable practice in completing pre-release risk assessments and it was not clear how vulnerable detainees reached home. The list of interpreters used was out of date and appropriate safeguarding checks and clearance to provide these services to vulnerable detainees could not be relied upon

## Bedfordshire

Despite some good individual care for detainees, the lack of improvement in police custody suites in Bedfordshire was disappointing. While inspectors recognised that new initiatives are making progress, it was disappointing that it had taken over three years and a new senior leadership team to acknowledge the lack of strategic oversight. It was noted that, of the 26 recommendations made in the previous report in 2010, seven had been achieved, four had been partially achieved and 15 had not been achieved at all.

Links to the custody inspection reports can be found in the web-based Annual Assessment of Policing in England and Wales 2013/14 on the HMIC website [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)



**Lead HMI:**  
Dru Sharpling

**Published:**  
14 January 2014 and  
7 October 2014

Inspectorates: HMIC;  
HM Inspectorate of Prisons

# National Child Protection Inspections

Protecting children is one of the most important tasks the police undertake. Only the police can investigate suspected crimes, arrest perpetrators and monitor sex offenders. Police officers have the power to take a child who is in danger into a place of safety, or to seek an order to restrict an offender's contact with children. The police service also has a significant role working with other agencies to ensure a child's protection and well-being, in the longer term.

Her Majesty's Inspectorate of Constabulary (HMIC) is inspecting the child protection work of every police force in England and Wales. The reports are intended to provide information for the police, the police and crime commissioner (PCC), and the public on how well children are protected and their needs are met; to secure improvements for the future.

The focus of the inspection is on the outcomes for, and experiences of, children who come into contact with the police when there are concerns about their safety or well-being.

This inspection builds on earlier pilot multi-agency child protection inspections conducted by HMIC in collaboration with other inspectorates. Northamptonshire Police was subject to a multi-agency pilot child protection inspection early in 2013. HMIC conducted follow up inspections and the latest report, published in January 2014, is summarised below.

## Northamptonshire Police revisit findings

Although Northamptonshire Police still had work to do, the force had made a significant investment in child protection, including strengthening specialist teams. As a result, HMIC found that there had been material improvements in the force's child protection arrangements and that Northamptonshire children were made safer through the efforts of Northamptonshire Police than when the force was last inspected.

## Norfolk

Norfolk Constabulary had strong leadership and a clear commitment to child protection, with a clear set of priorities and plans that supported it. Inspectors saw much good practice and inter-agency working. There were, however, some areas in which the constabulary could improve, for example, by ensuring that frontline officers had access to relevant information on child protection. Inspectors made a series of recommendations and Norfolk Constabulary was asked to update HMIC on progress against those recommendations, and to provide an action plan within six weeks.

## South Yorkshire

South Yorkshire Police was clearly prioritising child protection and had made some good progress, particularly in cases where concerns about children had been clearly identified at the outset. However, HMIC was concerned that force practice was inconsistent so that not all children received the standard of treatment they deserved. More must be done to improve

the care of children in custody. HMIC was also concerned about the lack of understanding of the risk posed by offenders who target vulnerable children and shortcomings in the protection of children in care.

South Yorkshire Police was encouraged to address these concerns as a matter of urgency and asked to provide HMIC with a plan setting out how it intended to act on HMIC recommendations within six weeks.

## West Midlands

HMIC found strong commitment to child protection from the leadership team and staff responsible for managing child abuse investigation in West Midlands Police. However, inspectors identified areas of concern that meant children were not receiving the service they deserve. In particular the force needed to improve its approach to more complex child protection cases and develop a better understanding of the extent of child sexual exploitation in the West Midlands.

The force was encouraged to address these concerns immediately, and provide an action plan to HMIC to demonstrate how it would act upon the recommendations within six weeks.

Links to the force inspection reports can be found in web-based Annual Assessment of Policing in England and Wales 2013/14 on the HMIC website [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)



Inspectorate: HMIC

**Lead HMI:**  
Dru Sharpling

**Published:**  
28 January 2014 and  
28 October 2014

# The treatment of offenders with learning disabilities within the criminal justice system

The report, *A joint inspection of the treatment of offenders with learning disabilities within the criminal justice system: phase 1 from arrest to sentence*, reflects the findings of HM Inspectorate of Probation, HM Inspectorate of Constabulary, HM Crown Prosecution Service Inspectorate and the Care Quality Commission. The inspection covered activity at police stations, the prosecution and court process, pre-sentence report preparation, and the assessment and planning undertaken at the start of the community order.

No clear definition or agreement exists across criminal justice and health organisations about what constitutes learning difficulties or disabilities. Although it is believed to be a sizeable minority, possibly as high as 30 percent, there is no way of knowing the number of people with such conditions within the criminal justice system. Adequate provision is, consequently, not always made by the agencies involved to cater for their specific needs.

The independent inspectors found that the needs of many people with learning disabilities were going unnoticed when they were arrested, went to court and were sentenced. These needs should be recognised and addressed.

In his review of people with mental health problems or learning disabilities in the criminal justice system, published in 2009, Lord Bradley suggested that “the police stage in the offender pathway provides the greatest opportunity to effect change”. The government announcement confirming the decision to extend the provision of mental health and learning disability nurses to police stations and courts in ten pilot areas is a positive development.

The chief inspectors made recommendations for improvement for police forces; the CPS, the Department of Health and NHS England (Health and Justice), probation trusts, and Her Majesty’s Courts and Tribunals Service. These recommendations included the criminal justice agencies jointly adopting a definition of learning disability, ensuring information is shared and making effective screening tools available in custody suites.

Although inspectors found some excellent examples of professionals going the extra mile to ensure that individual offenders with learning disabilities received the appropriate support they required, such instances were exceptional and these deficits were mirrored across the criminal justice system.

A balance needs to be struck between supporting those with learning disabilities and holding them to account, where appropriate, for their offences. If offender engagement is to have any real meaning it has to start with an understanding of the offender’s learning ability and style based on an effective screening of all offenders.

For those with a learning disability this is even more important as failure to identify and address their needs denies them their right to access services both inside and outside the criminal justice system.



**Lead HMI:**  
Dru Sharpling

**Published:**  
30 January 2014

Inspectorates: HMIC, HM Inspectorate of Probation, HM Crown Prosecution Service Inspectorate, Care Quality Commission

# Inspections of crime data integrity in police forces in England and Wales

In its 2013/14 inspection programme, HMIC committed to carry out an inspection of how the 43 police forces in England and Wales record crime data. This inspection, carried out between February and August 2014, was the most extensive of its kind that HMIC has ever undertaken into crime data integrity.

HMIC's inspection of crime data integrity assessed the extent to which police-recorded crime information can be trusted. In May 2014, HMIC published an interim report, *Crime recording: A matter of fact*, based on inspections carried out in 13 police forces, which set out the emerging conclusions of the inspection up to that point. This inspection evaluated how the Home Office Counting Rules (HOCR) and National Crime Recording Standard (NCRS) were applied in police forces.

Since the interim report, HMIC has inspected the remaining forces in England and Wales to provide a full picture of crime data integrity. The force reports include recommendations for each force on how to improve the accuracy of, and public confidence in, how they record crime. The final national report, *Crime-recording: Making the victim count*, was published in November 2014.

HMIC concluded that the accuracy and integrity of police-recorded crime data were vital to public trust in the police. The HOCR and NCRS are not optional; every police officer should be able to understand and apply them properly, and every police force should adhere to them.

The consequences of under-recording of crime are serious, and can mean that victims and the community are failed because crimes are not investigated, levels of crime are under-stated,

and police chiefs lack the information they need to make sound decisions on the deployment of their resources. HMIC identified common strengths in crime-recording practices but had serious concerns, particularly about the significant under-recording of crime, and serious sexual offences not being recorded.

This was the most extensive inspection and analysis of crime-recording ever carried out, which examined over 8,000 reports of crime to the police. We found that the national average of under-recording of crime is 19 percent, which amounts to over 800,000 crimes each year. In the audit period (November 2012 – October 2013), police were found to be less likely to record violent and sexual offences as crimes than other crime types. The inspection found that, on the national average, over a quarter of sexual offences and a third of violent crime reported to the police each year are not being recorded as crime.

These are wholly unacceptable failings. Inspectors found that some forces had exemplary records in this respect, and some others were very bad. The shortcomings needed to be corrected as a matter of the greatest urgency, particularly in cases as serious as rape. The inspection found that, even when crime was recorded correctly, many crimes were removed or cancelled from the system as “no-crimes”. Of the 3,246 reviewed decisions to cancel a crime record, one in five was incorrect. This included over 200 rapes and more than 250 crimes of violence against the person.

The police should have informed victims of these decisions but, in over 800 of the 3,246 decisions, there was no record of the victim having been told. This meant that victims might

have been under the impression that their crimes were being investigated, when they were not. The inspection found that decisions on the classification of crimes, once recorded, were correct in 96 percent of cases.

Relatively little firm evidence was found of undue pressure being put on officers to manipulate figures, despite allegations and assertions to that effect. However, in a survey of over 17,000 police officers and staff, 39 percent of the 8,600 who said they had responsibility for making crime-recording decisions reported that performance and other pressures had distorted those decisions and, when presented with that picture, a number of forces admitted it. The inspection also found that forces were making considerable efforts to change the culture in which such practices had been permitted.

The inspection looked at over 3,700 out-of-court disposals (consisting of cautions, penalty notices for disorder, cannabis warnings and community resolutions). In over a fifth of cases, HMIC found that the offender should not have been given the sanction and should either have been charged and sent to court, or given a different and more severe out-of-court disposal. HMIC was also concerned that not all victims were asked for their views on the punishment, as the rules require.

Despite the clear framework for the recording of crime by the police, the failures the inspection identified were attributable mainly to lapses in leadership and supervision of officers and staff, and poor knowledge of the rules. HMIC recommended that the College of Policing should establish training to be provided by each force to ensure that all officers and staff who are likely to record crimes or have supervision of crime-recording have a sound understanding of the relevant principles, and are tested periodically on their understanding.

HMIC concluded that when recording crime the police should institutionalise immediately the presumption that the victim is to be believed.

If evidence later comes to light which shows that no crime occurred, then the record should be corrected; that is how the system is supposed to work.

HMIC has published reports for all 43 forces in England and Wales. Before its comprehensive review of crime data integrity, HMIC also carried out a follow-up inspection on crime recording in Kent, following an inspection which was commissioned by the police and crime commissioner in Kent and which was published in June 2013.



Inspectorate: HMIC

**Lead HMI:**  
Thomas Winsor

**Published:**  
January 2014 and  
November 2014

# Report on Integrated Offender Management

Integrated Offender Management (IOM) is a significant element of the Home Office and Ministry of Justice strategy to prevent crime and reduce reoffending. It involves criminal justice and other agencies working together to deliver a local response to crime, targeting those offenders most at risk of reoffending or committing offences that might cause serious harm to others. The principles of IOM emphasise that all partners should co-operate in working with offenders and, in turn, that offenders must face their responsibilities or face the consequences of their actions.

The report, *A joint inspection of the Integrated Offender Management Approach*, reflected the findings of HM Inspectorate of Probation and HM Inspectorate of Constabulary. Inspectors looked at six areas of work to assess the impact of IOM.

Inspectors found a mixed picture with differing degrees of commitment to the approach among the relevant agencies. Although there were individual cases where remarkable progress had been made, overall the proportion of the sample that had been breached or reconvicted was over 60 percent. This figure could be seen as disappointing, but it also reflected the entrenched patterns of behaviour and multiple problems of those targeted.

The inspection found the approach of police officers, probation staff and other agencies working together to manage offenders in a co-ordinated way to be promising and to have potential.

The chief inspectors made recommendations for improvement to the Home Office, Ministry of Justice, chief constables, Probation Trusts, the Youth Justice Board, community safety partnerships and IOM partnerships. These included providing a single framework for those

offenders identified as suitable, commissioning a structured evaluation of the cost and benefits in terms of crime reduction and ensuring that the principles are incorporated into the Transforming Rehabilitation programme.

Overall, the inspectors' findings about the outcomes of the IOM approach gave rise to cautious optimism. It was clear that the right offenders were targeted; there were some indications that offenders' lives had improved because their problems, such as substance misuse, had been addressed. Although reoffending rates could be regarded as disappointing, inspectors saw this as symptomatic of the entrenched pattern of offending among the IOM cohort, rather than as a failure of the approach itself.

Critically, inspectors found that the absence of a structured and systematic approach to evaluation was undermining efforts to assess and report on the effectiveness of IOM. However, the absence of clear evidence of effectiveness in terms of both crime reduction and reducing reoffending inhibited understanding of its impact and value.

A link to the full national report is included in the web-based Annual Assessment of Policing in England and Wales 2013/14: [www.justiceinspectorates.gov.uk/hmic/peel-assessments](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments)



**Lead HMI:**  
Dru Sharpling  
**Published:**  
27 March 2014

Inspectorates: HMIC;  
HM Inspectorate of Probation

# Everyone's business: Improving the police response to domestic abuse

In September 2013, HMIC was commissioned by the Home Secretary to inspect the police response to domestic violence and abuse to:

- report on the effectiveness of the police approach to domestic violence and abuse, focusing on the outcomes for victims and whether risks to victims of domestic violence and abuse are adequately managed;
- identify lessons learned from how the police approach domestic violence and abuse; and
- make recommendations in relation to these findings when considered alongside current practice.

Following an inspection of all 43 police forces in England and Wales, HMIC published a national report and 43 force reports. During this inspection HMIC required four forces, Bedfordshire Police, Cambridgeshire Constabulary, Gloucestershire Constabulary and Greater Manchester Police, to develop an action plan immediately due to serious concerns about the service they provided to victims of domestic abuse. As a result of the all-force inspections, HMIC developed a set of recommendations for the police service, Home Office and College of Policing. These recommendations aim to make a long term difference to the way the service prioritises and responds to domestic abuse, and implementing these recommendations requires concerted effort at local and national levels. HMIC found that the overall police response to victims of domestic abuse was not good enough and police forces needed to take decisive action to rectify this. While most forces and police and crime commissioners had said that domestic abuse was a priority for their areas, this was not being translated into an operational reality.

HMIC was concerned to find that, despite the progress made in this area over the last decade, not all police leaders were ensuring that domestic abuse was a priority in their forces – it was often a poor relation to other policing activity. The inspection found committed and dedicated police officers and staff who worked tirelessly to keep people safe and bring offenders to justice – sometimes with limited support from their own organisations. They should be commended for their work. HMIC found alarming and unacceptable weaknesses in some core policing activity, in particular the quality of initial investigation undertaken by responding officers when they were called to a scene. The report also identified that officers might lack the necessary supervision, knowledge and skills to tackle domestic abuse effectively and some had poor attitudes.

In too many forces HMIC found serious weaknesses in services, which were putting victims at unnecessary and avoidable risk. Domestic abuse is not only about violence; it is about fear, control and secrecy. It is essential that the police service makes substantial reforms to their handling of domestic abuse, including understanding the coercive and psychological nature of the crime as well as its physical manifestations. It must create the conditions so that victims have the confidence to call for help, in the knowledge that they will be believed and kept safe. Domestic abuse is a volume crime, and a serious one. Police forces must accept that and act on HMIC's recommendations for urgent and material improvements.

One of those recommendations was that a national oversight and monitoring group be established and convened to oversee and report

on the progress made in implementing all HMIC's recommendations and improving the service to victims of domestic abuse. The Home Secretary is chairing this national oversight group which has met twice and reports publicly on progress.

A link to the national report and links to the 43 force inspection reports are included in the web-based Annual Assessment of Policing in England and Wales 2013/14 on the HMIC website [www.justiceinspectors.gov.uk/hmic](http://www.justiceinspectors.gov.uk/hmic).



**Lead HMI:**  
Zoe Billingham

**Published:**  
27 March 2014

Inspectorates: HMIC

# Review of burglary dwelling investigations – Cheshire Constabulary

In December 2013, the police and crime commissioner for Cheshire Constabulary commissioned HMIC to provide an independent assessment of the effectiveness and resilience of the current arrangements in place within Cheshire Constabulary to respond to and investigate reports and complaints of burglaries of dwellings and to make recommendations for improvement.

The report by HMIC found clear evidence that staff at all ranks were committed to tackling these burglaries. It found that senior officers had put in place examples of good practice to oversee the force's approach to burglary in dwellings. There was also good ownership of this problem at a local level that delivered a quality service to the public in investigating this type of offence.

HMIC's inspection found that police officers were deployed to burglary incidents appropriately, and in the cases that HMIC examined, patrols were being deployed to incidents promptly. The officers who responded were, generally, suitably skilled and equipped to conduct a thorough investigation, with good follow-up and victim care arrangements in place.

The inspection also found that Cheshire Constabulary had initiated, and developed good arrangements for crime scene investigators and analysts to recover evidence from scenes and match them to offenders. Inspectors found that the standards of investigation of burglary dwelling offences across Cheshire Constabulary to be good.

The staff who were interviewed were committed and enthusiastic and were focused on providing a quality service around this type of burglary. The report set out a number of recommendations for the force in order to make further improvements. Although the report made recommendations for further improvement, none of those were considered so significant to warrant any immediate remedial action by the constabulary.

A link to the force inspection report can be found in the web-based Annual Assessment of Policing in England and Wales 2013/14 on HMIC's website [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)



**Lead HMI:**  
Roger Baker

**Published:**  
3 April 2014

Inspectorate: HMIC

# Inspections of the arrangements that police forces have in place to meet the Strategic Policing Requirement

In July 2012, the government published the Strategic Policing Requirement (SPR), a document setting out the Home Secretary's view of the national threats the police service must address, and the appropriate national policing capabilities that are required to counter those threats. The introduction of police and crime commissioners (PCCs) brings the focus of policing to a local level – however, there are certain areas that cross force boundaries and require a national approach. The SPR advises what, in strategic terms, police forces need to achieve on national issues, but not how they should achieve it.

The specific national threats set down in the SPR are: terrorism, civil emergencies, organised crime, public order threats and large-scale cyber incidents. The SPR also outlines the nationally required policing response to counter these threats, and this response is described in the SPR as:

- the combined national capacity and contribution of all police forces to respond to these threats;
- the capabilities that police forces, often working collaboratively, need to maintain in order to achieve these outcomes;
- the requirement for consistency among forces for certain key specialist capabilities; and
- the connectivity arrangements by which resources from several police forces may effectively be co-ordinated or mobilised together.
- The SPR specifically directs HMIC to “provide assurance that the preparation and delivery” of SPR requirements “have been subject to a proportionate and risk-based testing and inspection regime”.

Over the period of this annual assessment HMIC published three national reports based on data and evidence provided by all 43 police forces in England and Wales. HMIC also conducted fieldwork in 18 forces, and the reports provided a broad outline of how police forces have responded to the SPR so far. All 18 force reports are published.

## The Strategic Policing Requirement: An inspection of arrangements that police forces have in place to meet the Strategic Policing Requirement

HMIC provided assurance that chief constables were having regard to the Strategic Policing Requirement. But, HMIC identified that much more needed to be done by forces to secure the levels of preparedness that were necessary for them to collectively respond to all of the national threats, as required by the SPR, and recommended that chief constables needed to immediately establish a collective leadership approach, in order to secure the required levels of national preparedness.

HMIC found that the levels of resources dedicated to the police response to the national threats had not changed appreciably following the publication of the SPR. The capacity and capability of the police to respond to national threats was stronger in some areas than others – with the police response to the cyber threat being the least well-developed. Inspectors found that a lack of a clearly articulated approach to the SPR by the collective leadership of the police service had contributed to unnecessary variations in the capacity and capability of forces to respond.

HMIC made a number of recommendations; one being for chief constables to immediately establish a collective leadership approach that was committed to securing the required level of preparedness to respond to the national threats – in a way that was consistent across England and Wales.

## Strategic Policing Requirement: An inspection of how police forces in England and Wales deal with threats to public order

This report provides an in-depth examination of how well the police service has met the requirements of the Strategic Policing Requirement in relation to threats to public order.

HMIC concluded that chief constables were co-operating with the arrangements for cross-boundary mobilisation. However, the national response would be more effective and efficient if all regions, except for London where there was a good case for remaining as it is, were to adopt the East Midlands model of a Regional Information Coordination Centre.

## Strategic Policing Requirement: An inspection of how police forces in England and Wales deal with threats of a large-scale cyber incident (including criminal attack)

This report provides an in-depth examination of how well the police service has met the requirements of the Strategic Policing Requirement in relation to the national threat of a large-scale cyber incident.

HMIC findings confirm what was recognised in the SPR itself; that, “the police response to cyber-related threats needs to develop further”. The report concludes that it is now essential that police officers have the capability to deal confidently with the cyber-element of crimes; it is fast becoming a dominant method in the commission of crime. More than that, it is also becoming a part of everything that the police have to deal with because the internet and digital technology are now part of most people’s lives. The police service must very soon be able to operate just as well in cyberspace as it does on the streets today.

### 18 force reports published:

Avon and Somerset	Bedfordshire	Cambridgeshire
Cheshire	City of London	Greater Manchester
Gwent	Hertfordshire	Humberside
Kent	Leicestershire	Metropolitan
Nottinghamshire	Northumbria	Sussex
South Wales	West Midlands	Wiltshire



Inspectorates: HMIC

**Lead HMI:**  
Stephen Otter

**Published:**  
April 2014 and  
November 2014

# Policing in Austerity: Meeting 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 how this is affecting their workforce and the service they provide to their communities. The findings of these inspections have been published each year.

