



Inspecting policing  
in the public interest

# State of Policing

The Annual Assessment of Policing  
in England and Wales

# 2015

Her Majesty's Chief Inspector  
of Constabulary



# 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 2015.

(Sgd.) Thomas P Winsor

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

February 2016  
Presented to Parliament in pursuance of section 54 of the Police Act 1996

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These inspections provide a comprehensive analysis of the way in which each police force in England and Wales has performed in 2015

## Foreword

This is my report to the Secretary of State under section 54(4A) of the Police Act 1996. It contains my assessment of the efficiency and effectiveness of policing in England and Wales based on the inspections which HMIC carried out between November 2014 and December 2015.

This reporting period has seen the first complete cycle of PEEL (PEEL: Police effectiveness, efficiency and legitimacy) inspections which consider the effectiveness and efficiency of police forces, and assess the legitimacy of how they discharge their obligations, that is, how they behave and treat people. These inspections provide a comprehensive analysis of the way in which each police force in England and Wales has performed in 2015 and will continue to do so on an annual basis. I have taken full advantage of the fact that all our published reports are available on HMIC's website<sup>1</sup> and there are easy-to-use web links throughout this report to the relevant sections on that site.

We will continue to develop and refine the PEEL model in the years to come. Building year on year, our PEEL assessments will provide an in-depth and growing bank of information about how well each of the 43 police forces in England and Wales is policing the communities that it serves, so that areas of concern can be identified, evaluated and tackled. It will also identify good practice in a force which other forces should consider adopting.

HMIC's analyses provide an essential tool for those

who hold individual forces to account – Parliament, police and crime commissioners, every member of the public – for their performance, this year and in the years to come.

Police and crime commissioners are due for re-election in May 2016 at the end of their first terms in office. New and re-elected commissioners will take up their four-year appointments and continue the work begun in 2012 to hold chief constables to account for the effectiveness and efficiency of their forces. There is the possibility that new police and crime plans will be drawn up in some forces. HMIC will continue to take full account of the priorities that police and crime commissioners set for their chief constables in the way in which we plan and undertake our inspections.

An annual assessment such as this provides not only the means to report on HMIC's completed work but also the opportunity to set out my view of the major issues which will confront the police service in the years to come.

Too often, inspection reports are viewed in isolation. They are taken only to address current problems and circumstances facing a particular force. Despite

HMIC's efforts to emphasise that more general lessons can be learned by all forces from the particular report on one force or one aspect of policing, such opportunities are not always being taken. This is regrettable.

Therefore, part 1 of this report gives a wide-ranging overview of the state of policing in England and Wales which builds on our inspection programme and which takes into account the results of the previous two years' inspections. The themes are applicable to the police service as a whole and to every police force in England and Wales.

The leaders of all forces need to reflect individually and collectively on the issues in part 1 of this report so that, where appropriate, policing can be undertaken efficiently and effectively at a national level while preserving local accountability. In so doing, the police service will retain the confidence, trust and respect of the communities which it serves.

Part 2 provides an overview of the findings of our PEEL inspections.

This annual assessment also provides the first opportunity for HMIC to publish its inspection report on material aspects of leadership of the 43 forces. The report follows the style of other HMIC inspection reports and is set out in full in Part 2.

Part 2 provides an overview of our substantial programme of specialist inspections, and those which we have conducted with other criminal justice inspectorates.

We have also conducted inspections of the National

Crime Agency, other national police forces and some of the forces which police the British Overseas Territories.

Part 3 sets out the full list of our inspections and other work.

I pay tribute here to the work of Her Majesty's Inspector Dru Sharpling who, during the reporting period, was appointed a panel member of the independent inquiry into child sexual abuse. While this will rightly take up much of her time, Ms Sharpling remains an

prosecutor of the North East and, latterly, CPS Direct. HMI Williams has responsibility for the Wales and Western region of HMIC's jurisdiction and for the national child protection inspection programme. She also chairs the national rape monitoring group.

HMIC could not carry out its work without a team of loyal, committed and hard working individuals who support me and my fellow Inspectors. HMIC's success is their success.



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Inspector of Constabulary and I am pleased to retain her skill and expertise in those areas of work for which she will continue to have responsibility.

In March 2015, Wendy Williams was appointed Her Majesty's Inspector of Constabulary, following a highly successful career in the Crown Prosecution Service where she served with distinction as chief crown

They have worked tirelessly to develop and carry out our inspection programme. Their skill, expertise and work ethic deserve recognition, praise and my thanks. I give them willingly and with admiration for their efforts.

**Sir Thomas P Winsor**  
Her Majesty's Chief Inspector of Constabulary

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India 0.43%



Canada 0.40%

# HMIC website

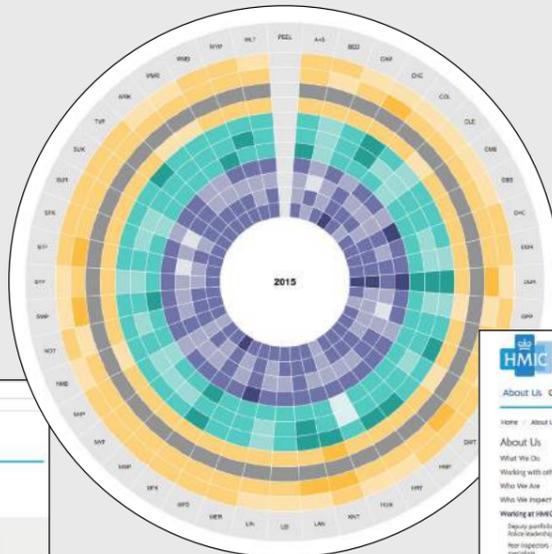
From 1 January 2015 to 1 January 2016



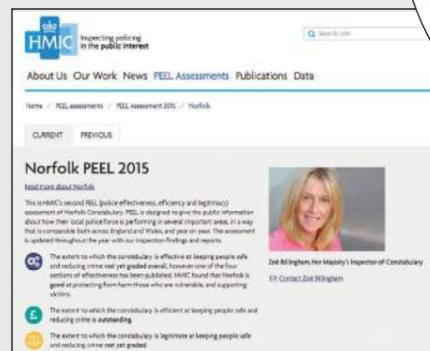
Access to the latest news and all our published reports

# 160,646

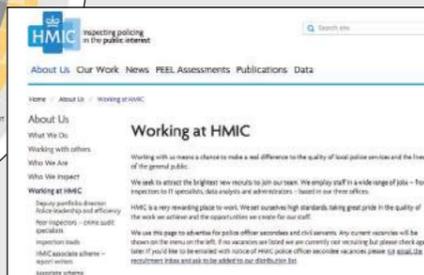
visits to the website last year



We present information about police forces' performance (known as the PEEL assessments) in an interactive and accessible way



Find out how your police force is performing



# 4,108

people visited the website when we published our reports about how efficient police forces are in October 2015

18,327 people visited the recruitment section, where we publish job adverts

[www.justice.inspectorates.gov.uk/hmic](http://www.justice.inspectorates.gov.uk/hmic)

# Part 1: Overview



Using technology to the police's advantage is essential if today's criminal is to be thwarted and apprehended

## Overview

HMIC has identified two principal constants in the course of its inspections during the reporting period: the developing nature of crime; and the integrity and bravery of the men and women who serve in our police forces.

Crime is ever-changing at local, national and international levels. In particular, crimes associated with terrorism are becoming more complex and more difficult to predict. The reporting period has seen outrages in Paris, Tunisia, the Sinai and across the world. The global threat which terrorism presents demonstrates the requirement for close working relationships at an international level. Vigilance on a daily basis in neighbourhoods, local communities, counties and at a national level is essential if the police service in England and Wales is to contribute effectively to meet the threat which terrorism poses before that threat is carried out.

Criminals have adapted to and embraced the technological advances of the 20th and 21st centuries. Our inspection programme this reporting period has revealed the extent to which the police service needs to improve its performance in combating such crimes<sup>2</sup> and maintaining public safety.

Technology has provided the means to commit crimes, such as the grooming of a child using the internet,<sup>3</sup> as well as affording the criminal some disguise and protection. Identifying a criminal is made substantially more difficult when he or she is able to hide behind the anonymity afforded by the internet and

use a false name. That problem is exacerbated when the perpetrator is outside the United Kingdom.

Today's technology also allows those who intend to break the law to plan and organise themselves in ways which were unthinkable even 25 years ago. While that may be of help to them, such planning using the internet and digital technology often provides an evidence trail for the police to follow. Much hinges on the extent to which the police themselves have the authority, expertise and experience to know how to identify and retain such information and evidence.

Using technology to the police's advantage is essential if today's criminal is to be thwarted and apprehended.

The second constant is the integrity, bravery and commitment of the vast majority of the men and women who make up the 43 police forces of England and Wales.

The prevention of crime and the successful, timely and efficient apprehension and conviction of criminals, their humane treatment and effective rehabilitation are amongst the highest obligations of the state in the discharge of its duty to protect its citizens and their property. The police service is one of the most important instruments by which



peace, order and security are maintained in this country. The police service is made up of men and women who represent all that is good in public service. They have accepted their calling to serve the communities in which they live and to protect everyone.

In our visits during this reporting period – as in previous years – we have found very many police officers and staff who are hard-working, dedicated and brave, sometimes frustrated, sometimes powerless to effect change, but always determined to give of their best.

And we should never forget that, each year, officers die while carrying out their duty. They die for us, to protect us, and to ensure that others are not harmed.

Every officer who is called to an incident runs the risk that it may be far more serious than was first thought. That they carry out their work in such circumstances on a daily basis demands our gratitude and support – and I give both whole-heartedly to the men and women who serve in our police forces.

It is in the nature of inspection that, while always eager to commend police forces for instances of good practice, inspectors tend to focus on identifying those areas of performance where improvements should be made. Our function is to help police forces to improve their performance in order to provide first-class policing to the communities they serve.

Although our focus may appear sometimes to be principally on those areas where improvement is required, I commend police forces for all the good that they do.

### What is working well

#### The overall state of policing in England and Wales

HMIC has invested substantially in devising the process of PEEL inspections to understand better how well individual forces are performing. The detailed analysis of that work is set out in part 2 of this assessment together with links to our website<sup>4</sup> where there is more information about individual forces.

The results of our PEEL inspections are set out over the next six pages. These grades provide the most comprehensive and up-to-date assessment of forces' performance across a wide range of questions. With this information, the public are able to tell, at a glance, how well their force is performing.

Each PEEL pillar of effectiveness, efficiency and legitimacy has been assessed by grading the responses to questions under the specific pillar. For example, HMIC's assessment of a force's effectiveness is based on our overall judgment of the evidence that we found in relation to four specific questions under this heading.<sup>5</sup>

<sup>2</sup>: *Real lives, real crimes: A study in digital crime and policing*, HMIC, London 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/real-lives-real-crimes-a-study-of-digital-crime-and-policing.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/real-lives-real-crimes-a-study-of-digital-crime-and-policing.pdf)  
<sup>3</sup>: Section 15, Sexual Offences Act 2003.

<sup>4</sup>: The opening page of our website which provides a guide to all the information that is available about HMIC is at: [www.justiceinspectorates.gov.uk/hmic/](http://www.justiceinspectorates.gov.uk/hmic/)

<sup>5</sup>: The specific questions considered under each of the three pillars of PEEL are set out in the summaries in part 2 of this assessment: effectiveness at page 38; efficiency at page 44; and legitimacy at paragraph 48. Full details are also available from: [www.justiceinspectorates.gov.uk/hmic/our-work/peel-assessments/peel-2015-questions/](http://www.justiceinspectorates.gov.uk/hmic/our-work/peel-assessments/peel-2015-questions/)

PEEL judgments table

Force name (43 forces)	Effectiveness					Efficiency				Legitimacy			
	How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?	How effective is the force at investigating crime and managing offenders?	How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?	Effectiveness	How well does the force use its resources to meet its demand?	How sustainable and affordable is the workforce model?	How sustainable is the force's financial position for the short and long term?	Efficiency	To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture?	How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy?	To what extent are decisions taken on the use of Stop and Search and Taser fair and appropriate?	Legitimacy
Avon and Somerset	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Bedfordshire	⊖ Requires Improvement	✔ Good	⊗ Inadequate	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good
Cambridgeshire	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Cheshire	✔ Outstanding	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Outstanding	✔ Outstanding	✔ Outstanding	✔ Good	✔ Outstanding	⊖ Requires Improvement	✔ Good
Cleveland	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement
Cumbria	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
City of London	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Devon and Cornwall	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Derbyshire	✔ Good	✔ Good	✔ Good	✔ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Dorset	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good
Dyfed-Powys	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement
Durham	✔ Outstanding	✔ Outstanding	✔ Good	✔ Outstanding	✔ Outstanding	✔ Outstanding	✔ Outstanding	✔ Outstanding	✔ Outstanding	✔ Good	✔ Outstanding	⊖ Requires Improvement	✔ Good
Essex	⊖ Requires Improvement	⊖ Requires Improvement	⊗ Inadequate	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Gloucestershire	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	✔ Outstanding	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Greater Manchester	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good
Gwent	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Outstanding	✔ Good	✔ Good
Hampshire	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Hertfordshire	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Outstanding	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Humberside	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊗ Inadequate	⊗ Inadequate	✔ Good	⊗ Inadequate	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Kent	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Outstanding	✔ Good	✔ Outstanding	✔ Outstanding	✔ Good	✔ Outstanding
Lancashire	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Outstanding	✔ Outstanding	✔ Outstanding	✔ Good	✔ Outstanding	⊖ Requires Improvement	✔ Good