In the final year of the spending review forces have been assessed on how they have managed the considerable challenges to make savings so far. Three questions were considered to make this assessment:

- to what extent is the force taking the necessary steps to ensure a secure financial position for the short and long term?
- to what extent has the force an affordable way of providing policing?
- to what extent is the force efficient?

HMIC made a judgment as to the extent to which each force provided value for money in the context of current spending constraints. Each force was rated in one of the following categories:

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

As the spending review period draws to a close, the national report highlighted a number of difficulties and risks that police forces, like many organisations in the public sector, were likely to face as the era of austerity extends beyond 2015/16. Much of this is reflected in the Efficiency chapter in Part 1 of this report.

Thirty-five out of 43 forces were judged as having a 'good' response and five were judged to be 'outstanding'. Only three forces required improvement and no forces were judged as 'inadequate'. Those forces that required improvement had to reconsider their plans urgently and HMIC subsequently re-inspected these forces.

HMIC will continue to consider the extent to which police forces provide value for money, but will do so in future in the context of an overall inspection of police efficiency and effectiveness.

A link to the national report and links to the 43 force inspection reports are included in the web-based Annual Assessment of Policing in England and Wales 2013/14 on the HMIC website [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic).



**Lead HMI:**  
Zoe Billingham

**Published:**  
22 July 2014

Inspectorates: HMIC

# Core Business: an inspection into crime prevention, police attendance and the use of police time

Between January and April 2014, HMIC carried out inspection fieldwork across all 43 forces in England and Wales. This inspection, assessed three areas of police work. These were:

- how well forces are preventing crime and anti-social behaviour;
- how forces respond to reports of crime, including investigating crime and bringing offenders to justice; and
- how well forces are freeing up the time of their staff so they can focus on core policing functions.

## Response to calls

HMIC was concerned by the significant variation in the ways forces approached police attendance in response to calls from the public. Although a small number of forces aimed to attend all reports of crimes and incidents, most forces decided whether an officer would attend or the matter would be dealt with over the telephone, using set criteria. In addition, around a third of forces were failing to identify vulnerable and repeat victims. HMIC recommended urgent work was undertaken to establish national, consistently used definitions of what constituted a 'vulnerable victim' and a 'repeat victim' in order to bring a uniformity of approach across all forces.

## Understanding attendance at crimes

HMIC was concerned to find that almost half of all forces were unable to provide details of the reported crimes that they had attended. This was unacceptable and HMIC strongly recommended that those forces address this issue quickly. Forces cannot adequately assess the service they are providing to victims, or properly understand the demands being placed upon them, if they lacked this basic information.

## Quality of investigation

HMIC found that for reports of crime such as house burglaries and robberies, there was clear evidence of investigative activity and supervision. However, in some forces some crime reported over the telephone showed little evidence that they were being investigated.

## Knowing where suspects are

Another issue that required immediate action was the finding that over two fifths of all forces were unable to tell inspectors either the number of named suspects yet to be arrested, or the number of suspects who had failed to answer police bail. A further seven forces were found to have unsatisfactory levels of activity or supervision when a small number of 'wanted person' files were reviewed.

## Demand

HMIC found that most forces only had a basic understanding of the demand on their services and the performance and workload of their officers and staff. It is essential in this period of austerity that decisions in relation to resource distribution and levels of public service are made with accuracy and certainty. This is critical to the effectiveness and efficiency of the police and more work needed to be done by forces to improve their understanding.

## Inadequate technology

The national picture in relation to the use of technology by the police could only be described as inadequate. The absence of a national police information strategy and the fact that the Police ICT company was not yet fully operational, despite having been established for some time,

had contributed to this position. The availability of mobile technology for officers and staff to use while on patrol was an equally discouraging picture. Many forces were operating with old technology, ill-suited to modern crime fighting. The current situation in relation to the development and the use of ICT in the police service was unsatisfactory. The police service, together with the Home Office, the College of Policing and the Association of Police and Crime Commissioners must work to remedy this as a priority.

HMIC will continue to inspect these areas of policing core business. It made a total of 40 significant recommendations in this report to improve the service for the public.

A link to the national report is included in the web-based Annual Assessment of Policing in England and Wales 2013/14 on the HMIC website [www.justiceinspectors.gov.uk/hmic](http://www.justiceinspectors.gov.uk/hmic). Links to the letters written to each chief constable detailing findings for their force also can be found on the website.



**Lead HMI:**  
Roger Baker

**Published:**  
4 September 2014

Inspectorate: HMIC

# An inspection of undercover policing in England and Wales

In June 2013, the Home Secretary commissioned HMIC to inspect the effectiveness of the arrangements in place in all police forces to carry out, manage and scrutinise undercover operations. HMIC's inspection examined all police forces and law enforcement agencies that have the capability and capacity to deploy undercover officers and this was the first time that such an inspection had taken place.

This was not an inquiry into the past events that have caused widespread concern about the way the police use undercover tactics; these past events fall to others to examine. This inspection examined how well undercover policing is carried out now.

Inconsistencies and shortcomings in policies, systems and training which threaten the effectiveness of undercover officers were highlighted in the report.

HMIC found that undercover officers were, in general, knowledgeable, professional and courageous. Inspectors found it disappointing therefore that there were inconsistencies and shortcomings in the way undercover officers were supported by policies, systems and training across the country as the public has a right to feel confident that this highly intrusive area of policing is being carried out in the most scrupulous way.

Throughout this inspection, undercover officers were consistent in voicing their concerns about the ways in which forces required them to work differently from other forces and from what they understood from their training to be a nationally agreed way of working. This was clearly inefficient and, at worst, could lead to avoidable mistakes being made.

HMIC was concerned by a generally poor level of knowledge and lack of expertise of those senior leaders who authorise the use of undercover officers. Although authorising officers were generally able to explain to inspectors the information that they had used to justify authorities, there was an unacceptable variation in the quality of the written authorisations – often with insufficient detail provided.

HMIC also found that police forces had been slow to adapt undercover tactics to tackle the fast growing online threat, with some forces without any undercover online capability at all.

While there are improvements to be made, the value of undercover policing as a tactic is essential and the police service and the communities which it serves are fortunate to have a body of such dedicated officers to carry out this type of work.

The report made a total of 49 recommendations across policies, systems, training and leadership of undercover operations which, if implemented by chief constables, the College of Policing and others, should address the unacceptable inconsistencies and shortcomings that HMIC found.

A link to the full national report is included in the web-based Annual Assessment of Policing in England and Wales 2013/14 on HMIC's website [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)



**Lead HMI:**  
Stephen Otter

**Published:**  
13 October 2014

Inspectorate: HMIC



# Police forces in England and Wales

# Key Facts



<b>FORCE AREA</b> 	<b>1,844</b> square miles	
<b>POPULATION</b> 	<b>1.63m</b> people	<b>↑ 8%</b> local 10 yr change
<b>WORKFORCE</b> 	<b>78%</b> frontline	<b>78%</b> national level
	<b>3.1</b> per 1000 population	<b>3.7</b> national level
<b>VICTIM-BASED CRIMES</b> 	<b>0.05</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
<b>COST</b> 	<b>46p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Sue Mountstevens  
[www.avonandsomerset-pcc.gov.uk](http://www.avonandsomerset-pcc.gov.uk)

## Acting Chief Constable

John Long  
[www.avonandsomerset.police.uk](http://www.avonandsomerset.police.uk)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/avon-and-somerset/](http://www.justiceinspectorates.gov.uk/hmic/avon-and-somerset/)

Data sources: see end of Part 3

# Avon and Somerset Constabulary

This is the first PEEL Assessment of Avon and Somerset Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating crime and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is outstanding; and
-  the force is acting to achieve fairness and **legitimacy** in a limited number of the practices that were examined this year.

In making this first PEEL Assessment of Avon and Somerset I have taken into account the challenges to policing the area. Avon and Somerset is one of the largest police force areas in England and Wales, covering many diverse physical, economic and social environments, from the cities of Bristol and Bath to rural and coastal areas. Bristol is a major transport hub, intersected by the M4 and M5 motorways and main rail routes from London to South Wales and the South West, and home to Bristol International Airport and the Avonmouth Docks. Glastonbury Festival, the largest music festival in Europe, is one of the force's most significant events.

I have been encouraged by the way in which the force has responded to its spending review challenge. It is looking to the longer term and is taking today the necessary decisions to ensure future sustainability. I am reassured by the level of detail that underpins Avon and Somerset's change plans and encouraged by the rigorous assessment of demand which has provided the evidence base for restructuring how policing will be provided.

The officers and staff of Avon and Somerset clearly understand the important issues and use them to prioritise policing and partner activity in order to prevent and reduce crime. The force works effectively with partners to tackle crime and anti-social behaviour, although there is room for improvement in the way staff identify and respond to repeat victims. The force's initial investigations are good with appropriate supervisory oversight, and it has well-established and effective processes for managing the highest risk criminals who cause most harm in their communities. I am encouraged by the work with a local university to address the lack of a systematic mechanism for capturing and sharing good practice.

However, there are serious inconsistencies in the way the force initially responds to incidents of domestic abuse. More needs to be done to manage the threat, risk and harm from corruption and I also have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>477</b> square miles	
<b>POPULATION</b> 	<b>0.63m</b> people	<b>↑ 10%</b> local 10 yr change
<b>WORKFORCE</b> 	<b>75%</b> frontline  <b>3.0</b> per 1000 population	<b>78%</b> national level  <b>3.7</b> national level
	<b>↓ 16%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 	<b>0.05</b> per person  <b>↓</b> Local 5 yr trend	<b>0.05</b> national level  <b>↓</b> National 5 yr trend
<b>COST</b> 	<b>44p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Olly Martins  
[www.bedfordshire.pcc.police.uk/](http://www.bedfordshire.pcc.police.uk/)

## Chief Constable

Colette Paul QPM  
[www.bedfordshire.police.uk](http://www.bedfordshire.police.uk)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/bedfordshire/](http://www.justiceinspectorates.gov.uk/hmic/bedfordshire/)

# Bedfordshire Police

This is the first PEEL Assessment of Bedfordshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

 in terms of its **effectiveness**, in general, the force is good at tackling anti-social behaviour. However, it requires improvement in reducing crime and preventing offending, and it requires improvement in the way it investigates offending. I had some specific concerns about its approach to domestic abuse, although there are now very early signs of improvement since the initial inspection;

 the **efficiency** with which the force carries out its responsibilities requires improvement; and

 the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Bedfordshire Police I have taken into account the considerable challenges in policing an area with such a complex crime profile. Bedfordshire is a vibrant and diverse county, with Luton being home to one of the most ethnically diverse populations of any town or city outside of London. It is a small force in terms of staff and police officer numbers and it is a very low cost force. However, it faces some complex policing challenges with unusually high levels of serious threats and criminality not normally dealt with by a force of its size.

I am concerned that over the last two years police officer numbers have been cut to such a low level that the ability of the force to provide an effective policing service to the public has been put at risk. The new chief constable has recognised this. She is increasing officer numbers and reorganising the force so it is better placed to meet the policing challenges in Bedfordshire. But all this takes time and the changes have yet to take effect.

Currently, I have serious concerns about the force's ability to reduce crime, investigate offending and provide an effective service to victims. Hardworking frontline police officers and staff are doing their best to keep the public safe but they are very overstretched. There are fundamental weaknesses in the way the force responds to victims of crime, especially those who are the most vulnerable. Staff working in neighbourhoods are often too busy responding to emergencies to be able to do effective preventative work. I have also had serious concerns about the service to victims of domestic abuse. My team of inspectors has returned to the force to assess progress a number of times this year. Our further inspection in October 2014 identified very early signs of an improved approach, but organisational changes need to translate rapidly into a better service to victims of domestic abuse.

I have concerns about the force's approach to crime-recording, which is not as accurate as it should be. Despite all of this, there are a number of positives. The force works well with partners, such as local councils, to identify and support victims of anti-social behaviour. Strong partnership working also helps the force to tackle well those offenders who cause the most crime and disruption to communities. Generally the force is effective in preventing crimes that cause high levels of harm such as gang and gun-related crime, prostitution and other organised criminality. There has been an improvement in victim satisfaction over the last year and the force has invested in a new victim-focused approach that sets clear expectations on how staff should engage with victims. I have also been impressed by the well-established joint working arrangements with Hertfordshire and Cambridgeshire Constabularies. The force is working to improve its understanding of the demand it faces, and plans to manage this demand through collaboration with the other forces. The force is now developing ambitious plans for improving policing in Bedfordshire in an affordable way. Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

Over the past 12 months, there have been a number of inspections made of the force that have suggested recurrent issues. The force does not yet have in place an effective or affordable model for policing Bedfordshire for the longer term. It is currently reacting to a number of pressures, doing what it can with overstretched staff and resources. The force now needs to implement its plans quickly if policing services to the public are to improve.

HMIC will re-visit Bedfordshire Police by April 2015 to undertake a full diagnostic inspection. This will draw on external expertise, with the aim of identifying any further measures to assist the senior leadership of Bedfordshire Police to improve the service it provides to the public.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement across a range of areas over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>1,309</b> square miles	
<b>POPULATION</b> 			<b>0.82m</b> people	↑ <b>13%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>76%</b> frontline	<b>78%</b> national level
			<b>2.8</b> per 1000 population	<b>3.7</b> national level
			↓ <b>16%</b> change in local workforce since 2010	↓ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.05</b> per person	<b>0.05</b> national level
			↓ Local 5 yr trend	↓ National 5 yr trend
<b>COST</b> 			<b>44p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Sir Graham Bright  
[www.cambridgeshire-pcc.gov.uk/](http://www.cambridgeshire-pcc.gov.uk/)

## Chief Constable

Simon Parr QPM  
[www.cambs.police.uk/](http://www.cambs.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/cambridgeshire/](http://www.justiceinspectorates.gov.uk/hmic/cambridgeshire/)

Data sources: see end of Part 3

# Cambridgeshire Constabulary

This is the first PEEL Assessment of Cambridgeshire Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating crime and good at tackling anti-social behaviour. Although I had some specific concerns about its approach to domestic abuse, there have been improvements since the initial inspection;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of its practices that were examined this year.

In making this first PEEL Assessment of Cambridgeshire I have taken into account the challenges in the area.

Cambridgeshire's population 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, where both wealthy and socially deprived communities live in close proximity. Cambridge has a significant student population and attracts millions of visitors each year.

I have been impressed that Cambridgeshire Constabulary has developed sophisticated joint working arrangements with partners, such as local councils to support victims of crime and anti-social behaviour who are repeatedly targeted or vulnerable (this could be because of their age for example). The force works well with partners to deal with those offenders most likely to cause harm in communities and criminals who are most likely to reoffend. Through a strong focus on the needs of victims the force is making Cambridgeshire a safer place.

I have also been impressed that the force is meeting its funding challenge and is planning sensibly for the future, while retaining high levels of victim satisfaction. It has bold and ambitious plans to make the further savings required, while protecting frontline posts through the use of new technology to enhance significantly police officers' ability to do their jobs. Cambridgeshire Constabulary's well-established joint working arrangements with Bedfordshire Police and Hertfordshire Constabulary are impressive. The force is very well placed to be able to continue to provide an effective service to the public while reducing its costs further. The force is also working to improve understanding of the demand it faces, and plans to manage this through collaboration with the other forces. Despite these positives, I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

I also had serious concerns about the force's approach to domestic abuse following our inspection earlier in the year. However, the force took immediate remedial action which has resulted in substantial improvements in the service to victims of domestic abuse, although there is still more to do.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. Over the past 12 months, there have been a number of inspections made of Cambridgeshire that have suggested a number of recurrent issues, including the need for better supervision and training of staff and officers.

I will be particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. In particular, I will be monitoring how successful the force is in improving the accuracy of its crime-recording practices.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>905</b> square miles	
	<b>1.03m</b> people	 <b>5%</b> local 10 yr change
	<b>74%</b> frontline	<b>78%</b> national level
	<b>3.2</b> per 1000 population	<b>3.7</b> national level
	 <b>16%</b> change in local workforce since 2010	 <b>14%</b> national change since 2010
	<b>0.05</b> per person	<b>0.05</b> national level
	 <b>Local</b> 5 yr trend	 <b>National</b> 5 yr trend
	<b>47p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

John Dwyer  
[www.cheshire-pcc.gov.uk/](http://www.cheshire-pcc.gov.uk/)

## Chief Constable

Simon Byrne  
[www.cheshire.police.uk/](http://www.cheshire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/cheshire/](http://www.justiceinspectorates.gov.uk/hmic/cheshire/)

Data sources: see end of Part 3

# Cheshire Constabulary

This is the first PEEL Assessment of Cheshire Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

 in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;

 the **efficiency** with which the force carries out its responsibilities is good; and

 the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Cheshire I have taken into account the challenges to policing the area. Cheshire is a diverse county with large rural areas and extensive heavy industry with associated urban areas. It has vibrant commercial, retail and leisure facilities. Cheshire has pockets of extreme wealth and areas which are among the most deprived in the country. The county is also home to major university campuses. Cheshire borders two major metropolitan areas – Manchester and Liverpool – and the international airports that serve these cities are within close proximity. A major motorway and the West Coast Mainline railways run through the county.

The force is assessing a number of new initiatives to determine how local neighbourhood policing services will be delivered in future; e.g., a project in Ellesmere Port is providing evidence of how neighbourhood policing teams could work more closely to better serve the community. I have been particularly impressed with the strenuous efforts to make savings in areas that limit the impact on frontline policing. The way in which the force manages change is a real strength. The force works well with local partners in making good use of resources to provide a joined-up response to problems, and there is a victim-centred approach throughout the force. This is exemplified by a good understanding of domestic abuse that places a strong focus on identifying repeat victims or those who may be particularly vulnerable by using formal risk assessments, and having clear roles and responsibilities for dealing with victim safety.

The force has a positive focus on learning and improving services and a genuine commitment among staff and officers – call-takers were found to be polite, sympathetic and professional.

I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be. Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. In common with other forces there is a need to develop a better understanding of the changing demands for police services, and the force is making efforts to understand current demand and re-align resources to provide a better service.

Over the past 12 months, there have been a number of inspections made of Cheshire that have suggested a number of recurrent issues. One of these is in relation to improving the training provided to staff to allow them to carry out more effective investigations. Another is in relation to acquiring intelligence to further inform investigative activity.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. These will include:

- addressing the recommendations from the crime data integrity inspection report;
- how the new neighbourhood pilot project in Ellesmere Port shapes the new force command team approach to providing a policing service across Cheshire; and
- how the force's research into identifying and addressing the root causes of crime is developed with partners to provide better outcomes for both victims and perpetrators of crime.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>1</b> square mile	
<b>POPULATION</b> 	<b>0.32m</b> people - transient population	
<b>WORKFORCE</b> 	<b>75%</b> frontline	<b>78%</b> national level
	<b>3.6</b> per 1000 population	<b>3.7</b> national level
	⬇️ <b>6%</b> change in local workforce since 2010	⬇️ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 	<b>0.01</b> per person	<b>0.05</b> national level
	⬇️ Local 5 yr trend	⬇️ National 5 yr trend
<b>COST</b> 	<b>62p</b> per person per day local	<b>55p</b> per person per day national



## Chair of Police Committee

James Henry George Pollard  
<http://democracy.cityoflondon.gov.uk>

## Commissioner

Adrian Leppard QPM  
[www.cityoflondon.police.uk/](http://www.cityoflondon.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/city-of-london/](http://www.justiceinspectorates.gov.uk/hmic/city-of-london/)

Data sources: see end of Part 3

# City of London Police

This is the first PEEL Assessment of the City of London Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of the City of London Police I have taken into account the challenges of policing the City of London.

At just over one square mile, the City of London represents the smallest territorial force area in the country. However, its historic, cultural and national economic importance brings with it unique challenges. Unlike other forces, the City of London Police does not have a police and crime commissioner; instead it is held to account by a police committee of democratically elected members of the Court of Common Council and two independent members. The force balances national obligations (it leads on the country's response to economic crime) with local concerns, resulting in a broad range of policing priorities, from counter-terrorism and public order to road safety and tackling anti-social behaviour.

I have been impressed that the City of London Police places victims at the centre of all it does and has made good progress to ensure that the most vulnerable are protected; this includes working with partners to safeguard vulnerable victims. Victim satisfaction with policing services is higher in the City of London than the England and Wales level. The force works well with partners to prevent crime and reduce repeat offending. Neighbourhood policing remains at the heart of the force's approach and community policing teams understand their local community concerns and priorities.

I have also been impressed that the force continues to provide effective policing to the City of London and is building resources to meet its important national role in tackling economic crime. The force's approach to crime-recording is good, with a high degree of accuracy. However, there is a need for improvement in the timeliness of crime-recording decisions.

I do have concerns about our finding that domestic abuse, stalking and harassment, and honour-based violence (DASH) risk assessment forms could not easily be researched, as these were recorded on paper, meaning that officers may have attended incidents without being aware of previous cases involving the same victim or perpetrator. Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. In particular, the force has started the second phase of its change programme, 'City Futures', which is designed to reduce costs further while improving services.

**Stephen Otter QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>230</b> square miles
<b>POPULATION</b> 			<b>0.56m</b> people ↑ <b>1%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>86%</b> frontline <b>78%</b> national level <b>3.1</b> per 1000 population <b>3.7</b> national level ↓ <b>34%</b> change in local workforce since 2010 ↓ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.06</b> per person <b>0.05</b> national level ↓ Local 5 yr trend ↓ National 5 yr trend
<b>COST</b> 			<b>63p</b> per person per day local <b>55p</b> per person per day national



## Police and Crime Commissioner

Barry Coppinger  
[www.cleveland.pcc.police.uk/](http://www.cleveland.pcc.police.uk/)

## Chief Constable

Jacqui Cheer QPM  
[www.cleveland.police.uk/](http://www.cleveland.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/cleveland/](http://www.justiceinspectorates.gov.uk/hmic/cleveland/)

Data sources: see end of Part 3

# Cleveland Police

This is the first PEEL Assessment of Cleveland Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, and is good at investigating offending. However, it requires improvement in the way it tackles anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Cleveland Police I have taken into account the challenges to policing the area. The area covers four local authorities: Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton-on-Tees. Two prisons are situated in the area: HMP Kirklevington Grange and HMP Holme House. The area is a major production centre for the chemical industry which results in the large-scale transportation by road, rail and sea of hazardous substances.

I have been impressed with the strong victim focus the force has. It works well with local partners to make the best use of resources. The force is focusing resources on providing support to victims of domestic abuse and in pursuing domestic abuse perpetrators.

Cleveland has made excellent progress in achieving its required savings. It has carried out extensive assessments of the demands and risks that it faces and has transformed the way it provides policing to obtain better value for money from fewer resources.

I have concerns that the incidence of anti-social behaviour in Cleveland is very high and the force does not have a clear understanding of the reasons behind this. While call-handling staff have received training in recognising domestic abuse, there is a lack of knowledge about repeat victims and some lacked understanding about the complexities of domestic abuse.

I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. I will be particularly interested to see the following developments:

- addressing the recommendations from the crime data integrity inspection report;
- an improved understanding of and approach to anti-social behaviour;
- consistency of investigations; and
- an increased understanding of repeat and vulnerable victim definitions within call-handling.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>2,613</b> square miles	
<b>POPULATION</b> 			<b>0.50m</b> people	<b>↑ 1%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>74%</b> frontline	<b>78%</b> national level
			<b>3.8</b> per 1000 population	<b>3.7</b> national level
			<b>↓ 14%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.04</b> per person	<b>0.05</b> national level
			<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
<b>COST</b> 			<b>58p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Richard Rhodes  
[www.cumbria-pcc.gov.uk/](http://www.cumbria-pcc.gov.uk/)

## Chief Constable

Jerry Graham  
[www.cumbria.police.uk/](http://www.cumbria.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/cumbria/](http://www.justiceinspectorates.gov.uk/hmic/cumbria/)

Data sources: see end of Part 3

# Cumbria Constabulary

This is the first PEEL Assessment of Cumbria Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime, preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Cumbria I have taken into account the challenges to policing the area.

Cumbria is predominantly rural and contains the Lake District National Park. Much of Cumbria is mountainous. The topography of Cumbria means that communities are dispersed throughout the county and it has a low population density. Cumbria's largest settlement, and only city, is Carlisle, in the north of the county. The largest town, Barrow-in-Furness, in the south, is slightly smaller. The largest and most widespread industry in Cumbria is tourism.

I have been impressed with the force's strong focus on victims and vulnerability, and how it works well with partners to prevent crime and reduce reoffending. Neighbourhood policing and anti-social behaviour are central priorities for the force. The force has expanded and further developed its capability in responding to online criminality which targets children and vulnerable people.

The force is achieving its required level of savings and protecting the front line. It is now developing plans to achieve the savings required over the next four years.

The professional standards department has a good level of capability and has put efficient and effective processes in place to manage investigations. However, its ability proactively to identify and minimise threats to the force is limited.

There were good systems to identify repeat victims of domestic abuse but, while all officers in 24/7 response and neighbourhood policing teams had received training in domestic abuse, stalking and harassment, many did not fully understand why certain questions were being asked of victims to complete the risk assessment forms.

I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of Cumbria that have suggested a number of recurrent issues. These have included the need to develop services around integrated offender management to ensure more resources are involved in monitoring those offenders who present the biggest risks of reoffending. There is also the need to ensure that all crime is recorded promptly, particularly those offences brought to notice by partner agencies working with vulnerable victims to ensure that there is a clearly auditable investigation undertaken by police from the point that each possible offence is disclosed.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months; in particular, how the force builds on progress around problem solving initiatives with partner agencies that reduce anti-social behaviour and divert young offenders away from the criminal justice process using community resolutions.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 		<b>1,013</b> square miles
<b>POPULATION</b> 		<b>1.03m</b> people ⬆️ <b>5%</b> local 10 yr change
<b>WORKFORCE</b> 		<b>76%</b> frontline  <b>2.9</b> per 1000 population  <b>78%</b> national level  <b>3.7</b> national level  <b>⬇️ 18%</b> change in local workforce since 2010  <b>⬇️ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 		<b>0.05</b> per person  <b>0.05</b> national level  <b>⬇️</b> Local 5 yr trend  <b>⬇️</b> National 5 yr trend
<b>COST</b> 		<b>45p</b> per person per day local  <b>55p</b> per person per day national



## Police and Crime Commissioner

Alan Charles

<http://www.derbyshire-pcc.gov.uk/>

## Chief Constable

Mick Creedon QPM

[www.derbyshire.police.uk/](http://www.derbyshire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/derbyshire/](http://www.justiceinspectorates.gov.uk/hmic/derbyshire/)

Data sources: see end of Part 3

# Derbyshire Constabulary

This is the first PEEL Assessment of Derbyshire Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year and has outstanding arrangements in place to deal with corruption.

In making this first PEEL Assessment of Derbyshire Constabulary I have taken into account the challenges in policing the area.

Derbyshire is in the heart of the country and shares its borders with seven other forces, making cross-border crime and travelling criminality an issue. It is an economically, culturally and ethnically diverse county. With a population of over one million people, the area also attracts a significant number of tourists.

I have been impressed with the approach the force takes to investigating offending to improve the quality of the outcome for victims. Neighbourhood policing remains at the heart of the force's approach and there is good work taking place to tackle anti-social behaviour, and a strong commitment to identify and support the most vulnerable victims. The force works well with partners in understanding local anti-social behaviour concerns and finding creative solutions. There is a very strong focus on victim care, led by the chief constable, and this ethos of protecting the most vulnerable is evident at all levels throughout the organisation.

I am encouraged that the force is working to tackle the most prolific offenders through a joined up approach with partners, and that reoffending rates are reducing.

The force has invested in a wide range of measures to promote and instil ethical and professional behaviour, and it is very effective in protecting the organisation from threats such as corruption.

I am impressed that the force's approach to crime-recording is good, with a high degree of accuracy.

I have also been impressed with how the force is achieving the savings required and is planning for the future, while continuing to reduce crime and retain high levels of victim satisfaction.

I had some concerns about gaps in the service to some victims of domestic abuse. The force acted quickly on the inspection findings and has made progress to improve its response.

The force is part of the successful East Midlands collaboration which provides a range of policing and support services including major crime, special branch, forensics and serious and organised crime. The collaboration aims to promote a more cost-effective provision of these important policing services through forces working together.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to build on its understanding of the changing demands for police services in Derbyshire.

Over the past 12 months, there have been a number of inspections made of Derbyshire Constabulary. A recurring theme was the very effective process the force has, working with a wide range of partners, to translate the priorities of the police and crime commissioner into a set of annual police priorities. This represents national good practice.

I will be interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months, in particular how the force implements new information technology to improve its efficiency.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>3,965</b> square miles	
	<b>1.69m</b> people	<b>↑ 6%</b> local 10 yr change
	<b>78%</b> frontline	<b>78%</b> national level
	<b>3.0</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 14%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
	<b>0.04</b> per person	<b>0.05</b> national level
	Local 5 yr trend (no change)	<b>↓</b> National 5 yr trend
	<b>46p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Tony Hogg  
[www.devonandcornwall-pcc.gov.uk/](http://www.devonandcornwall-pcc.gov.uk/)

## Chief Constable

Shaun Sawyer  
[www.devon-cornwall.police.uk/](http://www.devon-cornwall.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/devon-and-cornwall/](http://www.justiceinspectorates.gov.uk/hmic/devon-and-cornwall/)

Data sources: see end of Part 3

# Devon and Cornwall Police

This is the first PEEL Assessment of Devon and Cornwall Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour. I have some specific concerns about its approach to domestic abuse;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Devon and Cornwall I have taken into account the challenges to policing the southwest peninsula of England.

Devon and Cornwall incorporates five upper tier/unitary local authorities and eight district/city councils. Plymouth, Torquay and Exeter are urban centres of significant size, but the remainder of the population across the peninsula is spread between smaller urban clusters, market towns, villages and seaside towns. There are significant pockets of deprivation and a dependency on seasonal and part-time working.

The population is generally older than the national profile with more people aged over 65 years and fewer under the age of 25. The population is increased by a large number of students, including a growing number of international students. The population also significantly increases due to the influx of visitors to the area throughout the year. This forms a major part of the local economy but increases the demand on services and infrastructures.

I am impressed that the co-location of resources with partners is widespread and has led to better information sharing and action. This is particularly prominent in relation to anti-social behaviour, addressing vulnerability, repeat incidents and safeguarding issues. Investigations are generally of a good standard and conducted in a timely manner, with robust supervision, direction and scrutiny. A 'victim-centred service' is a stated aim of the force, and initial contact with victims is good but the service at latter stages of investigations is inconsistent. Police custody arrangements were generally positive and detainees were commendably well cared for.

I have been encouraged by the progress the force has made in achieving savings despite spending less on policing than most other forces at the start of the spending review and having less scope to find those savings. Partnership working is strong, with evidence of effective joint working at all levels; this is especially so across neighbourhoods.

I have some specific concerns about the force's approach to domestic abuse. High-risk cases are generally dealt with well, but there is less consistency with lower-risk cases. Weaknesses and inconsistencies in the oversight and supervision of the risk assessment process when officers first attend meant that the force could not be confident that it was consistently providing an appropriate response in all cases of domestic abuse.

I also have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am interested to see how the force responds to areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>1,024</b> square miles	
<b>POPULATION</b> 	<b>0.75m</b> people	<b>↑ 8%</b> local 10 yr change
<b>WORKFORCE</b> 	<b>73%</b> frontline	<b>78%</b> national level
	<b>3.0</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 17%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 	<b>0.04</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
<b>COST</b> 	<b>45p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Martyn Underhill  
[www.dorset.pcc.police.uk/](http://www.dorset.pcc.police.uk/)

## Chief Constable

Debbie Simpson  
[www.dorset.police.uk/](http://www.dorset.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/dorset/](http://www.justiceinspectorates.gov.uk/hmic/dorset/)

Data sources: see end of Part 3

# Dorset Police

This is the first PEEL Assessment of Dorset Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Dorset Police I have taken into account the challenges to policing the area.

Dorset is a largely rural county with approximately half designated as Areas of Outstanding Natural Beauty and Sites of Special Scientific Interest. There are three major ports on the 170 mile coastline handling passenger and freight traffic. Approximately one-third of the resident population is aged 60 or over and the population is swelled by the millions of tourists visiting Dorset each year. The generally affluent area does include pockets of marked deprivation.

I have been impressed by the evidence-based policing approach it uses to evaluate new ideas and to understand what works in practice. The force works well with partners to prevent crime and reduce offending and has a strong focus on victims' needs. Staff understand the importance of identifying repeat victims.

Tackling anti-social behaviour is a priority for the force and dedicated safer neighbourhood teams work with communities on what local people consider important.

I am encouraged by a strong focus on tackling and dismantling organised crime groups, and the way the force has been able to redeploy investigative resources to target the emerging threats of cyber-crime and child sexual exploitation.

However, I am concerned by a backlog of cases in the safeguarding referral unit, meaning potentially vulnerable victims were either waiting an unacceptable time for services or were missed altogether.

I also have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

The force has made good progress in making savings but there is some risk that it will struggle to find savings in the future. Even though the number of officers on the front line has fallen, the force has increased the proportion of police officers working on the front line.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>936</b> square miles	
<b>POPULATION</b> 	<b>0.62m</b> people	↑ <b>5%</b> local 10 yr change
<b>WORKFORCE</b> 	<b>73%</b> frontline	<b>78%</b> national level
	<b>3.6</b> per 1000 population	<b>3.7</b> national level
	↓ <b>14%</b> change in local workforce since 2010	↓ <b>14%</b> national change since 2010
<b>VICTIM- BASED CRIMES</b> 	<b>0.05</b> per person	<b>0.05</b> national level
	Local 5 yr trend (no change)	↓ National 5 yr trend
<b>COST</b> 	<b>51p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Ron Hogg  
[www.durham-pcc.gov.uk/Home.aspx](http://www.durham-pcc.gov.uk/Home.aspx)

## Chief Constable

Michael Barton QPM  
[www.durham.police.uk/](http://www.durham.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on <https://www.justiceinspectorates.gov.uk/hmic/durham/>

Data sources: see end of Part 3

# Durham Constabulary

This is the first PEEL Assessment of Durham Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, it is outstanding at investigating offending and is outstanding at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Durham I have taken into account the challenges to policing in the area. Durham area covers the local authority areas of Darlington Borough Council and Durham County Council. The resident population is ageing. Darlington lies in the south of the force area and is the largest town. In the east is Durham City and the larger industrial and commercial towns, which are a contrast to the west which is predominantly rural and is sparsely populated.

The force is managing 'Operation Seabrook', the investigation of a large, historical sexual abuse case.

I have been particularly impressed with the force's victim-centred approach and how it makes extensive use of outcomes other than prosecution to deliver what the victim wants. The use of restorative justice and community resolution is both widespread and innovative. The force works to a clear set of published priorities to protect neighbourhoods, tackle criminals and solve problems.

The domestic abuse inspection found a strong focus on victim care and safety at each stage in the process.

Durham has achieved its savings ahead of schedule and is in a good position to face future challenges. While the plans for 2016/17 and beyond are less well developed, there is an agreed timeline for developing and refining these plans so it is likely that the savings needed can be achieved.

The force investigates allegations of misconduct and corruption effectively, but improvement is needed in managing intelligence to protect the organisation from corruption.

I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of the force that have suggested that Durham's innovative approaches to problem solving, including the use of restorative justice, are a recurrent theme.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. I will be particularly interested to see the following developments:

- more accurate recording of crimes and no-crimes;
- improved dispatch of the most appropriate resource; and
- improved management of intelligence within the professional standards department.

## HMI Michael Cunningham

Her Majesty's Inspector of Constabulary

# Key Facts



## FORCE AREA



**4,230**  
square miles

## POPULATION



**0.52m**  
people

**↑ 5%**  
local 10 yr  
change

## WORKFORCE



**78%**  
frontline

**78%**  
national  
level

**3.6**  
per 1000  
population

**3.7**  
national  
level

**↓ 6%**  
change in  
local  
workforce  
since 2010

**↓ 14%**  
national  
change  
since 2010

## VICTIM- BASED CRIMES



**0.03**  
per person

**0.05**  
national  
level

**↓**  
Local  
5 yr trend

**↓**  
National  
5 yr trend

## COST



**54p**  
per person  
per day  
local

**55p**  
per person  
per day  
national



### Police and Crime Commissioner

Christopher Salmon  
[www.dyfed-powys.pcc.police.uk/](http://www.dyfed-powys.pcc.police.uk/)

### Chief Constable

Simon Prince  
[www.dyfed-powys.police.uk/](http://www.dyfed-powys.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/dyfed-powys/](http://www.justiceinspectorates.gov.uk/hmic/dyfed-powys/)

Data sources: see end of Part 3

# Dyfed-Powys Police

This is the first PEEL Assessment of Dyfed-Powys Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour. I have some specific concerns about its approach to domestic abuse;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Dyfed-Powys I have taken into account the challenges of policing such a large area of Wales.

Dyfed-Powys is geographically the largest police force in England and Wales and is responsible for policing over half the land mass of Wales. The geography of the force area presents challenges, with many remote rural communities along with a number of relatively small centres of population. A vibrant tourist industry draws large numbers of visitors to the coastline in the summer months. The area is a popular retirement destination.

I have been impressed by the way the force has continued to make good progress in managing the reduction to budgets and is planning to provide its officers with improved mobile technology to enable them to work more efficiently. Despite making cuts, the force still sends an officer to every crime.

The all-Wales counter-terrorism unit, known as WECTU, and the serious and organised crime collaboration, known as Tarian, were mature and effective arrangements.

The force has also worked effectively to cut crime, although I do have concerns about the rate of anti-social behaviour which is higher than across England and Wales as a whole. Nevertheless, there is a commitment at all levels of the force to understanding local concerns and to tackling them. Investigations are generally well supervised.

However, I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

The domestic abuse inspection found that the force could not be confident that it was consistently identifying victims and accurately assessing the risk they faced at the first point of contact.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>1,417</b> square miles	
<b>POPULATION</b> 	<b>1.75m</b> people	 <b>7%</b> local 10 yr change
<b>WORKFORCE</b> 	<b>76%</b> frontline	<b>78%</b> national level
	<b>3.0</b> per 1000 population	<b>3.7</b> national level
	 <b>15%</b> change in local workforce since 2010	 <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 	<b>0.05</b> per person	<b>0.05</b> national level
	Local 5 yr trend (no change)	 <b>National</b> 5 yr trend
<b>COST</b> 	<b>43p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Nick Alston  
[www.essex.pcc.police.uk/](http://www.essex.pcc.police.uk/)

## Chief Constable

Stephen Kavanagh  
[www.essex.police.uk/](http://www.essex.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/essex/](http://www.justiceinspectorates.gov.uk/hmic/essex/)

Data sources: see end of Part 3

# Essex Police

This is the first PEEL Assessment of Essex Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Essex Police I have taken into account the challenges of policing Essex.

Essex is a diverse county with almost a third of residents living in rural areas, while the south of the county is heavily urban, skirting the Thames. Essex is the gateway for people and freight going in and out of the country, and has major road networks linking international air and sea ports.

The force's legacy of tragic domestic abuse murders has rightly led the force leadership radically to reassess its priorities. The new approach, aimed at protecting those most at risk of harm, has clearly been shaped by the lessons the force has learned following past failings.

I have been impressed with the improvements made by Essex Police across a number of areas, notably the service it provides to victims of crime and anti-social behaviour. It has also improved its ability to identify and deal with people who are vulnerable (this could be because of their age or because they have been victimised before). The chief constable has taken personal oversight of the improvements in how the force responds to domestic abuse.

I have been pleased with the way Essex Police has responded to the financial challenge of this spending review. The force is on track to achieve its savings challenge. The force has achieved significant cost reductions while protecting frontline posts. The continued commitment to collaboration with Kent Police is likely to form the basis of an affordable way of providing policing across the county in the future.

The force's approach to crime-recording is good, with a high degree of accuracy.

I do have concerns that the force needs to do more to improve its standards of crime investigation, supervision of investigators and the way that it responds to calls for service from the public.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of Essex Police that have suggested that the force's focus on ethical policing, and providing a quality service to victims, are recurrent themes.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months and I will continue to monitor closely the progress the force is making in improving its service to victims of domestic abuse.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 		<b>1,024</b> square miles
<b>POPULATION</b> 		<b>0.61m</b> people ⬆️ <b>7%</b> local 10 yr change
<b>WORKFORCE</b> 		<b>77%</b> frontline  <b>3.1</b> per 1000 population  <b>78%</b> national level  <b>3.7</b> national level  ⬇️ <b>14%</b> change in local workforce since 2010  ⬇️ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 		<b>0.04</b> per person  ⬇️ <b>0.05</b> national level  ⬇️ <b>Local</b> 5 yr trend  ⬇️ <b>National</b> 5 yr trend
<b>COST</b> 		<b>49p</b> per person per day local  <b>55p</b> per person per day national



## Police and Crime Commissioner

Martin Surl  
[www.gloucestershire-pcc.gov.uk](http://www.gloucestershire-pcc.gov.uk)

## Chief Constable

Suzette Davenport  
[www.gloucestershire.police.uk/](http://www.gloucestershire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/gloucestershire/](http://www.justiceinspectorates.gov.uk/hmic/gloucestershire/)

Data sources: see end of Part 3

# Gloucestershire Constabulary

This is the first PEEL Assessment of Gloucestershire Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

 in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending. There has been a notable improvement in the force's approach to domestic abuse since the initial inspection.

 the **efficiency** with which the force carries out its responsibilities is good; and

 the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Gloucestershire Constabulary I have taken into account the challenges to policing the area.

Gloucestershire is a predominately rural county. The county houses two Royal residences, GCHQ and a nuclear power station. There is an extensive road network, incorporating the M5 corridor. Gloucestershire has fast-growing, knowledge intensive information, communications and technology, and finance sectors. The workforce is skilled and entrepreneurial with high self-employment and start-up success rates.

I have been impressed by the effectiveness of preventing crime and reducing offending. Overall crime has fallen more in Gloucestershire Constabulary than in England and Wales as a whole over the last four years.

Time and resource have been invested to improve the response to victims and their families. The force understands and identifies areas of risk, and puts measures in place to improve services to make people safer. The crime inspection found evidence that reinforced this investment.