✔ Outstanding  
✔ Good  
⊖ Requires Improvement  
⊗ Inadequate

✔ Outstanding  
✔ Good  
⊖ Requires Improvement  
⊗ Inadequate

✔ Outstanding  
✔ Good  
⊖ Requires Improvement  
⊗ Inadequate

PEEL judgments table

Force name (43 forces)	Effectiveness					Efficiency				Legitimacy			
	How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?	How effective is the force at investigating crime and managing offenders?	How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?	Effectiveness	How well does the force use its resources to meet its demand?	How sustainable and affordable is the workforce model?	How sustainable is the force's financial position for the short and long term?	Efficiency	To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture?	How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy?	To what extent are decisions taken on the use of Stop and Search and Taser fair and appropriate?	Legitimacy
Leicestershire	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Lincolnshire	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Merseyside	✔ Good	✔ Good	✔ Good	⚡ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Metropolitan Police	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Norfolk	⚡ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good	⚡ Outstanding	✔ Good	⚡ Outstanding	⚡ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good
Northamptonshire	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good
Northumbria	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement
Nottinghamshire	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good
North Wales	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
North Yorkshire	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Suffolk	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Staffordshire	✔ Good	⊖ Requires Improvement	⊗ Inadequate	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⚡ Outstanding	✔ Good	✔ Good
Surrey	✔ Good	⊖ Requires Improvement	⊗ Inadequate	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good
Sussex	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
South Wales	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	⚡ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good	⚡ Outstanding	⊖ Requires Improvement	✔ Good
South Yorkshire	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
Thames Valley	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⚡ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good
Wiltshire	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good
West Midlands	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	⚡ Outstanding	⚡ Outstanding	⚡ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good
West Mercia	✔ Good	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement
Warwickshire	✔ Good	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	✔ Good	⊖ Requires Improvement	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement
West Yorkshire	✔ Good	⊖ Requires Improvement	⊖ Requires Improvement	✔ Good	✔ Good	✔ Good	⚡ Outstanding	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good	✔ Good

Outstanding  
 Good  
 Requires Improvement  
 Inadequate

Outstanding  
 Good  
 Requires Improvement  
 Inadequate

Outstanding  
 Good  
 Requires Improvement  
 Inadequate

## 3

pillar assessments

Overall, the PEEL assessments broken down by each pillar are as follows:

Effectiveness

1 24 18 0



Efficiency

5 29 8 1



Legitimacy

1 37 5 0



■ Outstanding ■ Good ■ Requires improvement ■ Inadequate  
■ Outstanding ■ Good ■ Requires improvement ■ Inadequate  
■ Outstanding ■ Good ■ Requires improvement ■ Inadequate

Considering our assessment of forces and the specific responses to the ten questions that make up the three PEEL pillars, there are many examples of good performance in police forces in England and Wales.

Twenty-three forces have been assessed as good or outstanding in all three PEEL pillars. "Good" is the standard of policing which HMIC considers the public have a right to expect that their forces will reach.

No force has been assessed as outstanding in all three PEEL pillars, although Durham Constabulary has been assessed as outstanding in two of the three. In addition, Cheshire Constabulary, Kent Police, Lancashire Constabulary, Norfolk Constabulary and West Midlands Police have each been assessed

as outstanding in one PEEL pillar. I congratulate each of these forces for their outstanding performance.

Cleveland Police and Dyfed-Powys Police have been assessed as not reaching the minimum standard required in respect of any of the three PEEL pillars, and one force, Humberside Police, has been assessed overall as inadequate in one of the PEEL pillars: efficiency.

## 430

individual assessments

At a more detailed level, the three PEEL pillars of effectiveness, efficiency and legitimacy comprise ten questions altogether. Each of the 43 forces was assessed in respect of each of those questions. HMIC therefore made 430 assessments – ten in respect of each force.

With regard to nine of the ten questions, the majority of forces have been assessed as good or outstanding.

Considering the 430 individual assessments, the grading is as follows:

HMIC PEEL judgments 2015

34 280 110 6



■ Outstanding ■ Good ■ Requires improvement ■ Inadequate

In 73 percent of the areas which come within the PEEL inspection process, the police service has been assessed as good or outstanding, and only in respect of 1.4 percent has it been assessed as inadequate.

For the first time, forces have a comprehensive understanding of the areas in which action needs to be taken to improve the quality of policing which they provide to the communities which they serve.

We shall be back later this year to find out what progress they have made, and will report our findings to the public.

Forces have successfully met the budget reductions which have been required of them over the last

5 years

### The police response to austerity

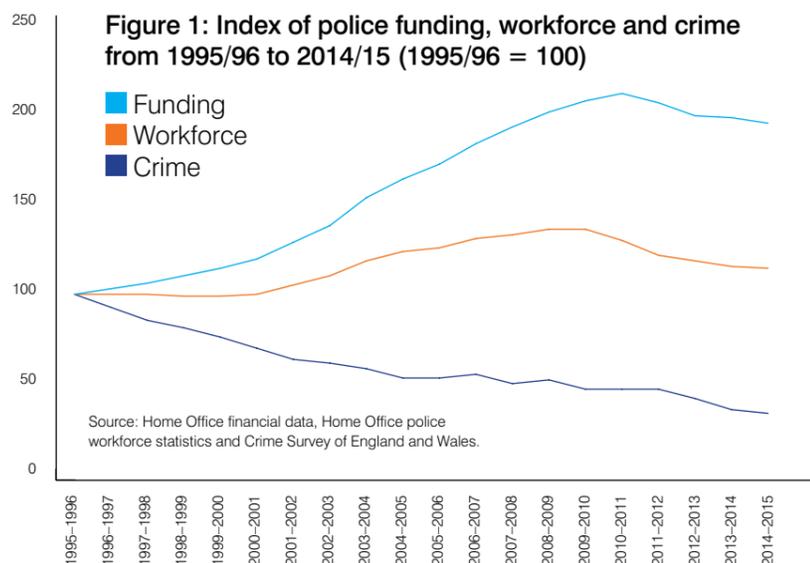
In common with the rest of the public service, the police service has had to cope with the demands of having less money to undertake work which has become more complex.

Since 2010, central government funding for the police service in England and Wales has fallen by £1.7 billion or 19 percent in cash terms. Overall gross revenue expenditure for the police has fallen by 18 percent in cash terms, given that council tax income has remained stable during this period and some police forces have made use of their reserves.

Forces have successfully met the budget reductions which have been required of them over the last five years. Our efficiency inspection took place and our report was published before the results of the government's Spending Review in 2015 were announced. Then, forces were planning for continuing reductions in the foreseeable future.

I do not underestimate the difficulty which meeting these budgetary reductions has involved. Chief officers have had to balance competing demands: living within a tight and reduced budget against the public's expectation that policing on a daily basis should remain at an acceptable level as well as being visible.