There are strong partnership arrangements to tackle anti-social behaviour and dedicated neighbourhood policing teams are aligned to local council areas to obtain a better understanding of community concerns and find collaborative solutions.

Gloucestershire will meet the financial challenge set out by the spending review, and is looking to the future so that it will be able to sustain its policing services in the face of further funding cuts.

Despite progress, victim satisfaction levels are among the lowest of all forces and there was limited recorded evidence of victims being informed or updated of the final no-crime disposal. I do have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

I will be interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months; in particular, the results of the detailed review of demand that the force is undertaking, and how the results inform the new structures that are being implemented.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>493</b> square miles	
	<b>2.71m</b> people	 <b>7%</b> local 10 yr change
	<b>80%</b> frontline	<b>78%</b> national level
	<b>4.1</b> per 1000 population	<b>3.7</b> national level
	 <b>15%</b> change in local workforce since 2010	 <b>14%</b> national change since 2010
	<b>0.06</b> per person	<b>0.05</b> national level
	<b>Local</b> 5 yr trend	 <b>National</b> 5 yr trend
	<b>58p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Tony Lloyd  
[www.gmpcc.org.uk/](http://www.gmpcc.org.uk/)

## Chief Constable

Sir Peter Fahy QPM  
[www.gmp.police.uk/](http://www.gmp.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/greater-manchester/](http://www.justiceinspectorates.gov.uk/hmic/greater-manchester/)

Data sources: see end of Part 3

# Greater Manchester Police

This is the first PEEL Assessment of Greater Manchester Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

 in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending. Although I have some specific concerns about its approach to domestic abuse, there have been notable improvements since the initial inspection;

 the **efficiency** with which the force carries out its responsibilities is good; and

 the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Greater Manchester I have taken into account the challenges to policing in this area.

The population of Greater Manchester is swelled by a large number of students, as well as a large amount of people commuting into the area on a daily basis. A large element of Greater Manchester's policing services is concerned with protecting people from serious harm, including sex offences, child sexual exploitation and organised crime.

I have been encouraged that partnership working, early intervention, and the management of offenders are strengths for the force. The force is aiming to develop a consistent model and approach to reduce crime and prevent offending, and is changing to a fully-integrated neighbourhood-based way of working to engage with communities. The force understands its demands and uses this information to make decisions on how resources are, or will be, allocated. Its continuous evaluation of harm, opportunity and threat on all levels is a strength.

The force has made a long-term commitment to work in a much closer and more integrated way with partners as part of 'Programme Challenger'. This will be as part of a co-ordinated multi-agency response to tackle complex serious organised criminality, safeguard people and address complex dependency, with a focus on reducing demand for all public service partners in the long term. I regard this approach as innovative. The force has made excellent progress in challenging financial circumstances. It is achieving the required savings today and has innovative plans to manage future austerity with public sector partners to achieve the savings required.

I do have concerns about how the force investigates offending, and in particular, the inconsistencies that exist in the supervision of investigations and in investigation plans.

As reported earlier in 2014, HMIC has concerns about the force's response to victims of domestic abuse. The domestic abuse inspection found significant concerns about the ability of Greater Manchester to deal consistently and appropriately with victims of domestic abuse, and found serious weaknesses in the processes and systems in place to manage the risk to victims. The reinspection in this area, which will be published shortly, recognises the progress that the force has subsequently made. I was concerned by some of the findings of the police integrity and corruption inspection that found there was a need to develop training, check understanding and ensure unprofessional behaviour is challenged by all members of the force. I also have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be. Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services. Over the past 12 months, there have been a number of inspections made of Greater Manchester that have suggested a number of recurrent issues, particularly in relation to limited training provision across the force for staff in some frontline policing roles. However, I recognise training for staff on identifying vulnerability and safeguarding domestic abuse victims has been prioritised.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. In particular:

- addressing the recommendations from the crime data integrity inspection report; and
- how the force will manage to reduce demand for service as it further develops how its core policing services will be delivered.

**Michael Cunningham QPM**  
Her Majesty's Inspector of Constabulary

# Key Facts



	<b>599</b> square miles	
	<b>0.58m</b> people	<b>↑ 4%</b> local 10 yr change
	<b>78%</b> frontline	<b>78%</b> national level
	<b>3.8</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 8%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
	<b>0.05</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
	<b>59p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Ian Johnston QPM  
[www.gwent.pcc.police.uk/](http://www.gwent.pcc.police.uk/)

## Chief Constable

Jeff Farrar  
[www.gwent.police.uk/](http://www.gwent.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/gwent/](http://www.justiceinspectorates.gov.uk/hmic/gwent/)

Data sources: see end of Part 3

# Gwent Police

This is the first PEEL Assessment of Gwent Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force requires improvement in reducing crime and preventing offending, it requires improvement in the way it investigates offending and requires improvement in tackling anti-social behaviour. I have some specific concerns about its approach to domestic abuse;
-  the **efficiency** with which the force carries out its responsibilities requires improvement. However, there has been a notable improvement in the force's approach since the initial inspection; and
-  the force is acting to achieve fairness and **legitimacy** in a limited number of the practices that were examined this year.

In making this first PEEL Assessment of Gwent I have taken into account the challenges to policing in rural towns, stretches of countryside and urban areas such as the City of Newport.

Gwent is economically and culturally diverse with areas of affluence and deprivation. Large regeneration and housing projects in the Newport and Valley areas will bring benefits and challenges in the years to come and large volumes of traffic are carried through the M4 to the east presenting a constant risk of organised crime.

The area hosted the 2014 NATO Summit which had substantial resource implications for the force and was an excellent policing operation. The force is part of the all-Wales counter-terrorism unit, known as WECTU, and the serious and organised crime collaboration, known as Tarian, which has mature and effective arrangements.

I have been concerned about the way the force is operating and in particular by its deteriorating performance. The absence of a credible plan to meet its savings requirement presents a risk, making it more difficult for the force to bring about the necessary improvements. The force needs a more sophisticated understanding of the demand it faces and whether the reduced workforce has the required skills and rank mix to provide effective policing. In the light of some of these issues, the force has taken action to improve the position and I was reassured by HMIC's reinspection findings of October 2014.

Gwent is not as effective as it needs to be at cutting crime and anti-social behaviour and victim satisfaction with police services in Gwent is one of the lowest of all forces in England and Wales although the force now recognises these challenges and has plans to bring about improvements. The way the force manages the initial reporting of domestic abuse means that there was inconsistency in the approach to assessing the risks posed to victims. The force needs to do more to identify repeat and vulnerable victims. In contrast, specialist teams within Gwent provide a better service. I am encouraged by the force's work to instil ethical and professional behaviour. However, it needs to do more training on integrity issues, and building confidence in the workforce to challenge poor behaviour. I am aware that this process has already commenced under the leadership of the deputy chief constable.

I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. In common with other forces, there is a need to develop a better understanding of the changing demands for police services. Over the past 12 months, there have been a number of inspections in Gwent which suggest an absence of consistency in the application of some force systems and processes. For example, vulnerable and repeat victims are not always identified.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. In particular:

- the levels of victim satisfaction;
- improvements in tackling crime, particularly victim-based crime;
- improvements in tackling anti-social behaviour;
- the force's approach to victim risk assessments under their proposed new operating model; and
- the follow-up to this year's crime inspection.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 		<b>1,602</b> square miles
<b>POPULATION</b> 		<b>1.93m</b> people ⬆️ <b>7%</b> local 10 yr change
<b>WORKFORCE</b> 		<b>81%</b> frontline <b>78%</b> national level <b>2.8</b> per 1000 population <b>3.7</b> national level ⬇️ <b>18%</b> change in local workforce since 2010 ⬇️ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 		<b>0.05</b> per person <b>0.05</b> national level ⬇️ Local 5 yr trend ⬇️ National 5 yr trend
<b>COST</b> 		<b>44p</b> per person per day local <b>55p</b> per person per day national



## Police and Crime Commissioner

Simon Hayes  
[www.hampshire-pcc.gov.uk/](http://www.hampshire-pcc.gov.uk/)

## Chief Constable

Andy Marsh  
[www.hampshire.police.uk/](http://www.hampshire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/hampshire/](http://www.justiceinspectorates.gov.uk/hmic/hampshire/)

Data sources: see end of Part 3

# Hampshire Constabulary

This is the first PEEL Assessment of Hampshire Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Hampshire Constabulary I have taken into account the challenges to policing Hampshire and the Isle of Wight.

There are 14 local authorities within the force area which 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 which 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.

I have been impressed that the force continues to focus on putting victims at the centre of policing. The force works well with local partners, such as councils, to provide a joined up response to tackling and reducing anti-social behaviour.

I have also been encouraged by the force's response to the financial challenges it has faced, achieving the required level of savings while protecting neighbourhood policing as far as possible, and increasing the proportion of staff and officers in frontline crime fighting roles.

Although crime investigations are generally carried out to a satisfactory standard, there is some room for improvement in ensuring a consistent quality through better supervision so that opportunities to gather the best evidence are not missed and that victims' needs are consistently met.

Despite the force's strong performance in many areas, I have serious concerns about its approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services. Over the past 12 months, there have been a number of inspections made of Hampshire that have suggested there is focus on making victims safer, but although most investigations are of a satisfactory standard, these could be improved through better supervision.

I will be interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. In particular I will be monitoring the success of the steps the force is already taking to improve the accuracy of its crime-recording practices, and what effect, if any, the ongoing internal reorganisation has on the service the force provides to the public.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>634</b> square miles	
	<b>1.14m</b> people	<b>↑ 9%</b> local 10 yr change
	<b>76%</b> frontline	<b>78%</b> national level
	<b>3.0</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 16%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
	<b>0.04</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
	<b>45p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

David Lloyd  
[www.hertscommissioner.org/](http://www.hertscommissioner.org/)

## Chief Constable

Andy Bliss QPM  
[www.herts.police.uk/](http://www.herts.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/hertfordshire/](http://www.justiceinspectorates.gov.uk/hmic/hertfordshire/)

Data sources: see end of Part 3

# Hertfordshire Constabulary

This is the first PEEL Assessment of Hertfordshire Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating crime and good at tackling anti-social behaviour. Although I had some specific concerns about its approach to domestic abuse, there have been improvements since the initial inspection.
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of its practices that were examined this year.

In making this first PEEL Assessment of Hertfordshire Constabulary I have taken into account the challenges to policing a densely populated county to the north of London.

Hertfordshire is a relatively prosperous county with one of the lowest crime rates in the country. The standard of living is mostly high, unemployment is low and residents are generally healthy, well educated and well paid. However there are some areas of relative deprivation, disadvantage and social exclusion.

I have been impressed that Hertfordshire Constabulary has invested in crime prevention initiatives which have had a positive effect in terms of keeping levels of crime down and protecting the public from harm. The force is focused on the needs of victims, and ensures that the quality of victim contact is largely consistent. The victim satisfaction rate in Hertfordshire is higher than England and Wales as a whole. The investigation of crime is of a good standard and the force works well with partners, such as local council and the probation services, to tackle prolific burglars.

I am encouraged that anti-social behaviour is a priority for the force and is well integrated within daily activity in neighbourhood teams. Victims of anti-social behaviour are carefully assessed so that they can receive an appropriate service from the police.

I have also been impressed with the well-established joint working arrangements with Bedfordshire Police and Cambridgeshire Constabulary. The force is very well placed to be able to continue to provide an effective service to the public while reducing its costs further. The force is working to improve understanding of the demand it faces, and plans to manage this demand through its collaboration with the other forces.

Despite these positives I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

I also had concerns about the service provided to some domestic abuse victims – in particular, the disjointed approach the force had to victims assessed as being at some risk of harm. However, I am encouraged by the progress made by the force in response to our initial inspection.

Our intention is to specifically examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

Over the past 12 months, there have been a number of inspections made of Hertfordshire Constabulary that have suggested a number of recurrent issues, including the need for better supervision and training of staff and officers.

I will be particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. In particular, I will be monitoring how successful the force is in improving the accuracy of its crime-recording practices.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>1,357</b> square miles	
<b>POPULATION</b> 			<b>0.92m</b> people	↑ <b>4%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>75%</b> frontline	<b>78%</b> national level
			<b>3.7</b> per 1000 population	<b>3.7</b> national level
			↓ <b>14%</b> change in local workforce since 2010	↓ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.06</b> per person	<b>0.05</b> national level
			↓ Local 5 yr trend	↓ National 5 yr trend
<b>COST</b> 			<b>53p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Matthew Grove  
[www.humberside-pcc.gov.uk/](http://www.humberside-pcc.gov.uk/)

## Chief Constable

Justine Curran QPM  
[www.humberside.police.uk/](http://www.humberside.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/humberside/](http://www.justiceinspectorates.gov.uk/hmic/humberside/)

Data sources: see end of Part 3

# Humberside Police

This is the first PEEL Assessment of Humberside Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at tackling anti-social behaviour. However, it requires improvement in reducing crime and preventing offending, and it requires improvement in the way it investigates offending. I have some specific concerns about its approach to domestic abuse;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Humberside I have taken into account the challenges to policing the area.

Humberside covers an area that centres on the Humber Estuary and includes the city of Hull, the towns of Grimsby and Scunthorpe and the large rural area of the East Riding of Yorkshire. The urban areas of the force suffer from high levels of deprivation. The force is changing its operating model to ensure that the public receives a more efficient and effective service, despite the reductions in budget and workforce.

The force, working with partners, responded well to extreme flooding over the past 12 months, particularly in Hull and North Lincolnshire.

I have been concerned that there are signs of the rate of reduction in crime slowing down, with some crime types currently showing an increase above the national average and also in comparison with similar forces. I am also concerned by inconsistent practices in the different policing areas. As the force recognises, there is more to be done to instil a common policing model across the force area.

I have a specific concern that, although domestic abuse was a priority for Humberside, the domestic abuse inspection found that there was a fragmented and inconsistent approach across the force and victims may not have received the level of support they needed. The crime inspection found evidence in Humberside that activity around domestic abuse remained varied across the force.

Humberside still faces a significant challenge to achieve a secure financial position for the future. Reserves will be used to make up the shortfall in the savings requirement each year. This means that the required recurring savings have not yet been found, and this position is not sustainable. However, progress is being made and plans for a new affordable structure are well under way. The force must ensure that there is no slippage that could in turn have an impact on the performance of the force.

A new leadership style has been introduced and the culture of the organisation is now more able to support the level of change resulting from a reduction in the workforce. The establishment of new structures is being informed by a thorough understanding of the nature of demands on the force.

I also have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. I will be particularly interested to see the following developments:

- addressing the recommendations from the crime data integrity inspection report;
- how the force introduces the new policing operating model; and
- how the force ensures that operational performance, with the victim at the centre, has a clear emphasis on crime prevention, reduction and investigation.

**Michael Cunningham QPM**  
Her Majesty's Inspector of Constabulary

# Key Facts



	<b>FORCE AREA</b> <b>1,443</b> square miles	
	<b>POPULATION</b> <b>1.76m</b> people	<b>↑10%</b> local 10 yr change
	<b>WORKFORCE</b> <b>74%</b> frontline  <b>3.2</b> per 1000 population	<b>78%</b> national level  <b>3.7</b> national level
	<b>↓17%</b> change in local workforce since 2010	<b>↓14%</b> national change since 2010
	<b>VICTIM-BASED CRIMES</b> <b>0.06</b> per person  Local 5 yr trend (no change)	<b>0.05</b> national level  <b>↓</b> National 5 yr trend
	<b>COST</b> <b>43p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Ann Barnes  
[www.kent-pcc.gov.uk/](http://www.kent-pcc.gov.uk/)

## Chief Constable

Alan Pughsley  
[www.kent.police.uk/](http://www.kent.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/kent/](http://www.justiceinspectorates.gov.uk/hmic/kent/)

Data sources: see end of Part 3

# Kent Police

This is the first PEEL Assessment of Kent Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Kent Police I have taken into account the challenges to policing the area.

Kent, known as the 'Garden of England', borders London and the Thames and is a popular tourist destination. The county has seen significant population increases in some areas such as Dartford and Ashford. Kent is the principal gateway to Europe and has major road networks linking to the ports.

I have been impressed with the way the force has responded to the challenge of regaining the confidence of the people of Kent regarding its crime-recording figures. The leadership has worked tirelessly to focus the force on ethical crime-recording and placing the victim at the centre of all that it does. In our last inspection, I judged that the public of Kent can have confidence in Kent Police's crime figures. The force's approach to crime-recording is now good, with a high degree of accuracy.

I have also been impressed by the way the force prevents and reduces crime and anti-social behaviour. It has introduced a predictive analysis tool which allows it to analyse crime patterns to ensure officers are better able to prevent crime. Anti-social behaviour has reduced and the force has improved its response to community policing by working well with partners, including local councils and voluntary agencies.

I am encouraged by the quality of the force's crime investigations. The force has taken steps to improve supervisory oversight and has invested in training to ensure that staff investigating crimes have the right skills and experience.

Tackling domestic abuse is a priority for the force and there are some good ways of working. The quality of investigations involving victims at the highest risk of harm is generally of a high standard. However, the force needs to do more to support those assessed as being of a lower risk where the standard of investigation is inconsistent.

I have been pleased with Kent Police's response to the financial challenge of the current spending review. The force is on track to achieve the savings required. It is planning for the long term by taking the necessary steps today so it is ready to meet future funding challenges, and it is committed to protecting frontline posts. It is collaborating with others, in order to cut costs. Its joint work with Essex Police is especially noteworthy.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months there have been a number of inspections made of Kent that have suggested that the force's focus on putting the victim at the centre of all that it does is a recurrent theme.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement in the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 		<b>1,187</b> square miles
<b>POPULATION</b> 		<b>1.47m</b> people ⬆️ <b>3%</b> local 10 yr change
<b>WORKFORCE</b> 		<b>77%</b> frontline  <b>3.4</b> per 1000 population  <b>78%</b> national level  <b>3.7</b> national level  ⬇️ <b>17%</b> change in local workforce since 2010  ⬇️ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 		<b>0.06</b> per person  Local 5 yr trend (no change)  <b>0.05</b> national level  ⬇️ National 5 yr trend
<b>COST</b> 		<b>49p</b> per person per day local  <b>55p</b> per person per day national



## Police and Crime Commissioner

Clive Grunshaw  
[www.lancashire-pcc.gov.uk/](http://www.lancashire-pcc.gov.uk/)

## Chief Constable

Steve Finnigan CBE QPM  
[www.lancashire.police.uk/](http://www.lancashire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/lancashire/](http://www.justiceinspectorates.gov.uk/hmic/lancashire/)

Data sources: see end of Part 3

# Lancashire Constabulary

This is the first PEEL Assessment of Lancashire Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is outstanding; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Lancashire I have taken into account the challenges to policing the area.

Lancashire is an economically diverse mix of industrial towns, popular tourist destinations and two university cities, set among areas of outstanding natural beauty. There are pockets of severe social and economic deprivation. The population is ethnically diverse: black minority ethnic populations are concentrated in the city of Preston, and in Blackburn with Darwen. The force has already developed strong partnerships, such as those in the multi agency safeguarding hubs, to tackle the worst forms of abuse against the most vulnerable children and adults in the county. There are also serious threats from organised crime, and international terrorism and extremism.

I have been particularly impressed by the positive culture across the force focused on putting the victim at the centre of decisions and activity.

I was also impressed with the force's understanding of the issues facing it, and its comprehensive and well-managed change programme in place to achieve the savings required, while minimising as far as possible the impact on frontline policing. Importantly, the constabulary is planning now for further funding reductions and financial pressures in the future.

I was impressed by the way the force monitors its systems and robustly investigates misconduct. The force's approach to crime-recording is good with a high degree of accuracy.

The force will need to satisfy itself that recent increases in crime and a reduction in victim satisfaction will not have a long-lasting impact on its performance.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of the force that have suggested that it is continuing to develop closer partnership working arrangements while making efforts to better understand demand for its service.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. In particular:

- how the demand reduction unit, introduced early in 2014, has an impact on how services are delivered; and
- how customer satisfaction levels are affected across the force.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>980</b> square miles	
<b>POPULATION</b> 	<b>1.03m</b> people	<b>↑ 10%</b> local 10 yr change
<b>WORKFORCE</b> 	<b>76%</b> frontline	<b>78%</b> national level
	<b>3.4</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 7%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 	<b>0.05</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
<b>COST</b> 	<b>46p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Sir Clive Loader  
[www.leics.pcc.police.uk](http://www.leics.pcc.police.uk)

## Chief Constable

Simon Cole QPM  
<https://leics.police.uk/>

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/leicestershire/](http://www.justiceinspectorates.gov.uk/hmic/leicestershire/)

Data sources: see end of Part 3

# Leicestershire Police

This is the first PEEL Assessment of Leicestershire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Leicestershire Police I have taken into account the challenges of policing the area.

The county stretches from former coalfield areas in the west to the more rural areas in the north and east, including the county of Rutland. The city of Leicester, which accounts for around a third of the population of the county is one of the most diverse in the UK and includes the largest Asian/British-Asian community in England and Wales.

I have been impressed that neighbourhood policing remains at the heart of the force's approach to cutting crime and tackling anti-social behaviour. Neighbourhood teams understand their local community concerns and priorities and use a range of tactics to prevent and fight crime and anti-social behaviour successfully. The standard of crime investigation is good and officers understand the importance of gathering strong evidence to build the case from the outset.

The force has a commendably strong focus on victims, especially people whose circumstances mean that they are particularly vulnerable (this could be because of their age or because they have been victimised before).

Victims at the highest risk of harm from domestic abuse generally receive a good service. However, the service for repeat victims or those who were assessed as being at less risk of harm is not quite as well developed. I am encouraged that the force has recognised this and has been working to make improvements.

I have been impressed that the force has responded well to its funding challenge. It is on track to achieve significant savings through changes to the way it works, including the introduction of a new operating model, increased joint working with other forces and making its processes more cost-effective. The force is able to respond effectively by moving resources to address new and emerging threats such as organised crime.

The chief officer team has developed a climate of professionalism where wrongdoing can be appropriately challenged. However, I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

The force is part of the successful East Midlands collaboration which provides a range of policing and support services including major crime, special branch, forensics and serious and organised crime. The collaboration aims to promote a more cost-effective provision of these important policing services through forces working together.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of the force. A recurring theme has been the strong partnerships the force has built with other organisations, including local councils, which is helping to improve the service to the public.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>2,292</b> square miles	
<b>POPULATION</b> 			<b>0.72m</b> people	<b>↑ 9%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>87%</b> frontline	<b>78%</b> national level
			<b>2.1</b> per 1000 population	<b>3.7</b> national level
			<b>↓ 34%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.04</b> per person	<b>0.05</b> national level
			<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
<b>COST</b> 			<b>42p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Alan Hardwick  
[www.lincolnshire-pcc.gov.uk/](http://www.lincolnshire-pcc.gov.uk/)

## Chief Constable

Neil Rhodes  
[www.lincs.police.uk/](http://www.lincs.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/lincolnshire/](http://www.justiceinspectorates.gov.uk/hmic/lincolnshire/)

Data sources: see end of Part 3

# Lincolnshire Police

This is the first PEEL Assessment of Lincolnshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Humberside I have taken into account the challenges to policing the area.

Lincolnshire is the third largest policing area in England, with most of the population, including the student population in its one city, Lincoln. It has high levels of deprivation along the east coast. Over the last few years the local agricultural industry has attracted substantial numbers of workers from Eastern Europe which adds to the complexity of policing the county.

I have been impressed with the way that the force works with its communities and partners, such as local councils, to understand local priorities in its endeavours to prevent and to cut crime. The force has a positive approach to tackling anti-social behaviour and it provides tailored support to meet the needs of many victims. It also works well to keep victims of domestic abuse safe.

The force has taken decisive action to meet its funding challenge, achieving substantial savings in extremely difficult circumstances. Being a relatively small, low-cost force, Lincolnshire Police has had a far more difficult challenge than most and it has demonstrated an outstanding response in achieving efficiency. The force has put in place a second major change programme which has three key elements: reducing demand on the front line, improving IT to make better use of police time, and changing the workforce mix. Despite this positive response, I am concerned that its options to achieve future savings in this continuing era of austerity, while maintaining its current level of service to the communities of Lincolnshire beyond 2016, are extremely limited.

I am pleased that Lincolnshire Police has made good progress in reinforcing ethical and professional behaviour across the force.

I am also impressed that the force's approach to crime-recording is good, with a high degree of accuracy.

I do have concerns about weaknesses in the quality of some of the force's crime investigations and the way they are supervised. Delays in investigations are compromising the force's ability to investigate crimes well, and to provide an effective service to some victims. There is also considerable scope to improve the integrated offender management programme, which only applies to a narrow range of offenders.

The force is part of the successful East Midlands collaboration which provides a range of policing and support services including major crime, special branch, forensics and serious and organised crime. The collaboration aims to promote a more cost-effective provision of these important policing services through forces working together. The force has made extensive use of this collaboration as well as outsourcing to a private sector partner; this contributes 31 percent of its savings. This is a significant achievement.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to build on the force's understanding of the changing demands for its police services.

Over the past 12 months, there have been a number of inspections made of Lincolnshire Police that have suggested that the need for better management of how quickly crimes are allocated to officers is a recurrent issue.

I will be interested to see how the force responds to the areas HMIC has identified for improvement across a range of areas over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>249</b> square miles	
	<b>1.39m</b> people	 <b>2%</b> local 10 yr change
	<b>76%</b> frontline	<b>78%</b> national level
	<b>4.4</b> per 1000 population	<b>3.7</b> national level
	 <b>16%</b> change in local workforce since 2010	 <b>14%</b> national change since 2010
	<b>0.06</b> per person	<b>0.05</b> national level
	<b>Local</b> 5 yr trend (no change)	<b>National</b> 5 yr trend
	<b>64p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Jane Kennedy  
[www.merseysidepcc.info/](http://www.merseysidepcc.info/)

## Chief Constable

Sir Jon Murphy QPM  
[www.merseyside.police.uk/](http://www.merseyside.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/merseyside/](http://www.justiceinspectorates.gov.uk/hmic/merseyside/)

Data sources: see end of Part 3

# Merseyside Police

This is the first PEEL Assessment of Merseyside Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Merseyside I have taken into account the challenges to policing the area. Merseyside serves a diverse population in a mix of urban and rural locations. The resident population is swelled throughout the year by a large student population and visitors to the region's sporting events, conference and exhibition centres, major retail outlets and leisure facilities. Despite considerable investment and regeneration, there remain significant areas of deprivation. Serious and organised crime and the illegal use of firearms present a challenge to the force.

I have been impressed with Merseyside's clear priorities to prevent and reduce crime. The force can clearly demonstrate how these priorities are reflected in resource allocation and activity. The force also has good arrangements in place for understanding the vulnerability of victims of anti-social behaviour and monitoring performance. The ability of Merseyside to disrupt organised crime groups using a range of tactics is a clear strength, and it also deals particularly well with serious sexual offending.

I have also been impressed by the force's understanding of the issues facing it, and its comprehensive and well-managed change programme to achieve the savings required, while minimising as far as possible the impact on frontline policing. Importantly, the force is planning now for further funding reductions and future financial pressures.

There is scope for Merseyside to enhance its ability to capture evidence of 'what works' in investigation, and use this knowledge to further improve the services it provides to victims of crime.

Although there have been some notable improvements, I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of Merseyside that have suggested that the force is creating a more victim-focused approach.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. In particular:

- increased victim focus;
- consistent coordination of partnership activity; and
- non-pay savings plans.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>607</b> square miles	
<b>POPULATION</b> 	<b>8.41m</b> people	<b>↑ 14%</b> local 10 yr change
<b>WORKFORCE</b> 	<b>81%</b> frontline  <b>5.4</b> per 1000 population	<b>78%</b> national level  <b>3.7</b> national level
	<b>↓ 14%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 	<b>0.07</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
<b>COST</b> 	<b>88p</b> per person per day local	<b>55p</b> per person per day national



## Deputy Mayor for Policing and Crime

Stephen Greenhalgh  
[www.london.gov.uk/priorities/policing-crime](http://www.london.gov.uk/priorities/policing-crime)

## Commissioner of the Metropolitan Police

Sir Bernard Hogan-Howe QPM  
[www.met.police.uk/](http://www.met.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/metropolitan/](http://www.justiceinspectorates.gov.uk/hmic/metropolitan/)

Data sources: see end of Part 3

# Metropolitan Police Service

This is the first PEEL Assessment of the Metropolitan Police Service. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of the Metropolitan Police Service (MPS) I have taken into account the challenges of policing London.

The MPS is the biggest police force in the UK, and the largest city force in the European Union. London presents unique challenges: it hosts major events such as Notting Hill Carnival and ceremonial duties, and it is a popular destination for overseas visitors.

I have been encouraged by the priority given to tackling domestic abuse and anti-social behaviour. The leadership of this important work is translated into activity at a borough level and there is an understanding that it needs to continue to improve; anti-social behaviour levels are falling in London.

I have also been encouraged by the way in which the MPS has met the requirements of the spending review. The force has been through significant structural change during the past two years and has managed to sustain and improve performance in many areas.

Although the force's approach to investigating offending is good in parts, I do have concerns about the inconsistencies in the quality of investigations. This means that the MPS may be missing opportunities to gather the best possible evidence to secure a successful outcome in some cases.

The domestic abuse inspection found that the force's databases did not easily allow repeat victims to be identified if the callers did not identify themselves as previous callers.

I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of the MPS that have suggested that inconsistency in the quality of police practice across the 32 boroughs is a recurrent issue.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months; in particular, how the MPS fulfils its plans to make savings from its technology and estate costs while improving the way it uses technology to sustain the effectiveness and efficiency of its services.

**Stephen Otter QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>2,077</b> square miles	
<b>POPULATION</b> 			<b>0.87m</b> people ↑ <b>7%</b> local 10 yr change	
<b>WORKFORCE</b> 			<b>75%</b> frontline  <b>3.3</b> per 1000 population ↓ <b>7%</b> change in local workforce since 2010	<b>78%</b> national level  <b>3.7</b> national level ↓ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.04</b> per person ↓ Local 5 yr trend	<b>0.05</b> national level ↓ National 5 yr trend
<b>COST</b> 			<b>50p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Stephen Bett  
[www.norfolk-pcc.gov.uk](http://www.norfolk-pcc.gov.uk)

## Chief Constable

Simon Bailey  
[www.norfolk.police.uk/](http://www.norfolk.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/norfolk/](http://www.justiceinspectorates.gov.uk/hmic/norfolk/)

Data sources: see end of Part 3

# Norfolk Constabulary

This is the first PEEL Assessment of Norfolk Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at investigating offending, good at tackling anti-social behaviour and outstanding at reducing crime and preventing offending;
-  the **efficiency** with which the force carries out its responsibilities is outstanding; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Norfolk Constabulary I have taken into account the challenges to policing this area.

Norfolk is the fifth largest county in England and Wales and has a predominantly rural population. Tourism is a major industry with millions of visitors drawn to the area each year. The county has an increasingly diverse population with the local agricultural industry over the last few years attracting substantial numbers of workers from Eastern Europe.

I have been extremely impressed by the force's real commitment to neighbourhood policing which lies at the heart of its outstanding approach to preventing offending and reducing crime. The force has protected its local neighbourhood teams, which work very well with partners (including local councils) in coming up with creative long-term solutions to keep communities safe.

The force has an outstanding approach to preventing offending, targeting the most prolific offenders across the county. The force is good at investigating offending, and is committed to improving the quality of investigations, providing more training to staff aimed at improving the outcomes for victims. Norfolk has one of the highest detection rates in England and Wales.

There is a very strong focus on victim care, led by the chief constable. This ethos of protecting the most vulnerable is evident at all levels throughout the organisation. It is very effective at identifying and responding to emerging threats and risks to the community, with some excellent responses to so-called 'hidden crimes' such as child online grooming and human trafficking.

Tackling domestic abuse is a force priority and there is a strong focus on victims. The force has a robust process to identify those who are vulnerable (this could be because of their age or because they have been victimised before) so they can be provided with the correct level of support. There is a good standard of service for domestic abuse victims at the highest risk of harm. The force has recently invested resources to support those who are assessed as being at lower levels of risk too.

I have also been impressed with Norfolk's response to the financial challenge. The force has performed exceptionally well in reducing its costs while maintaining the service it provides to the public. It is also planning for the long-term, taking the necessary steps today, so it is ready to meet future funding challenges.

Norfolk's success is in part due to its considerable understanding of the demand it faces and the way it analyses and assesses this to decide how to provide policing effectively, as well as its collaboration with Suffolk Constabulary.

Officers and staff in Norfolk are aware of the boundaries between unprofessional and professional behaviour. Staff feel confident to challenge unethical and unprofessional behaviour thanks to a supportive culture and environment.

Despite these many positives I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine specifically leadership as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

Over the past 12 months, there have been a number of inspections made of Norfolk Constabulary with a recurrent theme; the force could do more to exploit opportunities to maximise the benefits of technology including the use of mobile data.

I am particularly interested to see how the force develops its partnership working in collaboration, most notably with Suffolk Constabulary, over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>913</b> square miles	
	<b>0.71m</b> people	<b>↑10%</b> local 10 yr change
	<b>75%</b> frontline	<b>78%</b> national level
	<b>3.2</b> per 1000 population	<b>3.7</b> national level
	<b>↓17%</b> change in local workforce since 2010	<b>↓14%</b> national change since 2010
	<b>0.05</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
	<b>46p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Adam Simmonds  
[www.northantspcc.org.uk/](http://www.northantspcc.org.uk/)

## Chief Constable

Adrian Lee  
[www.northants.police.uk/](http://www.northants.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/northamptonshire/](http://www.justiceinspectorates.gov.uk/hmic/northamptonshire/)

Data sources: see end of Part 3

# Northamptonshire Police

This is the first PEEL Assessment of Northamptonshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of Northamptonshire Police I have taken into account the challenges in policing the area.

Northamptonshire is a small county with a blend of rural and urban communities. The population is diverse, with emerging Somali and Eastern European communities. A number of major roads run through the county.

I have been impressed with the force's focus on preventing crime. It works well with partners, such as local councils, in understanding local priorities and ensuring that the public receive joined-up service. The force is improving the way it cares for victims of crime, but more work needs to be done in this regard. Anti-social behaviour is a key priority for the force and there is some good work going on across the county to reduce it and to support and protect victims.

The force faces a challenging financial future but it understands the issues and continues to take positive steps to achieve savings while keeping its communities safe.

I am concerned that although the domestic abuse inspection found the force's response was effective in some respects, there were important areas where improvement was needed in order to keep victims safe and to reduce the risk of them coming to further harm.

I also have concerns about the way the force manages some crime investigations. More work is needed to improve the way investigations are conducted to ensure that victims consistently get the best results in terms of offenders being brought to justice.

I also have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

The force is part of the successful East Midlands collaboration which provides a range of policing and support services including major crime, special branch, forensics and serious and organised crime. The collaboration aims to promote a more cost-effective provision of these important policing services through forces working together.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>2,144</b> square miles
<b>POPULATION</b> 			<b>1.43m</b> people ↑ <b>2%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>77%</b> frontline <b>78%</b> national level <b>3.8</b> per 1000 population <b>3.7</b> national level ↓ <b>20%</b> change in local workforce since 2010 ↓ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.04</b> per person <b>0.05</b> national level ↓ Local 5 yr trend ↓ National 5 yr trend
<b>COST</b> 			<b>53p</b> per person per day local <b>55p</b> per person per day national



## Police and Crime Commissioner

Vera Baird  
[www.northumbria-pcc.gov.uk/](http://www.northumbria-pcc.gov.uk/)

## Chief Constable

Sue Sim QPM  
[www.northumbria.police.uk/](http://www.northumbria.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/northumbria/](http://www.justiceinspectorates.gov.uk/hmic/northumbria/)

Data sources: see end of Part 3

# Northumbria Police

This is the first PEEL Assessment of Northumbria Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, it is good at investigating offending and is outstanding at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Northumbria I have taken into account the challenges to policing the area.

The Northumbria area includes two cities, three heavily populated urban areas and extensive rural landscapes. The area has three universities, many large retail areas and leisure facilities, and a vibrant night-time economy. During the summer months there is a large increase in population.

I have been impressed by the way in which neighbourhood policing remains the bedrock of policing in Northumbria. Neighbourhood policing teams use a range of effective tactics to prevent crime and anti-social behaviour, while ensuring that the most vulnerable are protected. Northumbria has seen bigger reductions in crime over recent years than across England and Wales as a whole, and victim satisfaction with policing services is among the highest in England and Wales.

I was also impressed by the force's approach to anti-social behaviour, which is a clear priority for the force, recognised by staff and partners alike, with good work taking place in the neighbourhood teams to tackle anti-social behaviour. However, the force could do more to learn from what works in crime fighting and crime prevention.

The force understands the issues facing it, and has a comprehensive and well-managed change programme in place to achieve the savings required and to protect frontline and visible roles. I was reassured by the level of detail that underpins Northumbria's saving. The force is achieving the savings required today while planning for the future.

I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months, in particular, in addressing the recommendations from the crime data integrity inspection report.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 		<b>834</b> square miles
<b>POPULATION</b> 		<b>1.1m</b> people ↑ <b>7%</b> local 10 yr change
<b>WORKFORCE</b> 		<b>74%</b> frontline <b>78%</b> national level <b>3.5</b> per 1000 population <b>3.7</b> national level ↓ <b>12%</b> change in local workforce since 2010 ↓ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 		<b>0.06</b> per person <b>0.05</b> national level ↓ Local 5 yr trend ↓ National 5 yr trend
<b>COST</b> 		<b>49p</b> per person per day local <b>55p</b> per person per day national



## Police and Crime Commissioner

Paddy Tipping  
[www.nottinghamshire.pcc.police.uk/](http://www.nottinghamshire.pcc.police.uk/)

## Chief Constable

Chris Eyre QPM  
[www.nottinghamshire.police.uk/](http://www.nottinghamshire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectors.gov.uk/hmic/nottinghamshire/](http://www.justiceinspectors.gov.uk/hmic/nottinghamshire/)

Data sources: see end of Part 3

# Nottinghamshire Police

This is the first PEEL assessment of Nottinghamshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending. I have some specific concerns about its approach to domestic abuse and child protection;
-  the **efficiency** with which the force carries out its responsibilities requires improvement. However, there has been a notable improvement in the force's approach since the initial inspection; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL assessment of Nottinghamshire Police I have taken into account the challenges in policing the area. Nottinghamshire has a culturally and ethnically diverse population with a significant proportion of the total population living in the city. This number is further increased by a large number of university students. While the county's economy features major companies, unemployment is above the national average and there are areas of severe social deprivation.

I have been impressed by the way the force works in strong partnership with others, such as local councils, to prevent crime. In particular the force works well with its partners in identifying and working with repeat offenders to prevent them from continuing to commit crime. The force has good links with its communities and works well with them to understand local priorities. It takes joint action to identify and prevent the escalation of anti-social behaviour. It has also made good progress in reinforcing ethical and professional behaviour across the force. However, I do have concerns about weaknesses in the way the force investigates offending. It cannot be confident that investigations are consistently carried out to the required standard. The force requires improvement in the way it gathers evidence and supervises investigations. Some staff investigating crimes do not have the appropriate levels of professional training. I am particularly concerned by the lack of capacity and investigative capability in the force's public protection team, which deals with child protection and domestic abuse. The force has recently agreed a plan to increase the number of staff working in this vitally important area.

The efficiency of the force requires improvement. Earlier this year I found that the way in which the force was configured was increasingly unaffordable in the face of further cost reductions. I am now encouraged that the force has a plan for introducing an affordable and sustainable model of policing. However, I am concerned that if Nottinghamshire Police does not implement its plans without slippage, it will not be able to achieve future savings. This may have an adverse effect on the service the force provides to the public. I also have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

The force is part of the successful East Midlands collaboration which provides a range of policing and support services including major crime, special branch, forensics and serious and organised crime. The collaboration aims to promote a more cost-effective provision of these important policing services through forces working together. At a local level, the force is innovative in how it works with the city council. It jointly manages council employees, officers and police staff to tackle anti-social behaviour and prevent crime.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow HMIC to take account of the College of Policing review of leadership that is currently underway. In common with other forces, there is a need to build on its understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of the force that have suggested that the capacity and capability of the public protection team who are responsible for domestic abuse and child protection is a recurrent issue.

I will be particularly interested to see how the force implements its new and affordable model of policing, and how well it responds to the other areas HMIC has identified for improvement in the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



		
<b>FORCE AREA</b> <b>2,375</b> square miles		
<b>POPULATION</b> 		
<b>0.69m</b> people	<b>↑ 3%</b> local 10 yr change	
<b>WORKFORCE</b> 		
<b>76%</b> frontline	<b>78%</b> national level	
<b>3.8</b> per 1000 population	<b>3.7</b> national level	
<b>↓ 2%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010	
<b>VICTIM-BASED CRIMES</b> 		
<b>0.05</b> per person	<b>0.05</b> national level	
<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend	
<b>COST</b> 		
<b>58p</b> per person per day local	<b>55p</b> per person per day national	



## Police and Crime Commissioner

Winston Roddick  
[www.northwales-pcc.gov.uk/](http://www.northwales-pcc.gov.uk/)

## Chief Constable

Mark Polin QPM  
[www.north-wales.police.uk/](http://www.north-wales.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/north-wales/](http://www.justiceinspectorates.gov.uk/hmic/north-wales/)

Data sources: see end of Part 3

# North Wales Police

This is the first PEEL Assessment of North Wales Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the available evidence suggests that the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of North Wales I have taken into account the challenges to policing the area.

North Wales is an economically and culturally diverse area. Predominately rural, it also has many square miles of national parkland and a number of world heritage sites. Wrexham is the largest town in the force area. Farming and agriculture is of economic importance, as is the tourism industry. Around a third of the population is able to speak, read or write in Welsh.

I have been encouraged by how North Wales has reduced crime in the past four years. While the rate of reduction is broadly in line with that for England and Wales, the likelihood of being a victim of crime or anti-social behaviour (per 1,000 population) is less in North Wales.

Partners work closely with the force to manage offenders who are the most likely to cause harm in communities and criminals who are most likely to reoffend. The force has sophisticated joint working arrangements with councils and other local service providers to support victims who are vulnerable or persistently targeted.