Continuing falls in measured crime, as shown by the Crime Survey in England and Wales, have helped the police service to cope with reduced budgets. According to this survey, between 2010/11 and 2014/15, measured crime has fallen by 28 percent.<sup>6</sup> Over the same period, the number of police officers has reduced by 9 percent and police staff by 14 percent.<sup>7</sup> The changes in levels of measured crime, police funding and the police workforce can be seen in figure 1.



6: *Crime in England and Wales, Year Ending March 2015*, Office for National Statistics, 2015. Available from: [www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/year-ending-march-2015/index.html](http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/year-ending-march-2015/index.html)  
7: *Police workforce statistics*. Home Office, 2015. Available from: [www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2015](http://www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2015)

However, no-one can assume that those falls will continue, and incidents recorded by the police indicate that crime accounts for a relatively small proportion of the demand on the police service. In fact, a significant percentage of emergency or priority incidents are related to anti-social behaviour or other demands placed on the police which are not related to crimes, such as concerns for welfare.<sup>8</sup> These incidents are not recorded as crimes but they still have to be dealt with by the police.

The fact that police forces have managed to live within their means is good. However, the pressure on reducing public sector spending generally is to continue for the next five years. Austerity in policing is not over. As a result, the police service's current approach to securing reductions in expenditure which have centred to date primarily on a relatively straightforward relationship between money and personnel levels needs to be reconsidered. I set out my concerns in this area later in this section of my assessment.<sup>9</sup>

### Responding to HMIC reports

While the picture is very mixed and is the subject of comment later,<sup>10</sup> a positive theme is the extent to which the police service as a whole has responded to HMIC's 2014 report on domestic abuse.<sup>11</sup>

In 2015, HMIC re-inspected forces and found that there had been a determined effort by police leaders to make tackling domestic abuse a priority, not just on paper but also in practice. This, in turn, has led to better protection for potential victims and better support for

those who become victims of such crimes.

In particular, we found improvements in the identification and assessment of the risks faced by victims of domestic abuse; better supervision of police officers' initial response at the scene; and an improvement in the standard of subsequent investigations.

Encouragingly, organisations that work with the police and domestic abuse professionals have recognised the progress which the police have made, especially concerning the safeguarding of victims and their children.

As HMIC has consistently stressed, it is crucial that the police get this right. Victims of domestic abuse and their children are among the most vulnerable in our society.



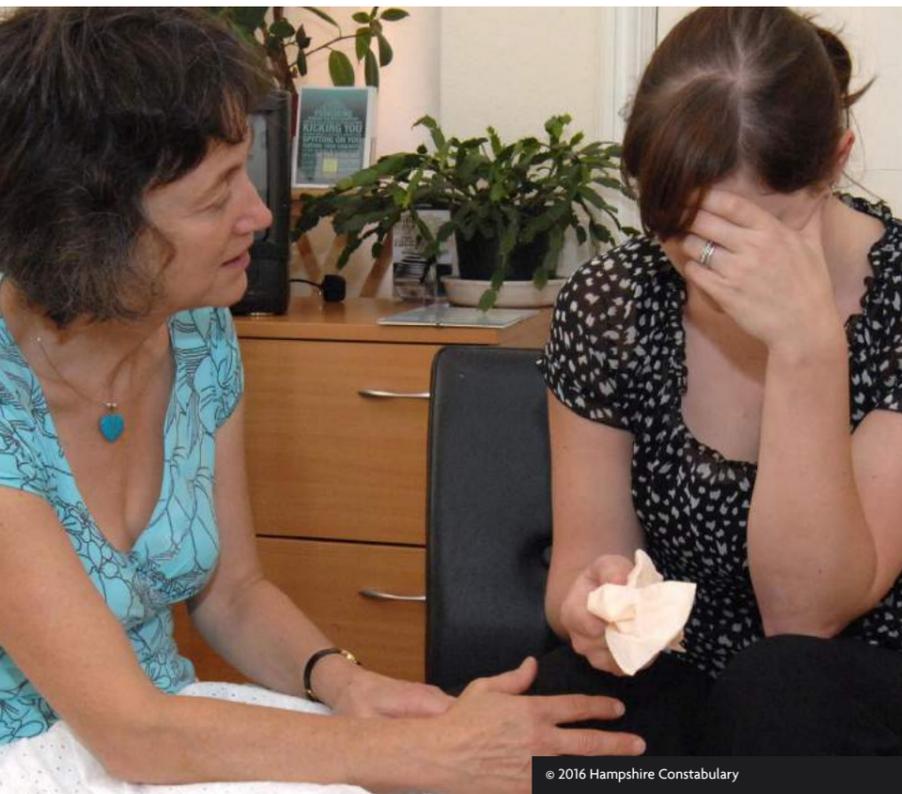
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8: *Value for Money data*. HMIC, London, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/media/value-for-money-profile-2015-adr-data-.ods](http://www.justiceinspectorates.gov.uk/hmic/media/value-for-money-profile-2015-adr-data-.ods)  
9: See pages 16-21  
10: See pages 23-25  
11: *Everyone's business: Improving the police response to domestic abuse*, HMIC, London, 2014. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014/04/improving-the-police-response-to-domestic-abuse.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014/04/improving-the-police-response-to-domestic-abuse.pdf)

## This demonstrates what can happen when police forces decide to respond constructively to an HMIC report

Domestic abuse accounts for ten percent of all recorded crime and, moreover, since the publication of our 2014 report, there has been a 31 percent increase in the number of domestic abuse crimes which are reported to the police.<sup>12</sup> This is likely to be because officers and staff are better at identifying and recording instances of domestic abuse and victims have greater confidence that the police will do something and are therefore coming forward more often.

This demonstrates what can happen when police forces decide to respond constructively to an HMIC report. That is not always the case, as is discussed later in this annual assessment,<sup>13</sup> but I congratulate those leaders of the police service who have responded so well in such a sensitive area of crime and policing.



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I also commend the role that the Home Office, police and crime commissioners and others have played in securing the improvements that HMIC has seen in the area of domestic abuse.

Adopting the findings of an HMIC report and developing a positive response to the recommendations that are made show the strength of the police service at its best: an acceptance of the previous inadequate position; a willingness and determination to do something about it; and the implementation of measures to improve the position.

The outcome is that a very sensitive and difficult area of crime is being handled far better than was the case.

## What is working less well

### Understanding future demand

Policing at a local level has been undertaken within the demanding financial constraints that have been in place since 2010.

However, I remain concerned for the future.

During the reporting period, one spending review period ended and another began. Overall, the police service fared better than had been expected by some in the 2015 spending review with no further real-term budget reductions. However, other public institutions, such as local authorities, which are important partners in the prevention of crime, continue to shrink and the pressures on the police from the threat of terrorism and increasingly complex crime continue to grow. This may lead

to pressure on the funding arrangements for forces at a local level in the years ahead.

The prevention of crime is the responsibility of every citizen; the police are engaged by the community to give their full attention to it, but it is everyone's business. Good order and the apprehension and just treatment of offenders affects everyone in the community. In this objective, the community has established and maintains other public agencies, although their remits are wider than those of the police; but they are still concerned with the causes of crime, disorder and public safety. If they fail, a material part of the burden of their shortcomings will often fall on the police, increasing avoidable and unnecessary demand.

The agencies in question include those concerned with housing, mental health, education and social services. Special mention should here be made of mental health, particularly children's and adolescent mental health. The severe strains on young people's mental health services, made more acute by the deleterious capabilities of the internet in areas such as social media, cyber-bullying, grooming, sexual exploitation, undue pressure on personal appearance, and the encouragement of self-harm and suicide, are increasing pressures on public services.

If children's and adolescent mental health services cannot cope, the consequences are felt by families, neighbours and, soon afterwards, the

police. These young people – many of whom are ill, not criminals – need urgent help. The longer it is delayed or denied, the more severe the adverse personal and community consequences will be. If children's and adolescent mental health were given equal priority with physical disease and injuries, society would reap very considerable benefits in the avoidance of trouble in the short and long terms, as well as providing relief to people who are ill and the families who must endure what can be lifelong pain, sometimes ending in tragedy.

Society should no longer tolerate conditions in which these illnesses and disorders are neglected until they land at the feet of the police, in circumstances of violence, disorder and desperation.

The need to continue to reform the police service remains. Constantly striving to do things better, more cost-effectively and to greater effect is the only way in which the police service will meet the demands that it will face in the years ahead. Its reform programme must be its main priority if it is to continue to provide its communities with the level of policing that they have the right to expect.

As the need to provide better public services for less money continues, chief officers will have to consider more carefully how to make the required savings.

For too long, chief officers have focused on the capacity of their forces, that is, the number of police officers and staff and the proportion of police officers and staff on the front line. These are

## It is essential that every force has the capability to tackle fully the changing nature of crime

<sup>12</sup>: *Op cit*, p 15.  
<sup>13</sup>: See page 27.

## When future demand is not understood, forces run the risk that they will not increase their efficiency as much or as quickly as they should

clearly important matters, but so too are the capabilities of forces: skills, technology, and equipment; the experience and quality of individual officers and staff; and how well they are led. It is essential that every force has the capability to tackle fully the changing nature of crime and to deal effectively with the needs of its local communities. Forces cannot afford ever to allow what they are capable of doing to be out of kilter with what they need to do.

Forces need to establish a mindset and culture of continuous improvement in all they do. The spending review period which began in 2010 compelled police forces to reassess much of what they do, and to find efficiencies. In the years to come, that imperative is not diminished. HMIC is concerned with forces finding and securing efficiencies all

the time, not just in periods of particularly intensive spending constraints. More – much more – can and should be done.

Neighbourhood policing is one area where the danger of across-the-board reductions in resources is apparent. In 2014,<sup>14</sup> HMIC commented on the signs of erosion in neighbourhood policing as forces reduced the numbers of police officers and police community support officers. Those signs remained in this year's efficiency inspection. As chief officers reduce their workforces, they will need to explain to their communities how they plan to provide neighbourhood policing in the future. They will need to include assurances that a smaller police workforce will not compromise public safety and explain any effect there might be on neighbourhood policing.

The current approach to this issue is inconsistent. Some forces maintained an impressive focus on neighbourhood policing, viewing it as an essential element in improving preventative policing. However, we found that there were too many forces where there were signs of an ever-larger proportion of the workforce being drawn into responding to incidents, leading to a reduction in crime prevention activity.

The example of neighbourhood policing demonstrates that the starting point for a reconsideration about where resources should be deployed at a local level must be a clear awareness of future demand. This requires an understanding of the nature and levels of threat and the risk of harm arising from that threat which exist in each force area, and, indeed, in different parts of each force area.

When future demand is not understood, forces run the risk that they will not increase their efficiency as much or as quickly as they should. It risks continuing to police with a pool of available officers as described above, risks being unprepared for future changes in the nature and size of demand, and risks not improving the capability of the police service. Most importantly, there is a risk that forces will not be able adequately to protect the public.

Only by understanding what they are likely to face in the years to come can forces make appropriate decisions about where their limited resources need to be deployed and how

their capabilities need to be changed. Police forces must retain the capability fully to understand what may harm people in their communities in the future, and knowing the type and level of demand is essential.

In 2015, HMIC published a report concerning the rise of digital crime and the need for local forces to have the capacity and capability to deal with it.<sup>15</sup> HMIC reached the firm view that awareness of and expertise in such crimes should not be the preserve of the specialist officer – every officer should have the capability of dealing with cyber-crime in terms of knowing whether a crime has been committed; treating the victims of such crimes sensitively; and understanding how to identify and secure the evidence of such crimes. Failing to recognise the threat

and risk of harm which come with the increase of such crime leads to the strong possibility that local forces will not have the personnel in sufficient numbers and of sufficient capability effectively to tackle it. As a result, criminals who engage in digital crime will continue to harm many in our society, particularly children and other vulnerable people, with impunity.

A more effective approach is required to ensure that forces are able to prevent crime from happening or to provide the appropriate response to crime if it is committed.

HMIC recognises that understanding future demand is not easy. Looking back at what occurred in the past is not necessarily a guide to what will happen in the future. The unexpected can never



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<sup>14</sup> Policing in Austerity: Meeting the Challenge, HMIC, 2014. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/policing-in-austerity-meeting-the-challenge.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/policing-in-austerity-meeting-the-challenge.pdf)

<sup>15</sup> Real lives, real crimes: A study in digital crime and policing, HMIC, London 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/real-lives-real-crimes-a-study-of-digital-crime-and-policing.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/real-lives-real-crimes-a-study-of-digital-crime-and-policing.pdf)

## Failing adequately to plan for possible future demand hinders the police in preventing and responding to crime

adequately be catered for; assumptions need regularly and frequently to be reviewed; and problems of the moment can sometimes take priority over taking a measured look at the future. It is easy to understand the idea that addressing the needs of today is more important than anticipating the requirements of tomorrow.

HMIC is involved in the development of two ways to help chief officers to understand their future demand: the creation of force management statements; and our recent work with the London School of Economics.

Working with forces and police and crime commissioners, we are establishing a new system whereby all forces will publish detailed assessments of future demands for policing services, together with the workforce capabilities and resources that each force intends to make available to meet these demands. This information will be produced by forces in annual force management statements.<sup>16</sup> We are grateful to the 13 forces

that have volunteered to pilot force management statements in 2016 so that all forces are ready to produce their own from April 2017. I go on to consider force management statements in greater depth in part 2.<sup>17</sup>

Working with the London School of Economics, HMIC is building a picture of the levels of predicted demand on policing in the 181,000 census output areas in England and Wales. These areas are defined by the Office of National Statistics and each has an average of 125 households.<sup>18</sup> By analysing many thousands of the characteristics relating to the population in each of these areas, we are able accurately to predict how demanding these areas will be to police in the future. For example, we have found that 12 percent of predicted police-recorded incidents occur in 1 percent of the census areas, and 72 percent of predicted police-recorded incidents occur in 34 percent of the census output areas. Predicting levels of demand in these areas, together

with an analysis of the types of incidents that constitute that demand, will help the police to establish the capacity and capability necessary to prevent such incidents from happening, or respond effectively to them after they have occurred.