Nevertheless, the service provided to victims tended to be inconsistent and the force could not be confident that all victims were getting the response they needed when the force investigated offences and safeguarded victims, particularly repeat and vulnerable victims of domestic violence. Victim satisfaction with the police is well below the figure for most other forces in England and Wales. However, the crime inspection found evidence that North Wales had made some progress to improve its response to domestic abuse. I also have concerns about the timeliness of the force's decisions on crime-recording.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

Over the past 12 months, there have been a number of inspections made of North Wales that have suggested a recurrent issue around the identification of repeat and vulnerable victims at first point of contact.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>3,208</b> square miles	
<b>POPULATION</b> 			<b>0.81m</b> people ⬆️ <b>6%</b> local 10 yr change	
<b>WORKFORCE</b> 			<b>75%</b> frontline  <b>3.2</b> per 1000 population  ⬇️ <b>10%</b> change in local workforce since 2010	<b>78%</b> national level  <b>3.7</b> national level  ⬇️ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.04</b> per person  ⬇️ Local 5 yr trend	<b>0.05</b> national level  ⬇️ National 5 yr trend
<b>COST</b> 			<b>48p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Julia Mulligan  
[www.northyorkshire.police.uk/](http://www.northyorkshire.police.uk/)

## Chief Constable

Dave Jones  
[www.northyorkshire.police.uk/](http://www.northyorkshire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/north-yorkshire/](http://www.justiceinspectorates.gov.uk/hmic/north-yorkshire/)

Data sources: see end of Part 3

# North Yorkshire Police

This is the first PEEL Assessment of North Yorkshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of North Yorkshire I have taken into account the challenges to policing the area.

The policing area consists of the North Yorkshire County and the unitary authority City of York council areas. Much of the county falls within the Yorkshire Dales and North York Moors national parks. The isolation and poor access to transport and services in some areas adds to the vulnerability of the ageing population. The county attracts large numbers of seasonal visitors and transient workers to the region and, while tourism boosts the rural economy, it also contributes to demand in relation to road safety, vehicle crime, burglary and anti-social behaviour. North Yorkshire does contain some urban concentrations with a vibrant night-time economy, where the pattern of demand, types of offences, and partnership structures are significantly different from the rest of the county. The force area houses key strategic military installations such as the largest garrison in Europe at Catterick and RAF Menwith Hills and Fylingdales. In July, along with colleagues in West and South Yorkshire, an excellent policing operation was put in place for the Tour de France Grande Depart. This was a significant policing event for the force.

I have been impressed by the force's assessments of the demands it faces. It has used these to distribute resources and reshape the way it provides policing, with neighbourhood policing remaining the foundation of the force's policing style. Neighbourhood policing and anti-social behaviour are central priorities for the force. I was impressed by the force's strong focus on engagement with communities and the neighbourhood policing teams' understanding of community concerns and issues. The good use the force makes of Police Community Support Officers (PCSOs) to support victims of domestic abuse in the community. I was also impressed by the governance arrangements in relation to corruption, which are excellent.

I do have concerns about the force's integrated offender management approach, which is disjointed with an inconsistent approach being taken across the force with a lack of understanding of the approach among staff and officers. In addition, although the force has invested in building its investigatory capacity, there is more the force could do to improve supervision and file build quality. The force continues to explore collaborative arrangements with other police forces. I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. As set out above, the force has formed a good understanding of the demand it faces, and has used this understanding effectively. In common with other forces, there is a need to further understand the changing demands for police services.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. I will be particularly interested to see the following developments:

- final implementation of the new operating model;
- the rollout of mobile technology to staff;
- collaboration with neighbouring police forces; and
- changes in operational performance, with the victim at the centre and a clear emphasis on crime prevention, reduction and investigation.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>803</b> square miles	
	<b>1.29m</b> people	<b>↑ 7%</b> local 10 yr change
	<b>76%</b> frontline	<b>78%</b> national level
	<b>3.9</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 5%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
	<b>0.06</b> per person	<b>0.05</b> national level
	<b>57p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Alun Michael

[www.southwalescommissioner.org.uk/](http://www.southwalescommissioner.org.uk/)

## Chief Constable

Peter Vaughan QPM

[www.south-wales.police.uk/](http://www.south-wales.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/south-wales/](http://www.justiceinspectorates.gov.uk/hmic/south-wales/)

Data sources: see end of Part 3

# South Wales Police

This is the first PEEL Assessment of South Wales Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and outstanding at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of its practices that were examined this year.

In making this first PEEL Assessment of South Wales I have taken into account the challenges to policing a diverse area. South Wales has urban, rural and coastal areas with the two largest cities in Wales, Swansea and the capital city Cardiff. South Wales provides a policing service to around two-fifths of the Welsh population. Swansea has a ferry port, premier league football team, regional rugby team and a student population. Cardiff, one of the fastest growing cities in Europe, attracts a large number of visitors per year, and is the home to the Welsh Government, Millennium Stadium, an international airport, championship football team, regional rugby team, international cricket stadium and a large number of students.

I have been impressed by the outstanding practice developed by South Wales Police when tackling anti-social behaviour. Partnership working is strong across the force and the way in which the force works with neighbourhoods to solve problems improves the quality of life for local communities. The force has made excellent progress in response to budget reductions, with one of the smallest reductions in the workforce in England and Wales.

The all-Wales counter-terrorism unit, known as WECTU, and the serious and organised crime collaboration, known as Tarian, were mature and effective arrangements. The force puts victims at the centre of how it works, and places a strong emphasis on crime reduction and prevention. There is evidence of practices in place to protect the majority of vulnerable victims and a number of good services are available when tackling high-risk domestic abuse and keeping victims safe. I do, however, have concerns that the service was not so good for victims of domestic abuse who were assessed as posing a lower risk.

The force's approach to crime-recording is good, with a high degree of accuracy. Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services. I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>599</b> square miles
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	<b>1.36m</b> people	<b>↑ 7%</b> local 10 yr change
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	<b>75%</b> frontline	<b>78%</b> national level
	<b>3.7</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 12%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010

	<b>0.06</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend

	<b>52p</b> per person per day local	<b>55p</b> per person per day national
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## Police and Crime Commissioner

Alan Billings  
[www.southyorkshire-pcc.gov.uk](http://www.southyorkshire-pcc.gov.uk)

## Chief Constable

David Crompton QPM  
[www.southyorks.police.uk/](http://www.southyorks.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/south-yorkshire/](http://www.justiceinspectorates.gov.uk/hmic/south-yorkshire/)

Data sources: see end of Part 3

# South Yorkshire Police

This is the first PEEL Assessment of South Yorkshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, and good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending. I have some specific concerns about its approach to child protection;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in a limited number of the practices that were examined this year.

In making this first PEEL Assessment of South Yorkshire I have taken into account the challenges to policing the area. South Yorkshire is an economically and culturally diverse population covering four metropolitan boroughs: Barnsley, Doncaster, Rotherham and Sheffield. The force has a high student population. It has good strategic transport routes including main arterial motorways, train hubs and an international airport. The force has been presented with some challenges during the past year. The publication of the Jay Report in August on child sexual exploitation in Rotherham has had significant implications. South Yorkshire continues to manage nationally important legacy issues including Hillsborough and the aforementioned child sexual exploitation issue in Rotherham.

The force has had to manage a number of major events in the past year. In July, along with colleagues in West and North Yorkshire, an excellent policing operation was put in place for the Tour de France Grande Depart. Since November 2013, the force has put in place eight public order operations relating to either the English Defence League or those with opposing views. These operations have had substantial resource implications. I have been encouraged by the plans the force has in place to meet its savings requirement for 2014/15. The force will meet the overall financial challenge of the spending review. Importantly, the force will implement new structures for providing policing within its four districts. This work will provide a more flexible model in order to cope with the future, and is associated with a clear focus on improving the quality of victim contact. Of central importance to savings for 2016/17 and beyond is extending existing collaborations with other forces in the Yorkshire and Humber region. Partnership working, early intervention, and the management of offenders are strengths for the force. However, the force's approach to investigating crime requires some improvement. I have some concerns about the response and initial action being taken to safeguard victims. I was pleased that on child protection South Yorkshire has made some good progress, particularly in cases where concerns about children have been clearly identified at the outset. However, there was concern that practice is inconsistent so not all children receive the appropriate standard of treatment. More must be done to improve the care of children in custody. There was also concern about the lack of understanding of the risk posed by offenders who target vulnerable children, as well as shortcomings in the protection of children in care.

I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be. Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. In common with other forces, there is a need to develop a better understanding of the changing demands for police services. I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. I will be particularly interested to see how the force:

- addresses the recommendations from the crime data integrity inspection report;
- continues to respond to recommendations around public protection, especially child sexual exploitation;
- continues to modernise the policing model under the Diamond Review Programme; and
- ensures that operational performance, with the victim at the centre, has a clear emphasis on crime prevention, reduction and investigation.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>1,048</b> square miles
<b>POPULATION</b> 			<b>1.1m</b> people ⬆️ <b>5%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>78%</b> frontline <b>78%</b> national level <b>2.8</b> per 1000 population <b>3.7</b> national level ⬇️ <b>18%</b> change in local workforce since 2010 ⬇️ <b>14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.05</b> per person <b>0.05</b> national level ⬇️ Local 5 yr trend ⬇️ National 5 yr trend
<b>COST</b> 			<b>45p</b> per person per day local <b>55p</b> per person per day national



## Police and Crime Commissioner

Matthew Ellis  
[www.staffordshire-pcc.gov.uk/](http://www.staffordshire-pcc.gov.uk/)

## Temporary Chief Constable

Jane Sawyers  
[www.staffordshire.police.uk/](http://www.staffordshire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/staffordshire/](http://www.justiceinspectorates.gov.uk/hmic/staffordshire/)

Data sources: see end of Part 3

# Staffordshire Police

This is the first PEEL Assessment of Staffordshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, and it is outstanding at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is outstanding; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Staffordshire Police I have taken into account the challenges to policing the area.

Staffordshire has varied geography ranging from the sparsely populated area of Staffordshire Moorlands to urban and densely populated areas, such as the city of Stoke-on-Trent, and the towns of Tamworth, Cannock and Burton-upon-Trent.

I have been impressed with the force's outstanding approach to tackling anti-social behaviour, with consistent community engagement and highly effective partnership working arrangements. Staffordshire provides outstanding value for money. The force has reduced its spending considerably and at the same time continued to do an excellent job in fighting crime and keeping communities safe.

Despite the force having reduced its police officer strength by 23 percent since 2010, it has worked creatively to maintain a strong focus on improving service quality and putting the victim at the centre of policing. Victim satisfaction is one of the highest for England and Wales.

The force's approach to crime recording is good, with a high degree of accuracy. However, I have some concerns that quality of investigations in Staffordshire is inconsistent. Victims are not always kept up to date as investigations progress, and supervisors offer a limited amount of advice and direction to maximise the likelihood of a successful outcome. The domestic abuse inspection found the response to victims was less structured, and there was concern that victims of repeat incidents of domestic abuse may not be identified and their safety adequately addressed.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>1,467</b> square miles	
<b>POPULATION</b> 			<b>0.74m</b> people	<b>↑ 8%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>76%</b> frontline	<b>78%</b> national level
			<b>3.1</b> per 1000 population	<b>3.7</b> national level
			<b>↓ 6%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.04</b> per person	<b>0.05</b> national level
			<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
<b>COST</b> 			<b>44p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Tim Passmore  
[www.suffolk-pcc.gov.uk/](http://www.suffolk-pcc.gov.uk/)

## Chief Constable

Douglas Paxton QPM  
[www.suffolk.police.uk/](http://www.suffolk.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/suffolk/](http://www.justiceinspectorates.gov.uk/hmic/suffolk/)

Data sources: see end of Part 3

# Suffolk Constabulary

This is the first PEEL Assessment of Suffolk Constabulary. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Suffolk Constabulary I have taken into account the challenges to policing the area. Suffolk Constabulary is a small force.

There are seven local authority areas across this largely rural county. There are four military bases, a nuclear power station and Felixstowe is the largest container port in Europe. Tourism is a major industry, with a large number of visitors drawn to the area, particularly during the summer months.

I have been impressed with the force's strong commitment to preventing and reducing crime; it works well with other partners, especially local councils, to this end. The force is also working well to target prolific offenders across the county.

I am encouraged that neighbourhood policing remains at the heart of the force's approach. Safer neighbourhood teams deal with their local community's concerns well and are good at preventing and tackling anti-social behaviour. The force has a strong focus on victims – in particular, those who are vulnerable (this could be because of their age or because they have been victimised before).

I have also been impressed that Suffolk Constabulary has worked hard to reduce its costs and that it is on track to achieve the savings required during the current spending review period. The force has made progress in developing its collaboration over the last four years with Norfolk Constabulary. However, I am concerned that, with a gap in its future budget, the financial outlook for the force is less positive.

Officers and staff in Suffolk are aware of the boundaries of unprofessional and professional behaviour, and staff feel confident to challenge unethical and unprofessional behaviour, thanks to a supportive culture and environment. There is some room for improvement in the way the force investigates offending. For example, there is only a limited focus on monitoring and improving the quality of crime investigations.

I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. Over the past 12 months, there have been a number of inspections made of Suffolk Constabulary with a recurrent issue that the force could do more to maximise the benefits of technology, including the use of mobile data to support officers on the front line.

I will be particularly interested to see how the force responds to its future funding gap and how it continues to develop its collaboration with Norfolk Constabulary over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>642</b> square miles	
	<b>1.15m</b> people	 <b>8%</b> local 10 yr change
	<b>79%</b> frontline	<b>78%</b> national level
	<b>3.4</b> per 1000 population	<b>3.7</b> national level
	 <b>7%</b> change in local workforce since 2010	 <b>14%</b> national change since 2010
	<b>0.04</b> per person	<b>0.05</b> national level
	 Local 5 yr trend	 National 5 yr trend
	<b>49p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Kevin Hurley  
[www.surrey-pcc.gov.uk/](http://www.surrey-pcc.gov.uk/)

## Chief Constable

Lynne Owens  
[www.surrey.police.uk/](http://www.surrey.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/surrey/](http://www.justiceinspectorates.gov.uk/hmic/surrey/)

Data sources: see end of Part 3

# Surrey Police

This is the first PEEL Assessment of Surrey Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour, however it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Surrey I have taken into account the challenges to policing this area.

Surrey's proximity to London and the motorway network makes the county more vulnerable than others to travelling criminals. Its population density is much higher than 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.

I have been impressed that neighbourhood policing remains at the heart of the Surrey Police's approach. Anti-social behaviour is a priority and the force uses a wide range of effective tactics to reduce it. The force works well with partners to tackle serious offenders. There is a good victim focus within the force, and a commitment to identifying and supporting the most vulnerable victims.

It is encouraging that Surrey Police is on track to achieve the financial challenge of the spending review. It is planning for the future by taking the necessary steps today, so it is ready to meet future funding requirements.

However, I do have concerns about weaknesses in the quality of crime investigations particularly those involving victims at the highest risk of harm. There is inconsistency in supervision and a lack of resourcing and capability within investigation teams.

I was concerned about the fragmented approach and gaps in the service to some victims of domestic abuse. However, the force has made progress in improving its response to domestic abuse since then.

I also have concerns about the force's approach to crime-recording, which is not as accurate as it should be. This includes serious sexual offences, domestic abuse and offences against children committed by adults.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

Over the past 12 months, there have been a number of inspections made of Surrey that have suggested a number of recurrent issues, in particular the need to improve supervision of crime investigations, especially those involving victims at high risk of harm.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



 <b>FORCE AREA</b>	<b>1,460</b> square miles	
 <b>POPULATION</b>	<b>1.63m</b> people	 <b>8%</b> local 10 yr change
 <b>WORKFORCE</b>	<b>74%</b> frontline	<b>78%</b> national level
	<b>3.1</b> per 1000 population	<b>3.7</b> national level
	 <b>11%</b> change in local workforce since 2010	 <b>14%</b> national change since 2010
 <b>VICTIM-BASED CRIMES</b>	<b>0.05</b> per person	<b>0.05</b> national level
	 Local 5 yr trend	 National 5 yr trend
 <b>COST</b>	<b>43p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Katy Bourne  
[www.sussex-pcc.gov.uk/](http://www.sussex-pcc.gov.uk/)

## Chief Constable

Giles York  
[www.sussex.police.uk/](http://www.sussex.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/sussex/](http://www.justiceinspectorates.gov.uk/hmic/sussex/)

Data sources: see end of Part 3

# Sussex Police

This is the first PEEL Assessment of Sussex Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates crime;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of its practices that were examined this year.

In making this first PEEL Assessment of Sussex I have taken into account the challenges to policing this area.

Covering the rural and urban counties of East and West Sussex and the cosmopolitan city of Brighton and Hove. Sussex welcomes millions of visitors each year from the UK and overseas.

I have been impressed with the way Sussex Police's dedicated neighbourhood teams prioritise anti-social behaviour and deal with it well. The force works well in partnership with others, such as the local councils, to reduce and prevent crime.

I am also impressed that Sussex Police has a very good track record of achieving savings. In spite of a difficult financial challenge, it has achieved more savings than it needed to over the spending review period. The force recognises that for it to maintain effective service provision in the future while responding to further austerity measures it cannot do this alone. Sussex is working closely and constructively with Surrey to develop a way of providing policing that allows the two forces to gain maximum benefits from working together, both in terms of financial savings and also to improve the quality of policing.

I am concerned that the force is not investigating crime as effectively as it should be. Police officers and staff who investigate crimes are not always adequately trained or supervised. However, recently Sussex Police has put more emphasis on effective investigation and is making officers and staff more accountable for the quality of their investigations. I am concerned that officers are not provided with sufficient information to deal with domestic abuse incidents as effectively as they should be.

I also have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. Over the past 12 months, there have been a number of inspections made of Sussex that have suggested a number of recurrent issues, in particular the need to improve supervision of crime investigations.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>2,216</b> square miles	
<b>POPULATION</b> 	<b>2.32m</b> people	<b>↑ 10%</b> local 10 yr change
<b>WORKFORCE</b> 	<b>75%</b> frontline	<b>78%</b> national level
	<b>3.2</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 6%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
<b>VICTIM-BASED CRIMES</b> 	<b>0.05</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
<b>COST</b> 	<b>45p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Anthony Stansfeld  
[www.thamesvalley-pcc.gov.uk/](http://www.thamesvalley-pcc.gov.uk/)

## Chief Constable

Sara Thornton CBE QPM  
[www.thamesvalley.police.uk/](http://www.thamesvalley.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/thames-valley/](http://www.justiceinspectorates.gov.uk/hmic/thames-valley/)

Data sources: see end of Part 3

# Thames Valley Police

This is the first PEEL Assessment of Thames Valley Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, is good at investigating crime and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Thames Valley I have taken into account the challenges to policing in the counties of Berkshire, Buckinghamshire and Oxfordshire which make up the force area.

Thames Valley Police is one of the largest geographic forces in England. Communities are diverse, with densely populated urban and large rural areas and growing black and minority ethnic communities.

The Thames Valley area draws in large numbers of visitors to famous sites, it has a large student population and many business travellers. In the Thames Valley Police area there are 18 local authorities at district, county and unitary level. I have been impressed by the way that Thames Valley has continued to cut crime. It has seen one of the biggest reductions in crime and anti-social behaviour in England and Wales. The force has low overall crime levels and maintains high levels of victim satisfaction. Investigations of crime are generally carried out to a good standard by well-trained and skilled officers, particularly in the case of victims assessed to be at significant risk of harm.

Neighbourhood officers are focusing on preventing crimes and resolving local problems. They work well with partners to tackle community concerns – in particular anti-social behaviour. The force has a rigorous approach to assessing the level of risk posed by anti-social behaviour and the identification of repeat and vulnerable victims.

Thames Valley has demonstrated a good response to the funding challenge. It is now planning further significant cost reductions, while continuing to fight crime and keep its communities safe. It is particularly impressive that the force has been able to achieve significant savings with a considerably smaller reduction in officer and staff numbers than other forces and has managed to increase the numbers of officers and staff in frontline roles.

However, I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

Operation Bullfinch was a significant investigation into child sexual exploitation undertaken by Thames Valley Police. The force has taken a number of steps to address the lessons learned from that and similar investigations. The improvements the force has made are aimed at reducing the risk of these types of offences occurring in the future, and thereby minimising the risk of harm to children in the Thames Valley. I will continue to monitor the force's progress in this regard closely. I am also interested to see how the force responds to the other areas HMIC has identified for improvement over the next 12 months.

**Zoë Billingham**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>763</b> square miles	
	<b>0.55m</b> people	<b>↑ 7%</b> local 10 yr change
	<b>80%</b> frontline	<b>78%</b> national level
	<b>2.7</b> per 1000 population	<b>3.7</b> national level
	<b>↓ 22%</b> change in local workforce since 2010	<b>↓ 14%</b> national change since 2010
	<b>0.05</b> per person	<b>0.05</b> national level
	<b>↓</b> Local 5 yr trend	<b>↓</b> National 5 yr trend
	<b>46p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Ron Ball  
[www.warwickshire-pcc.gov.uk](http://www.warwickshire-pcc.gov.uk)

## Chief Constable

Andrew Parker QPM  
[www.warwickshire.police.uk](http://www.warwickshire.police.uk)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/warwickshire/](http://www.justiceinspectorates.gov.uk/hmic/warwickshire/)

Data sources: see end of Part 3

# Warwickshire Police

This is the first PEEL Assessment of Warwickshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, is good at investigating crime and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in a limited number of the practices that were examined this year.