We have provided forces with the analytical data and the means to help to predict their future demand.

Failing adequately to plan for possible future demand hinders the police in preventing and responding to crime. The leaders of the police need to adjust their approach to meeting budgetary demands away from a simple reduction in numbers across all aspects of policing to a more sophisticated analysis of local requirements.

Individual forces could do far more to share their limited resources with others to help to secure savings. For example, finding ways to reduce expenditure through purchasing goods or services together, sharing their

specialists and equipment, and making sure that their systems, practices and procedures are compatible with each other will generate savings.

Too often, making efficiencies in this way is not a material part of chief officers' analyses of their financial situations.

However, if the police service now takes prompt, adequate and effective action to prepare for and tackle the difficulties and problematic circumstances which it is likely to face in future, it could emerge in materially better condition: more focused, more efficient, better trained and better matched to the demand it will face. There is much that the police service should be proud of in the way it has faced the problems of recent years. It will need to face the future with equal, if not increased, determination, resilience and optimism.

## Individual forces could do far more to share their limited resources with others to help to secure savings



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<sup>16</sup>: Recommendation 49, *Independent Review of Police Officer and Staff Remuneration and Conditions*, Final Report – Volume 1, Home Office, 2012, Cm 8325-1, at paragraph 6.1.100 et seq. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/250812/8325\\_1.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/250812/8325_1.pdf)

<sup>17</sup>: See pages 64–69.

<sup>18</sup>: Guidance and Methodology, Output Area, Office for National Statistics website, [www.ons.gov.uk/ons/guide-method/geography/beginner-s-guide/census/output-area--oas-/index.html](http://www.ons.gov.uk/ons/guide-method/geography/beginner-s-guide/census/output-area--oas-/index.html)

## The public needs and expects a seamlessly efficient and effective police service

### Making better use of technology

In HMIC's inspections during the reporting period, we continued to find too many instances where forces had failed to keep up with technological developments. This is something on which I have commented in my previous annual assessments.<sup>19</sup>

We found systems within a number of police control rooms to be particularly old and inefficient. It is clear that, in many forces, police officers are less well equipped than the public they serve and the criminals they pursue. The inability in some forces to undertake even relatively simple tasks, such as telephone call handlers directly booking appointments between officers and victims, undermines the efficiency of policing. There remains only a minority of forces where police officers and police community support officers are able to complete all the tasks required while on patrol without having to return to a police station.<sup>20</sup>

This is not the first time that I have raised my concerns in this area. Yet, the sea change that is required has not taken place.

Isolated examples of improving practice were welcome sights on HMIC's inspections: nine forces are in the process of adopting a single system covering custody, case preparation, intelligence and crime-recording; other forces are adopting integrated business systems.<sup>21</sup>

However, in too many respects, forces continue to purchase different equipment and applications with the consequence that there is only limited ability for one force's systems to link effectively to another's. In such cases, it is as though each force regards itself as standing alone.

However, every police force shares a border with another. In England and Wales, there are 97 contiguous land boundaries between the 43 forces, with some forces having five neighbouring police forces and one having as many as eight. When operational relationships with forces more distant are added

into the equation, the number of interfaces rises considerably.

The public needs and expects a seamlessly efficient and effective police service – what in other public services is sometimes called a network. A victim of crime does not care about the artificial boundaries that exist between police forces – be they geographical, procedural or systemic. Uniting in a common information technology programme which facilitates simple and immediate communications between officers and their stations, between stations and their headquarters, and between forces is the very least that is required.

It is essential, therefore, that police and crime commissioners and chief officers commit to working collaboratively with the Police ICT Company radically to improve their combined capability to procure information technology systems to make this a reality.

The public has the right to expect a coherent, efficient and effective single system of policing which respects local accountability but acquires, maintains and develops all the benefits of an integrated and modern network.

It is about time that such basic information technology is used. The primary purposes of the police, crime prevention and maintaining the peace, are imperiled under the current arrangements.

### Vulnerable people

There can be no greater duty placed on our police forces than to protect those in our society who are less able to look after themselves. Such individuals may be children, elderly people, disabled people or those with mental health conditions. Individuals may also be vulnerable by virtue of their gender, race or sexual orientation. The risks that they face may arise because of the communities in which they live and work, or because of how they conduct themselves.

The quality of our society may be assessed by the way in which we treat those who most need our help. And that duty in substantial part falls on the police.

I am pleased to have been able to comment favourably on the way in which police forces have responded to HMIC's report on domestic abuse. However, there is much more to be done before HMIC can judge the police's response to protecting all vulnerable people as outstanding. In HMIC's

2015 vulnerability inspection, 27 forces were determined to require improvement and four were judged to be inadequate. Twelve forces were assessed as good. Not one force was outstanding.<sup>22</sup>

In addition, many crimes go unreported and those who are vulnerable often have greater difficulty in bringing their concerns to the attention of those who are able to do something about them.

In its protective and preventative role, the police service has the responsibility to root out crime and the circumstances in which it may be committed, particularly where the victim is vulnerable, afraid or actively prevented from seeking help. Cultural traditions and sensitivities deserve our respect, but not when they allow criminals in our communities to use them as devices to enable them to commit crime. Where such traditions and sensitivities operate in a way that imprisons vulnerable people behind barriers of fear, threats and actual violence, the police



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19: *State of Policing: The Annual Assessment of Policing in England and Wales 2012/2013*, HMIC, London, 2014. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014/03/state-of-policing-12-13.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014/03/state-of-policing-12-13.pdf) and *State of Policing: The Annual Assessment of Policing in England and Wales 2013/2014*, HMIC, London, 2014. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/state-of-policing-13-14.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/state-of-policing-13-14.pdf)  
20: *PEEL: Police efficiency 2015*, HMIC, 2015, page 24. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/peel-police-efficiency-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/peel-police-efficiency-2015.pdf)  
21: *Op cit*.



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22: *PEEL: Police effectiveness 2015 (vulnerability)*, HMIC, London, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/police-effectiveness-vulnerability-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/police-effectiveness-vulnerability-2015.pdf)

In HMIC's 2015 vulnerability inspection,

# 27

forces were determined to require improvement and four were judged to be inadequate. Twelve forces were assessed as good. Not one force was outstanding

should be in the forefront to sweep them away and hold the criminals responsible for their actions.

I referred to such barriers in my annual assessment of policing in 2013/14, and it remains a matter of considerable concern that more progress has not been made by the police to take action to tear down these barriers.

Recent revelations about the scale of child sexual abuse, whether online or involving high-profile individuals, institutions or local communities, have presented the police with a complex challenge. What has been seen so far in terms of child sexual abuse is almost certainly only the tip of an iceberg.<sup>23</sup>

It is regrettable, therefore, to have reported this year that HMIC “found limited evidence that the police listened to children [and] that investigations were often inadequate, with insufficient action taken to disrupt and apprehend some perpetrators”.<sup>24</sup>

Special mention should be made of HMIC's work on honour-based violence, forced marriage and female genital mutilation. I described HMIC's report as “one of the most important reports ever produced” by us.<sup>25</sup> We found that few forces had the necessary systems in place to ensure that victims of such crimes were protected effectively, though we were encouraged by the extent to which forces were starting to recognise the need for action. For some, this will involve raising awareness of the

crimes concerned and the most appropriate ways of protecting and dealing with those who are or may become victims of them.

So far, the way in which the police have dealt with these types of offending has too often been found wanting – either because of a failure to understand the nature and extent of the problem, or because of an unwillingness to take the complaint of the victim seriously.

The police need seriously and in depth to reflect on the way in which those who are vulnerable have been treated in the past and learn the lessons. They need to see the bigger picture and not view individual instances of crime on a vulnerable victim as necessarily isolated. Joining the dots between allegations from different victims often demonstrates the prevalence of the problem or the serial nature of the crime.

In the years ahead, the leaders of the police service need to recognise that they should work better together to ensure that crime can be prevented where possible, all vulnerable victims are supported, and the perpetrators brought to justice.

HMIC has found some evidence that this process has started but more needs to be done, and done quickly.

So important is the duty of the police to deal properly with crimes and anti-social behaviour affecting the most vulnerable people that it merits the establishment of an appropriate

amendment to the system of career-progression in the police. The work of the police in child protection in particular is probably the most onerous and demanding of all police work, and it is the most important simply because children have the most to lose. It is therefore highly desirable that in all but the most exceptional cases the police require every officer who aspires to or may be prepared for advancement to spend an

appreciable amount of time in this work. The units which are concerned with the protection of vulnerable people should have more of the most able and dedicated officers and staff. All senior officers of the future should have first-hand experience of this essential and sensitive work.

The police need seriously and in depth to reflect on the way in which those who are vulnerable have been treated in the past and learn the lessons



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<sup>23</sup>: See, for example, *Online and on the edge: Real risks in a virtual world*, HMIC, London, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/online-and-on-the-edge.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/online-and-on-the-edge.pdf) and *In harm's way: The role of the police in keeping children safe*, HMIC, London, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/in-harms-way.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/in-harms-way.pdf)

<sup>24</sup>: *In harm's way: The role of the police in keeping children safe*, HMIC, London, 2015, page 14.

<sup>25</sup>: *The depths of dishonour: Hidden voices and shameful crimes – An inspection of the police response to honour-based violence, forced marriage and female genital mutilation*, HMIC, London, 2015, p5. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/the-depths-of-dishonour.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/the-depths-of-dishonour.pdf)

Chief officers need to do more to work together effectively and efficiently across police force boundaries

# The responsibilities of leadership

The way in which the police service deals with the problems that it is facing, now and for the foreseeable future, places enormous weight on the shoulders of those who lead it.



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This is the first year in which HMIC has specifically inspected individual forces on the way in which they understand, develop and display leadership at a local level. Our inspection findings echo our more general findings on leadership which have emerged in the course of our other inspections in previous years.

It is the mantra of most civilised societies that with great power

comes great responsibility. Chief officers of police hold great power in their force areas. They lead 43 forces which have been established and are maintained to protect the public, keep the peace and root out and bring to justice those who operate outside the law. Their responsibility is substantial.

Our PEEL inspections have considered the ways in which forces are managed and led at force level, and our report is set out in part 2 of this assessment.

However, chief officers are responsible for more than simply leading their forces. They are collectively the leaders of the police service of England and Wales and they must ensure that the communities which they serve are provided with a first-class and consistent service.

To do this, chief officers need to do more to work together effectively and efficiently across police force boundaries. This includes sharing ideas; working collaboratively; and adopting consistent standards of leadership, behaviour and practice. Police forces are not in competition with one another; they must learn from each other and always adopt good practice. Just doing enough is not sufficient; they must always do the best they can, irrespective of

who devised the optimum way of doing something.

I have concerns about the extent to which some chief officers allow their forces to disregard what is required of them and adopt systems, processes and practices which are not consistent with national requirements.

This has shown itself in many areas. HMIC's inspections have found:

- forces which do not comply with the statutory regime laid down governing the renewal of firearms licensing;<sup>26</sup>
- forces which do not comply with the statutory Code of Practice regarding the handling and retention of information;<sup>27</sup>
- forces which do not comply with the statutory Code of Practice regarding the Code of Ethics;<sup>28</sup>
- forces which do not implement systems, processes and practices devised by the College of Policing, agreed by all chief officers, and issued in the police's Authorised Professional Practice to ensure consistency of approach.<sup>29</sup>

Further, HMIC's inspections have uncovered either a failure to implement required practices and procedures or an unacceptable degree of variation in the ways in which:

- forces assess today's and tomorrow's policing demands;<sup>30</sup>
- forces use staff surveys to understand the wellbeing and needs of their officers and staff, with some forces choosing not to conduct any form of survey at all;<sup>31</sup>
- forces conduct continuous professional development of officers and staff, including their leaders;<sup>32</sup>
- forces share information in order to make best use of innovative approaches to increasing efficiency where there exists evidence that such approaches work;<sup>33</sup>
- forces conduct threat and risk assessments of those areas of policing which require a national response;<sup>34</sup>
- forces define vulnerability with the consequence that a person may be considered vulnerable in one force area but not in a neighbouring one.<sup>35</sup>

And there is a further aspect to this problem.

HMIC has been created by statute to inspect the 43 police forces of England and Wales with regard to their efficiency and effectiveness. It does so independently and conscientiously, and it publishes many reports a year which set out what the Inspectors have found, with evidence-based recommendations where appropriate, to help chief officers to improve the quality of the service that their forces provide to their communities.