In making this first PEEL Assessment of Warwickshire Police I have taken into account the challenges to policing the area.

Warwickshire is a landlocked non-metropolitan county in the West Midlands. Major motorways run through Warwickshire and provide good access for travelling criminals. In 2011 the force entered into a strategic alliance with West Mercia Police. To facilitate joint working the forces have developed a new shared vision and set of values.

The innovative and ambitious alliance with West Mercia has enabled the force to make efficiency savings while continuing to provide a good service to the people of West Mercia. The force has developed a strong response to crime prevention and reduction, investing resources to support victims of crime. HMIC found evidence of the commitment of frontline staff to keep victims safe and emphasis on conducting high quality investigations. Safer neighbourhood teams were alert to local anti-social behaviour issues.

The force has developed a structured plan to introduce the Code of Ethics, although more could be done to identify groups or individuals who may be vulnerable to corruption.

I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>FORCE AREA</b> <b>2,860</b> square miles	
	<b>POPULATION</b> <b>1.24m</b> people	⬆️ <b>6%</b> local 10 yr change
	<b>WORKFORCE</b> <b>75%</b> frontline  <b>2.9</b> per 1000 population	<b>78%</b> national level  <b>3.7</b> national level
	⬇️ <b>18%</b> change in local workforce since 2010	⬇️ <b>14%</b> national change since 2010
	<b>VICTIM-BASED CRIMES</b> <b>0.04</b> per person	<b>0.05</b> national level
	⬇️ Local 5 yr trend	⬇️ National 5 yr trend
	<b>COST</b> <b>45p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Bill Longmore  
[www.westmercia-pcc.gov.uk/](http://www.westmercia-pcc.gov.uk/)

## Chief Constable

David Shaw  
[www.westmercia.police.uk](http://www.westmercia.police.uk)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/west-mercia/](http://www.justiceinspectorates.gov.uk/hmic/west-mercia/)

Data sources: see end of Part 3

# West Mercia Police

This is the first PEEL Assessment of West Mercia Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour.
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of West Mercia Police I have taken into account the challenges to policing the area.

West Mercia covers three unitary Councils of Herefordshire, Shropshire, Telford and Wrekin and the two tier county of Worcestershire. There are pockets of social deprivation within the force area. In 2011, West Mercia entered into a strategic alliance with Warwickshire Police. The forces have developed a new shared vision and set of values so that they can work together more effectively and efficiently.

The innovative and ambitious alliance with Warwickshire has enabled the force to make efficiency savings while continuing to provide a good service to the people of West Mercia. The force has developed a strong response to crime prevention and reduction, investing resources to support victims of crime. We found evidence of the commitment of frontline staff to keep victims safe and an emphasis on conducting high quality investigations. Safer neighbourhood teams were alert to local anti-social behaviour issues.

The force has developed a structured plan to introduce the Code of Ethics, although more could be done to identify groups or individuals who may be vulnerable to corruption.

I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 	<b>348</b> square miles
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<b>POPULATION</b> 	<b>2.78m</b> people	↑ <b>8%</b> local 10 yr change
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<b>WORKFORCE</b> 	<b>79%</b> frontline	<b>78%</b> national level
	<b>3.9</b> per 1000 population	<b>3.7</b> national level
	↓ <b>17%</b> change in local workforce since 2010	↓ <b>14%</b> national change since 2010

<b>VICTIM-BASED CRIMES</b> 	<b>0.06</b> per person	<b>0.05</b> national level
	↓ Local 5 yr trend	↓ National 5 yr trend

<b>COST</b> 	<b>55p</b> per person per day local	<b>55p</b> per person per day national
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## Police and Crime Commissioner

David Jamieson  
[www.westmidlands-pcc.gov.uk/](http://www.westmidlands-pcc.gov.uk/)

## Chief Constable

Chris Sims OBE, QPM  
[www.west-midlands.police.uk/](http://www.west-midlands.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/west-midlands/](http://www.justiceinspectorates.gov.uk/hmic/west-midlands/)

Data sources: see end of Part 3

# West Midlands Police

This is the first PEEL Assessment of West Midlands Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the last 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, good at investigating offending and good at tackling anti-social behaviour. I have some specific concerns about its approach to child protection;
-  the **efficiency** with which the force carries out its responsibilities is outstanding; and
-  the force is acting to achieve fairness and **legitimacy** in some of the practices that were examined this year.

In making this first PEEL Assessment of West Midlands Police I have taken into account the challenges to policing this area.

The West Midlands is a predominantly urban area with a large ethnic minority population and a high demographic of young people. As a major European City Region the area deals with transnational policing issues and also faces the most significant challenge outside the capital from terrorism and extremism. The force also faces important challenges from organised crime and is the lead force in the operation of the National Ballistics Intelligence Service.

I have been impressed that West Midlands is working well to cut crime and anti-social behaviour and the force has made some good progress in understanding victims' perspectives and improving victim care. The force's approach to crime-recording is good, with a high degree of accuracy. However, there is a need for improvement in the timeliness of crime-recording decisions.

The force works well in partnership with other organisations and there are some good examples of joint projects and initiatives that appear to be making a real difference in keeping local communities safe, e.g. combating domestic abuse and 'hidden crimes' such as modern slavery, forced marriage and so-called honour-based violence.

I am concerned that there are still some areas where improvements must be made to strengthen the services to victims, particularly the approach to assessing risk in domestic abuse incidents and the response to difficult, complex or prolonged child protection cases. The force is piloting a new approach to assess and manage risk better, and to identify vulnerable victims at the earliest opportunity.

West Midlands has made excellent progress during challenging financial circumstances and has innovative plans to manage further austerity that it faces in the future.

The force appropriately identifies threats and risks posed by unprofessional behaviour, misconduct and corruption and responds to these issues robustly. However, further work is needed to improve initial assessments of misconduct, ensure misconduct processes are fair and learning points are identified.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement during the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

# Key Facts



<b>FORCE AREA</b> 			<b>783</b> square miles
<b>POPULATION</b> 			<b>2.25m</b> people ↑ <b>7%</b> local 10 yr change
<b>WORKFORCE</b> 			<b>79%</b> frontline  <b>3.7</b> per 1000 population ↓ <b>17%</b> change in local workforce since 2010
<b>VICTIM-BASED CRIMES</b> 			<b>0.06</b> per person ↓ Local 5 yr trend  <b>0.05</b> national level ↓ National 5 yr trend
<b>COST</b> 			<b>52p</b> per person per day local  <b>55p</b> per person per day national



## Police and Crime Commissioner

Mark Burns-Williamson  
[www.westyorkshire-pcc.gov.uk/](http://www.westyorkshire-pcc.gov.uk/)

## Temporary Chief Constable

Dee Collins QPM  
[www.westyorkshire.police.uk/](http://www.westyorkshire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/west-yorkshire/](http://www.justiceinspectorates.gov.uk/hmic/west-yorkshire/)

# West Yorkshire Police

This is the first PEEL Assessment of West Yorkshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, and is good at tackling anti-social behaviour. However, it requires improvement in the way it investigates offending;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in some of its practices.

In making this first PEEL Assessment of West Yorkshire I have taken into account the challenges to policing the area. There are five local authorities covering both urban and rural communities, with extremes of affluence and deprivation. The county has one airport, four universities and significant motorway and rail networks. West Yorkshire's black and minority ethnic population is increasing and community cohesion is essential in such a diverse area. There are large student populations in Leeds, Bradford and Huddersfield.

The force is currently managing legacy issues in relation to Hillsborough and Jimmy Savile.

In July 2014, along with colleagues in South and North Yorkshire, an excellent policing operation was put in place for the Tour de France Grande Depart. It has also policed five English Defence League demonstrations.

I am encouraged by the progress West Yorkshire has made since last year in developing and carrying out a programme of change that is enabling it to provide good value for money. Despite major change and significant reductions in staffing, the force has continued to provide effective policing.

The force works well with its partners, and uses a range of preventative and diversionary tactics. The challenge now is to implement the changes fully.

While burglary is a clear priority for the force, the investigation of other crime types has suffered as a result, with additional focus required on those that have a level of threat, risk and harm. The quality of response for domestic abuse victims is also a cause for concern: at the first point of contact, response is not consistent and the quality of completed risk assessments is patchy.

I have serious concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway. In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months. I will be particularly interested to see the following developments:

- addressing the recommendations from the crime data integrity inspection report;
- changes in operational performance, with the victim at the centre and a clear emphasis on crime prevention, reduction and investigation; and
- continued implementation of its change programme, particularly in relation to mobile technology.

**Michael Cunningham QPM**

Her Majesty's Inspector of Constabulary

# Key Facts



	<b>FORCE AREA</b> <b>1,346</b> square miles	
	<b>POPULATION</b> <b>0.69m</b> people	⬆️ <b>11%</b> local 10 yr change
	<b>WORKFORCE</b> <b>75%</b> frontline  <b>2.9</b> per 1000 population	<b>78%</b> national level  <b>3.7</b> national level
	⬇️ <b>15%</b> change in local workforce since 2010	⬇️ <b>14%</b> national change since 2010
	<b>VICTIM-BASED CRIMES</b> <b>0.04</b> per person	<b>0.05</b> national level
	⬇️ Local 5 yr trend	⬇️ National 5 yr trend
	<b>COST</b> <b>42p</b> per person per day local	<b>55p</b> per person per day national



## Police and Crime Commissioner

Angus Macpherson  
[www.wiltshire-pcc.gov.uk/](http://www.wiltshire-pcc.gov.uk/)

## Chief Constable

Patrick Geenty  
[www.wiltshire.police.uk/](http://www.wiltshire.police.uk/)

This is a brief summary of the HMI's assessment of the force. Significantly more information in relation to the force and HMIC's assessment of it is available on [www.justiceinspectorates.gov.uk/hmic/wiltshire/](http://www.justiceinspectorates.gov.uk/hmic/wiltshire/)

Data sources: see end of Part 3

# Wiltshire Police

This is the first PEEL Assessment of Wiltshire Police. In making this assessment I have used my professional judgment to consider the evidence available from inspections undertaken in the past 12 months.

The available evidence indicates that:

-  in terms of its **effectiveness**, in general, the force is good at reducing crime and preventing offending, is good at investigating crime and good at tackling anti-social behaviour;
-  the **efficiency** with which the force carries out its responsibilities is good; and
-  the force is acting to achieve fairness and **legitimacy** in most of the practices that were examined this year.

In making this first PEEL Assessment of Wiltshire Police I have taken into account the challenges to policing Wiltshire. Wiltshire County is home to diverse communities, with a wide range of socio-economic characteristics. Wiltshire is a largely rural county with the main towns hosting more densely populated communities. Wiltshire also has a large military personnel presence. The county is home to Stonehenge World Heritage site and the M4 corridor. Wiltshire has embarked on a number of collaborative projects in order to reach its budget reduction, including sharing forensics, specialist operations and major incident investigation resources with partners in the south west. In addition, the force has a strategic partnership agreement with Wiltshire Council.

I have been impressed by Wiltshire's focus on victims, which has improved the already high satisfaction levels over the past 12 months. The force is effective at reducing crime and preventing offending; neighbourhood policing and partnership working are recognised as strengths.

I am impressed that the chief officer team promotes a culture of professionalism and ethical behaviour and that where misconduct is reported the force responds appropriately. I am also impressed that Wiltshire will meet the financial challenge of the spending review and that the force is planning now for further funding reductions and financial pressures in the future. However, the plans to collaborate with Wiltshire Council need further work to turn the ambition into an effective model for providing policing for 2016 and beyond.

I have concerns about the force's approach to crime-recording, which is not as accurate as it should be.

Officers and staff needed further training to understand the different elements of domestic abuse other than physical assault. Telephone operators did not always succeed in identifying repeat victims, although I am encouraged by the crime inspection which found evidence that the force had made progress in improving its response to domestic abuse.

Our intention is to examine leadership specifically as part of future PEEL Assessments, once criteria have been established. This will allow us to take account of the College of Policing review of leadership that is currently underway.

In common with other forces, there is a need to develop a better understanding of the changing demands for police services.

I am particularly interested to see how the force responds to the areas HMIC has identified for improvement over the next 12 months.

**Dru Sharpling CBE**

Her Majesty's Inspector of Constabulary

The figures contained in the Key Facts panels for each of the 43 police forces may differ from those previously published elsewhere because of differences in definitions and time periods. The definitions and sources used are set out below.

**1. FORCE AREA** is measured to the nearest square mile.

**Source:** Chartered Institute of Public Finance and Accountancy

**2. POPULATION** is the count in millions. It is based on mid-year estimates of the residential population in 2013. As an exception, figures for the City of London are the transient population figures, which take into account the large number of commuters.

**Source:** Office for National Statistics

**3. WORKFORCE** is the number of full-time equivalent posts (police officers, police staff including section 38 designated officers and police and community support officers (PCSOs)) as on 31 March 2014 divided by the residential population (defined at 2), then multiplied by 1,000.

**FRONTLINE** is the proportion of the workforce, as on 31 March 2014, in a role deemed to have everyday contact with the public and who directly intervene to keep people safe and enforce the law. Those absent from duty due to maternity/paternity leave, career break, full time education, long-term leave (e.g. sickness) or suspension are excluded.

**CHANGE** is the percentage difference in the number of full-time equivalent posts (defined above) as on 31 March 2014 compared with those in posts as on 31 March 2010. These figures may differ from those previously published, for example in the Value for Money inspection reports, due to the different time periods.

**Source:** Home Office

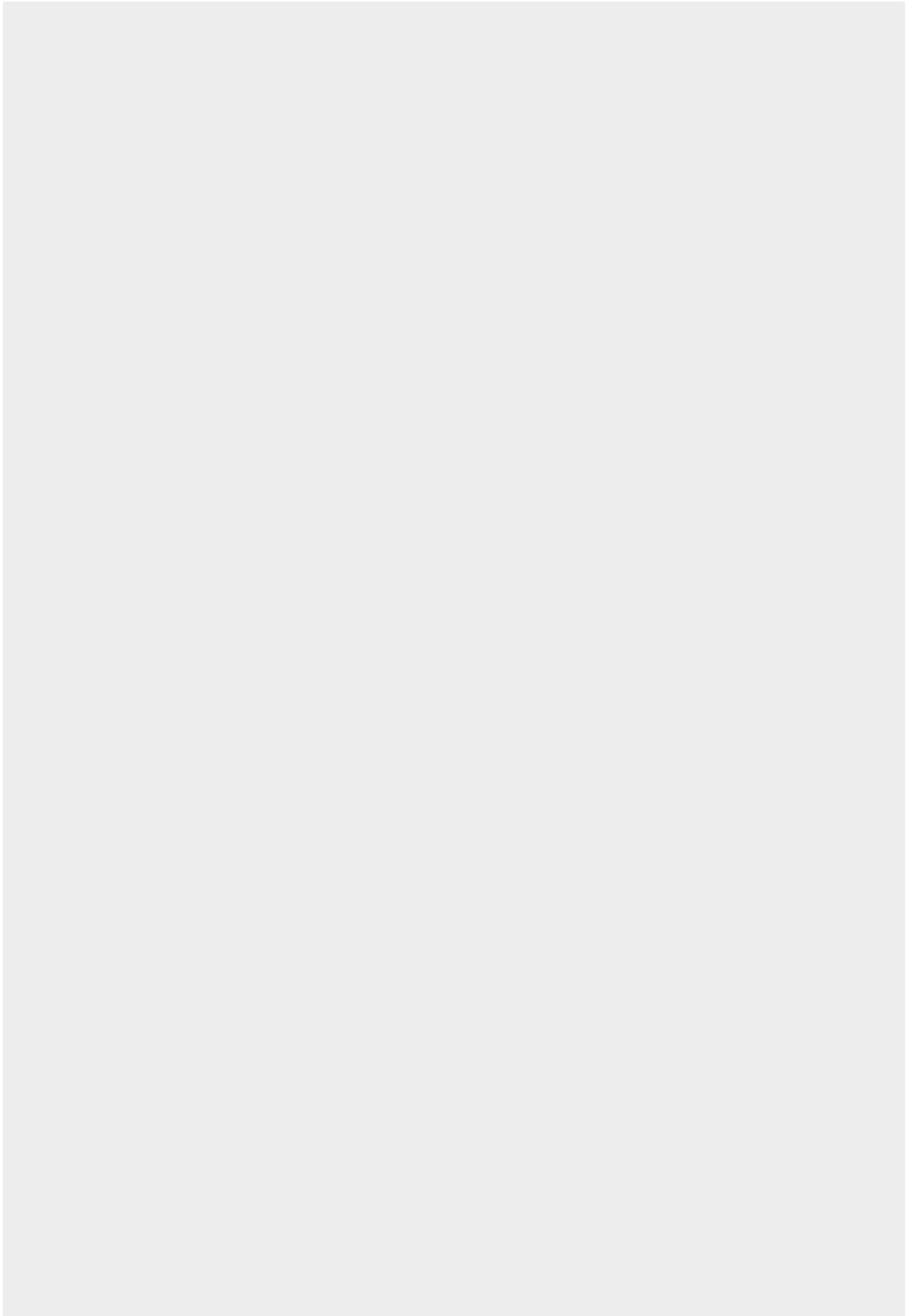
**4. VICTIM-BASED CRIMES** is the number of police recorded victim-based crimes for the 12 months to the end of June 2014, divided by the residential population (defined at 2). The count of police recorded victim-based crimes includes violence against the person, sexual offences, criminal damage, arson, robbery and theft offences. It does not include drug crimes, possession of weapons, public order and miscellaneous crimes against society, fraud or anti-social behaviour.

**CHANGE** is a significant upward/downward trend (with a 95% confidence level) in police recorded victim-based crime for 2010 to 2014 (for the 12 months ending June in each year) is identified with an upward/downward pointing arrow.

**Source:** Office for National Statistics/Home Office

**5. COST** figures are the budget estimates for the 12 months beginning in April 2014 divided by the residential population (defined at 2) and the number of days in a year. Costs are calculated as total expenditure minus earned income to show the total cost to the tax payer. The costs for national functions have been excluded to aid comparability because these vary significantly between different forces. This does not represent the amount charged per person through the council tax precept.

**Source:** Chartered Institute of Public Finance and Accountancy

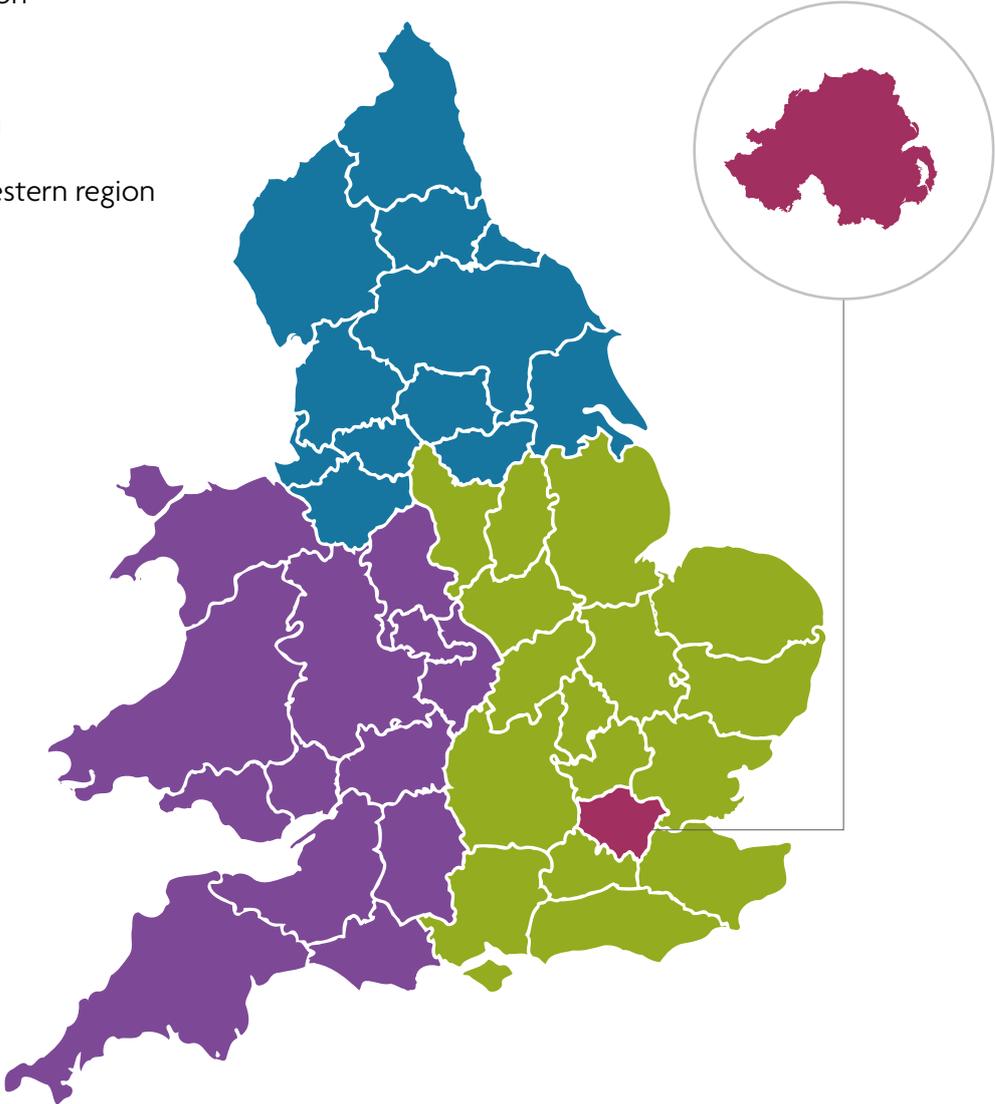




# Annexes

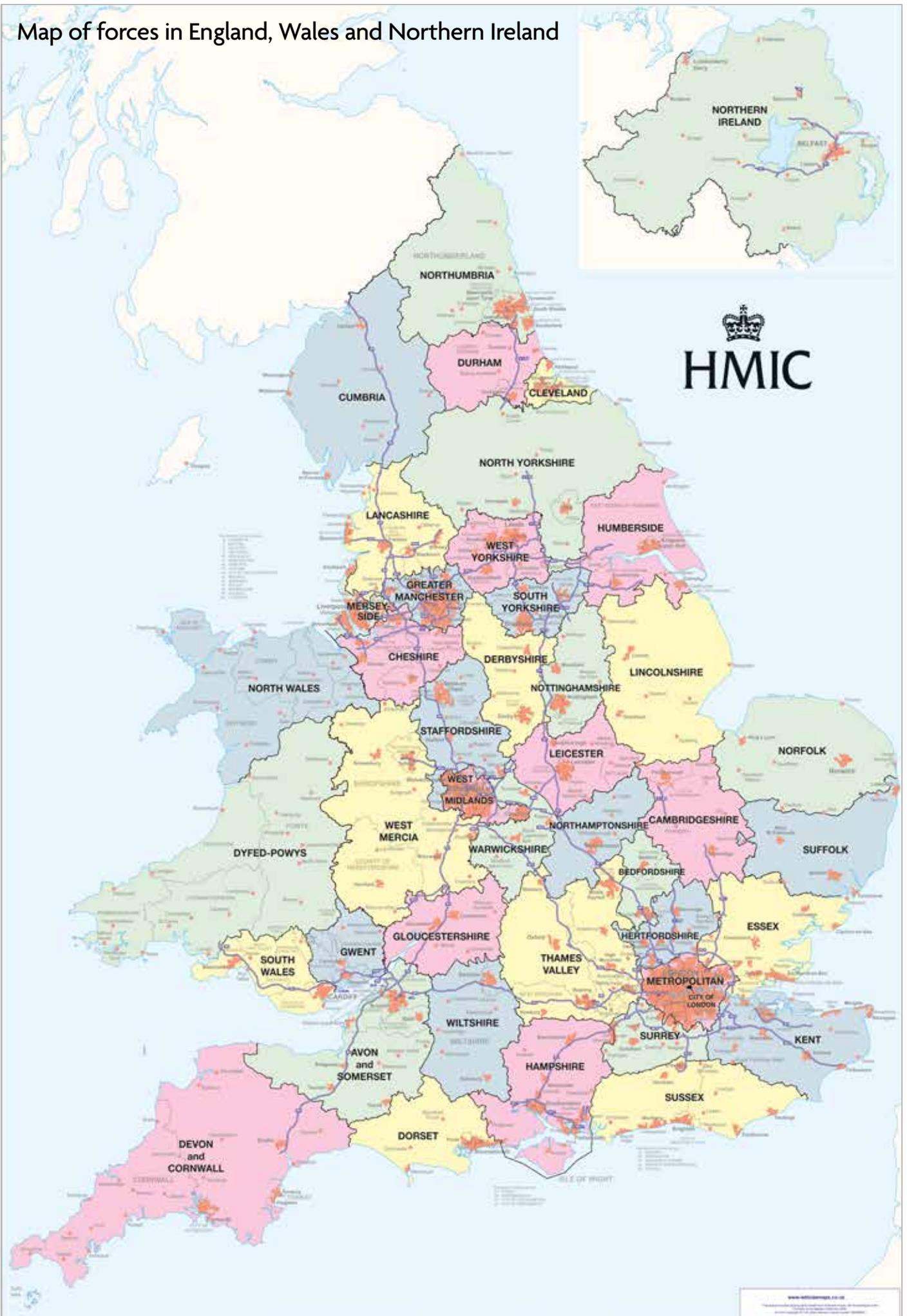
# Annex A: HMIC regions

- Northern region
- Eastern region
- National team
- Wales and Western region



The national team’s responsibility included 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.

# Map of forces in England, Wales and Northern Ireland



# Annex B: 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 must 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).
- 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. In these cases HMIC's report is given 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, 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 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 HMIC 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), regulation 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, he is required to invite 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, para15).

## **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 more fully 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:

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

# Annex C: 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 served 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

### Zoë Billingham

A qualified lawyer, Zoë Billingham has worked in public sector regulation for the last ten 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 originally appointed Her Majesty's Inspector of Constabulary in September 2009 and in September 2014 her reappointment was announced. 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 includes HMIC's effectiveness work, including crime as well as domestic abuse. She is leading the inspectorate's work in these areas.



## Michael Cunningham, QPM

Mike Cunningham's police career began when he joined Lancashire Constabulary in 1987. He was operational across the constabulary in a number of different roles and he became Blackpool's divisional commander in 2002. He attended the Strategic Command Course in 2005 and was appointed assistant chief constable in Lancashire Constabulary in 2005 and deputy chief constable in 2007. During his service with Lancashire Constabulary, he was known for his strong commitment to diversity as evidenced by his determination to take on the role of ACPO Lead for Lesbian, Gay, Bisexual and Transgender (LGBT) issues.

In 2009, he was appointed chief constable in Staffordshire Police. Nationally, he has led the police service in his role as lead for Professional Standards and National Policing Workforce Development Business Area. In 2013, he was awarded a Queens Police Medal in the New Year Honours' list. Most recently, he was awarded an Honorary Degree of Doctor of Staffordshire University.

Mike Cunningham was appointed as Her Majesty's Inspector of Constabulary in September 2014. He currently has responsibility for forces in the North of England and the Police Service of Northern Ireland and national portfolios of work including police leadership and efficiency.



## 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.

Mr. Otter has responsibility for inspecting the Metropolitan Police Service; City of London Police; National Crime Agency and the national police forces that are not funded by the Home Office such as the Civil Nuclear Constabulary and British Transport Police. He is responsible for four of HMI's national functions: counter terrorism policing; organised crime policing; the Strategic Policing Requirement; and arrangements for HMI's monitoring of police performance. He is also leading HMI's development of the new PEEL inspection regime.

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 in September 2014 her reappointment was announced. She 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.

## 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 was succeeded by Mike Cunningham in September 2014. Before his departure, he had responsibility for forces in the North of England and national portfolios of work, including Core business: An inspection into crime prevention, police attendance and the use of police time.



## Annex D: Peelian Principles



Sir Robert Peel became Home Secretary in 1822 and in 1829 established the first full-time, professional and centrally-organised police force in England and Wales, for the Greater London area. The reforms introduced by Sir Robert Peel and the first Police Commissioners were based on a philosophy that the power of the police comes from the common consent of the public, as opposed to the power of the state. The nine principles that underpin this philosophy were set out in the 'General Instructions' issued to every new police officer from 1829 onwards. The principles are still valid today and have shaped the approach that HMIC takes when assessing how well police forces are working for the public.

These principles are:

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 E: What is PEEL

PEEL stands for the Police Effectiveness, Efficiency and Legitimacy programme.

PEEL is the programme in which HMIC draws together evidence from its annual all-force inspections. The evidence is used to assess the effectiveness, efficiency and legitimacy of the police. HMIC has introduced these assessments so that the public will be able to judge the performance of their force and policing as a whole. The effectiveness of a force is assessed in relation to how it carries out its responsibilities including cutting crime, protecting the vulnerable, tackling anti-social behaviour, and dealing with emergencies and other calls for service. Its efficiency is assessed in relation to how it provides value for money. Its legitimacy is assessed in relation to whether the force operates fairly, ethically and within the law. The evidence from inspections, together with the context within which forces operate, allows HMIC to make an assessment of each of the 43 police forces in England and Wales.

In recent years, HMIC has undertaken inspections of specific subjects or services, known as thematic inspections. These consider subjects in depth, identifying problems and good practice, and providing detailed judgments in relation to specific aspects of policing. Even when the findings of thematic inspections are viewed together, they cannot provide a rounded assessment of every aspect of what police forces do. PEEL has been developed to fill this gap. The 2014 PEEL assessment is the first step away from a thematic approach towards one which will consider the full breadth and complexity of what the police do, using criteria that allow graded judgments to be made. Thematic inspections will continue to be used to complement and contribute to the PEEL annual assessment.

The assessments HMIC has made and which are given in this report are overall judgments of efficiency, effectiveness and legitimacy of each force. During its inspections, HMIC found examples of very good work in forces across the country. However, HMIC recognises that in the complexity of policing things can and do go wrong. When HMIC sees good work it will acknowledge it. In doing so, HMIC is of course not giving an assurance that the force has never failed in any individual case or particular respect. More detail on the inspection questions and graded judgment criteria can be found in Annex F and on HMIC's website at [www.justiceinspectors.gov.uk/hmic](http://www.justiceinspectors.gov.uk/hmic).

# Annex F: Inspection questions and graded judgment criteria

HMIC has made an assessment of how well each force in England and Wales:

- carries out its responsibilities including cutting crime, protecting the vulnerable, tackling anti-social behaviour, dealing with emergencies and other calls for service (effectiveness);
- provides value for money (efficiency); and
- operates fairly, ethically and within the law (legitimacy).

The questions include consideration of:

- citizens' experiences, for example victims and witnesses; and
- leadership; staff capability and well-being.

There are a number of high-level questions that each force has been assessed against:

- Effectiveness has six questions;
- Efficiency has three; and
- Legitimacy has four.

The table below sets out the 13 questions and details the six questions that have a graded judgment and the seven that have a narrative assessment drawn from relevant inspections in the last 12 months.

## Effectiveness

**Graded judgment:** How effective is the force at preventing offending and reducing crime?

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**Graded judgment:** How effective is the force at investigating offending?

---

**Graded judgment:** How effective is the force at protecting those at risk of harm?

---

**Narrative assessment:** How effective is the force at tackling anti-social behaviour?

---

**Narrative assessment:** How effective is the force at tackling serious, organised and complex crime?

---

**Narrative assessment:** How effective is the force at meeting its commitments under the Strategic Policing Requirement?

---

## Efficiency

**Graded judgment:** To what extent is the force efficient?

---

**Graded judgment:** To what extent is the force taking steps to ensure a secure financial position for the short and long term?

---

**Graded judgment:** To what extent has the force got an affordable way of providing policing?

---

## Legitimacy

**Narrative assessment:** What are the public perceptions of the force?

---

**Narrative assessment:** To what extent does the force respond to calls for service appropriately?

---

**Narrative assessment:** To what extent does the force ensure that the workforce act with integrity?

---

**Narrative assessment:** To what extent are the data and information provided by the force of a high quality?

---

## Judgment criteria for graded inspections

In assessing the efficiency and effectiveness of police forces, HMIC has made graded judgments in some areas. The judgment criteria for the three effectiveness and three efficiency gradings can be found on the HMIC website at [www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic). The web-based version of this report contains a link to the detailed judgment criteria.

### Effectiveness

The crime inspection (fieldwork carried out between September 2014 and October 2014) provides the evidence to make graded judgments against three of the six effectiveness questions in this first PEEL assessment. For the purposes of the first inspection, graded judgments were only made in respect of the first three questions:

- How effective is the force at reducing crime and preventing offending?
- How effective is the force at investigating offending?
- How effective is the force at tackling antisocial behaviour (ASB)?

Every force has been given a graded judgment for each of the three questions above. These are:

- Outstanding
- Good
- Requires Improvement
- Inadequate

Graded judgments are made against published judgment criteria which define the expected standards against each of the above. HMIC has reached a judgment after applying professional judgment to the available evidence.

## Efficiency

The valuing the police inspection (fieldwork carried out between March 2014 and June 2014) provides the evidence to make graded judgments against the three efficiency questions in this first PEEL assessment.

The judgment criteria for the effectiveness and efficiency questions set out the characteristics for each grade to provide an indication of the expected levels of performance. They are examples to help assess the graded judgments. They are not intended to prescribe specific standards, or to be exhaustive lists of how forces are expected to perform at these levels.

# Annex G: 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 2013/14

Staff costs including associates (£11.5m, 82%)



Travel and Subsistence (£1.3m, 9%)



Surveys and inspection services (£0.5m, 4%)



Office expenses and other costs (£0.3m, 2%)



Accommodation (£0.2m, 2%)



IT and telephony (£0.1m, 1%)

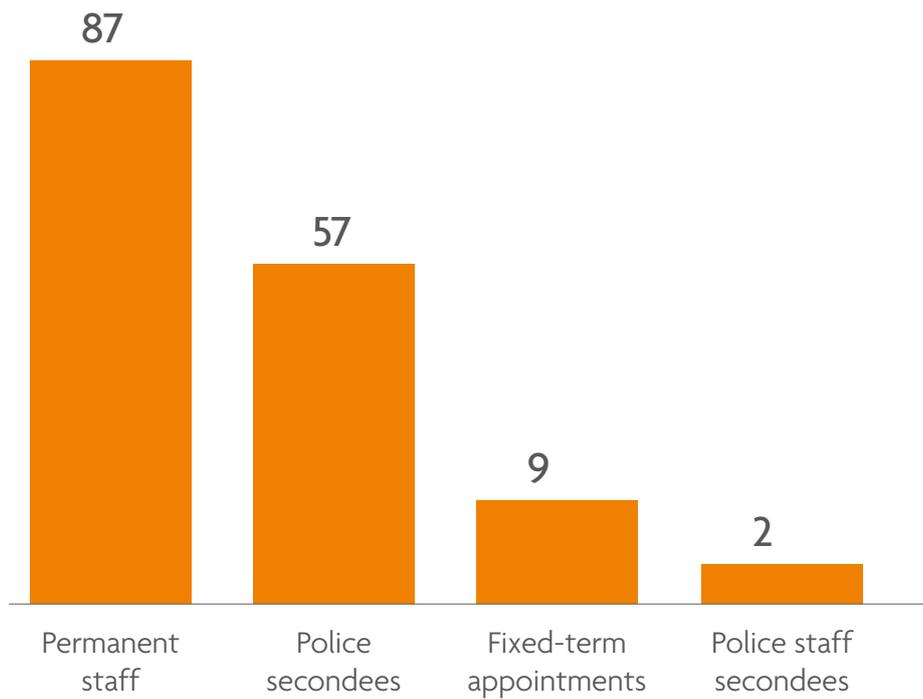


For 2014/15, the resource budget allocated to HMIC has been increased to £21.4m, to fund the changes required to develop and implement the new PEEL all-force annual inspection programme.

## Staffing

HMIC's workforce comprises civil servants, police officers and staff secondees. In addition to the staffing HMIC has a register of associate inspectors.

### Staffing breakdown for 2013/14



# Annex H: Report Index

## Reports by force

During 2013/14 all 43 forces in England and Wales were inspected on Police Integrity and Corruption and Crime. The force reports are available, links to these reports will be added to the web-based Annual Assessment of Policing in England and Wales 2013/14.

### Avon and Somerset

Strategic Policing Requirement

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Avon and Somerset Constabulary's approach to tackling domestic abuse

### Bedfordshire

Strategic Policing Requirement

Crime data integrity inspection

Joint inspection of police custody suites

Core business letter to the chief constable

Responding to Austerity

Bedfordshire Police's approach to tackling domestic abuse

### Cambridgeshire

Strategic Policing Requirement

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Cambridgeshire Constabulary's approach to tackling domestic abuse

## Cheshire

Strategic Policing Requirement

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Review of burglary dwelling investigations

Cheshire Constabulary's approach to tackling domestic abuse

Joint inspection of police custody suites

## City of London

Strategic Policing Requirement

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

City of London Police's approach to tackling domestic abuse

## Cleveland

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Cleveland Police's approach to tackling domestic abuse

## Cumbria

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Cumbria Constabulary's approach to tackling domestic abuse

## Derbyshire

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Derbyshire Constabulary's approach to tackling domestic abuse

Joint inspection of police custody suites

## Devon and Cornwall

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Devon and Cornwall Police's approach to tackling domestic abuse

Joint inspection of police custody suites

## Dorset

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Dorset Police's approach to tackling domestic abuse

## Durham

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Durham Constabulary's approach to tackling domestic abuse

## Dyfed-Powys

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Dyfed-Powys Police's approach to tackling domestic abuse

Joint inspection of police custody suites

## Essex

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Essex Police's approach to tackling domestic abuse

## Gloucestershire

Core business letter to the chief constable

Crime data integrity inspection

Gloucestershire Constabulary's approach to tackling domestic abuse – revisit

Responding to Austerity

Gloucestershire Constabulary's approach to tackling domestic abuse

## Greater Manchester

Strategic Policing Requirement

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Greater Manchester Police's approach to tackling domestic abuse

## Gwent

Strategic Policing Requirement

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Gwent Police's approach to tackling domestic abuse

## Hampshire

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Hampshire Constabulary's approach to tackling domestic abuse

## Hertfordshire

Strategic Policing Requirement

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Hertfordshire Constabulary's approach to tackling domestic abuse

## Humberside

Strategic Policing Requirement

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Humberside Police's approach to tackling domestic abuse

## Kent

Strategic Policing Requirement

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Kent Police's approach to tackling domestic abuse

Crime Recording in Kent  
An interim progress report, commissioned by the  
Police and Crime Commissioner for Kent

## Lancashire

Crime data integrity inspection  
Core business letter to the chief constable  
Responding to Austerity  
Lancashire Constabulary's approach to tackling domestic abuse

## Leicestershire

Strategic Policing Requirement  
Core business letter to the chief constable  
Crime data integrity inspection  
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Leicestershire Constabulary's approach to tackling domestic abuse

## Lincolnshire

Crime data integrity inspection  
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Lincolnshire Police's approach to tackling domestic abuse

## Merseyside

Crime data integrity inspection  
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Responding to Austerity  
Merseyside Police's approach to tackling domestic abuse

## Metropolitan Police

Strategic Policing Requirement

Core business letter to the chief constable

Crime data integrity inspection

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Metropolitan Police's approach to tackling domestic abuse

Islington – Joint inspection of police custody suites

Southwark – Joint inspection of police custody suites

Newham – Joint inspection of police custody suites

Barnet – Joint inspection of police custody suites

Camden – Joint inspection of police custody suites

Havering – Joint inspection of police custody suites

Barking and Dagenham – Joint inspection of police custody suites

Westminster – Joint inspection of police custody suites

## Norfolk

Core business letter to the chief constable

National child protection inspection

Crime data integrity inspection

Responding to Austerity

Norfolk Constabulary's approach to tackling domestic abuse

## North Wales

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

North Wales Police's approach to tackling domestic abuse

## North Yorkshire

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

North Yorkshire Police's approach to tackling domestic abuse

## Northamptonshire

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Northamptonshire Police's approach to tackling domestic abuse

Northamptonshire Police Child Protection Arrangements: Inspection revisit findings January 2014

## Northumbria

Crime data integrity inspection

Strategic Policing Requirement

Core business letter to the chief constable

Joint inspection of police custody suites

Responding to Austerity

Northumbria Police's approach to tackling domestic abuse

## Nottinghamshire

Strategic Policing Requirement

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Nottinghamshire Police's approach to tackling domestic abuse

Joint inspection of police custody suites

## South Wales

Strategic Policing Requirement

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

South Wales Police's approach to tackling domestic abuse

## South Yorkshire

National child protection inspection

Core business letter to the chief constable

Crime data integrity inspection

South Yorkshire Police's Response to Child Sexual Exploitation Re-visit

South Yorkshire Police's Response to Child Sexual Exploitation

Responding to Austerity

South Yorkshire Police's approach to tackling domestic abuse

## Staffordshire

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Staffordshire Police's approach to tackling domestic abuse

## Suffolk

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Suffolk Constabulary's approach to tackling domestic abuse

## Surrey

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Surrey Police's approach to tackling domestic abuse

## Sussex

Strategic Policing Requirement

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Sussex Police's approach to tackling domestic abuse

## Thames Valley

Crime data integrity inspection

Core business letter to the chief constable

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Thames Valley Police's approach to tackling domestic abuse

Joint inspection of police custody suites

## Warwickshire

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

Warwickshire Police's approach to tackling domestic abuse

## West Mercia

Crime data integrity inspection

Core business letter to the chief constable

Responding to Austerity

West Mercia Police's approach to tackling domestic abuse

## West Midlands

Strategic Policing Requirement

National child protection inspection

Core business letter to the chief constable

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West Midlands Police's approach to tackling domestic abuse

## West Yorkshire

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

West Yorkshire Police's approach to tackling domestic abuse

## Wiltshire

Strategic Policing Requirement

Core business letter to the chief constable

Crime data integrity inspection

Responding to Austerity

Wiltshire Police's approach to tackling domestic abuse



## Inspecting policing in the public interest

Her Majesty's Inspectorate of Constabulary (HMIC) independently assesses police forces and policing across activity from neighbourhood teams to serious crime and the fight against terrorism – in the public interest.

In preparing our reports, we ask the questions which citizens would ask, and publish the answers in accessible form, using our expertise to interpret the evidence. We provide authoritative information to allow the public to compare the performance of their force against others, and our evidence is used to drive improvements in the service to the public.

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