It is therefore disappointing to reflect on the number of occasions when HMIC has had to report that the recommendations in its reports have not been implemented adequately or, in too many instances, at all.<sup>36</sup>

I have rightly commended the response of the leaders of the 43 police forces to HMIC's report on domestic abuse.<sup>37</sup>

In contrast, in 2013, HMIC published its report into the use of stop and search powers.<sup>38</sup> Then, fewer than half the forces complied with the requirements in the relevant statutory Code of Practice. HMIC made ten recommendations in its 2013 report and gave a commitment to revisit the subject after

<sup>26</sup>: *Targeting the risk: An inspection of the efficiency and effectiveness of firearms licensing in police forces in England and Wales*, HMIC, London, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/firearms-licensing-targeting-the-risk.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/firearms-licensing-targeting-the-risk.pdf)

<sup>27</sup>: *Building the picture: An inspection of police management information*, HMIC, London, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/building-the-picture.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/building-the-picture.pdf)

<sup>28</sup>: *PEEL: Police legitimacy 2015*, HMIC, 2015, page 16. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/](http://www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/)

<sup>29</sup>: See, for example, *An inspection of undercover policing in England and Wales*, HMIC, London 2014. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/an-inspection-of-undercover-policing-in-england-and-wales.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/an-inspection-of-undercover-policing-in-england-and-wales.pdf)

<sup>30</sup>: *PEEL: Police efficiency 2015*, HMIC, 2015, page 20. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/peel-police-efficiency-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/peel-police-efficiency-2015.pdf)

<sup>31</sup>: *PEEL: Police legitimacy 2015*, HMIC, 2016, page 11. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/](http://www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/)

<sup>32</sup>: See page 56. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/](http://www.justiceinspectorates.gov.uk/hmic/publications/police-legitimacy-2015/)

<sup>33</sup>: *PEEL: Police efficiency 2015*, HMIC, 2015, page 23. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/peel-police-efficiency-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/peel-police-efficiency-2015.pdf)

<sup>34</sup>: *The Strategic Policing Requirement. An inspection of the arrangements that police forces have in place to meet the Strategic Policing Requirement*, HMIC, 2015, page 33. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014/04/an-inspection-of-the-arrangements-that-police-forces-have-in-place-to-meet-the-strategic-policing-requirement.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014/04/an-inspection-of-the-arrangements-that-police-forces-have-in-place-to-meet-the-strategic-policing-requirement.pdf)

<sup>35</sup>: *PEEL: Police effectiveness 2015 (vulnerability) – A national overview*, HMIC, 2015, page 10. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/police-effectiveness-vulnerability-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/police-effectiveness-vulnerability-2015.pdf)

<sup>36</sup>: See, for example, *PEEL: Police effectiveness 2015 (vulnerability) – A national overview*, HMIC, London 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/police-effectiveness-vulnerability-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/police-effectiveness-vulnerability-2015.pdf)

<sup>37</sup>: See page 15.

<sup>38</sup>: *Stop and Search Powers: Are the police using them effectively and fairly?*, HMIC, London, 2013. Available from: [www.justiceinspectorates.gov.uk/hmic/media/stop-and-search-powers-20130709.pdf](http://www.justiceinspectorates.gov.uk/hmic/media/stop-and-search-powers-20130709.pdf)

## The need for consistency of approach in these important areas is of very great importance

sufficient time had elapsed to allow chief officers to implement our recommendations.

We returned to stop and search in 2015.<sup>39</sup> Of the ten recommendations, we found that good progress had been made in implementing only one of them; some progress had been made in respect of a further four recommendations; and insufficient progress had been made in respect of the remaining five.

Given that the police use of stop and search powers has been cited as important in maintaining police legitimacy and public trust in most of the major public inquiries into policing since the 1970s, it is indefensible that it has not been afforded higher priority by chief officers.

Policing in England and Wales has always been with the consent of the communities which are served by the 43 police forces. It is essential that the right people are being stopped and searched. Each encounter should be carried out with respect and courtesy and based on fully explained, reasonable grounds so that the number of negative and

unlawful instances are kept to an irreducible minimum.

Leaders of the police know this; police officers on patrol know this; the communities being served know this. In such an important area of policing, the response of the police service as a whole to HMIC's 2013 report is unacceptable; that it relates to the failure of chief officers to ensure compliance with a regime laid down in a statutory Code of Practice is inexcusable.<sup>40</sup>

These failures to act must be explained.

The need for consistency of approach in these important areas is of very great importance.

The operational independence of each chief constable is precious, but it cannot and must not be used as an excuse for imperiling public safety through unjustifiable local preferences. Independence is there to protect people and the police against undue political influence in operational policing. It is not there to provide a barrier to adopting best practice and getting the police to do what they do, as well as it can be done. The police need to adopt good practice and there will only be

exceptional cases where they can derogate from doing so.

The College of Policing's interim report on leadership supports such a call for consistency. It calls for reform and offers a pathway for the development of a leadership model that is more collegiate in approach.<sup>41</sup>

In 2015, the National Debate Advisory Group comprising chief constables, police and crime commissioners, HMIC, the College of Policing and other interested parties considered the future of policing.<sup>42</sup> Although originally formed to address one of HMIC's recommendations concerning the need for constructive debate about the way in which the police should be organised and funded in the future,<sup>43</sup> its successor, the Police Reform and Transformation Board,<sup>44</sup> should consider how best to address these concerns.

Successfully doing so would enable the College of Policing and those responsible for the police service as a whole to identify areas where a national approach – without exception – would yield better, more

consistent and more cost-efficient results.

Achieving such an approach will lead to better policing and greater protection for the public in England and Wales.

Most policing is local, and Parliament has established a coherent model of local democratic accountability which fully recognises that undeniable fact. But it is not all local; the National Crime Agency operates at national level, and has powers of direction over local forces. The British Transport Police, the Civil Nuclear Constabulary and the police forces for the armed services are national. The College of Policing is a national body which is working to establish policing as a fully-fledged profession. It issues practice standards which all police officers and police staff are expected to apply and achieve. HMIC inspects local forces as well as the National Crime Agency and the national forces. It does so against objective standards of efficiency and effectiveness, and makes recommendations for the poorer performing forces to

attain the standards of the best; in some cases, it proposes improvements for all.

With the exceptions of the National Crime Agency and the national forces, policing in England and Wales has never had a single structure. Indeed, until the 1960s, there were many more than 43 police forces in England and Wales; forty-three is the lowest number the country has had. With 43 police and crime commissioners and local policing bodies and minimal national direction, rapidly attaining the highest standards in policing – all of it – is considerably harder to achieve than if there were a single national police force. When the economically-regulated industries were being reformed in preparation for restructuring and eventual privatisation (which, I emphasise, is not proposed for the police, and never will be), there was the considerable advantage of designing and setting up a single regulatory authority at the time of industry reform and restructuring, with powers of intervention or direction. In policing, by contrast, there is a notable absence of instruments of compulsion to secure improvement and reform, many different bodies to which policing is accountable, and no (or a very distant) central directing mind. Those factors complicate and make difficult to achieve the objectives of reform.

And it must of course be remembered that the police do not occupy all of the criminal justice system. The other parts of that system operate under the supervision of other



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<sup>39</sup> *Stop and search powers 2: are the police using them effectively and fairly?*, HMIC, London, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/stop-and-search-powers-2.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/stop-and-search-powers-2.pdf)

<sup>40</sup> *Police and Criminal Evidence Act 1984 Code of Practice A for the exercise by police officers of statutory powers of stop and search*. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/384108/2013PACEcodeA.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/384108/2013PACEcodeA.pdf)

<sup>41</sup> *Leadership Review: Interim report*, College of Policing, 2015. Available from: [www.college.policing.uk/What-we-do/Development/Promotion/the-leadership-review/Documents/CoP\\_Leadership\\_Review\\_Interim\\_report.pdf](http://www.college.policing.uk/What-we-do/Development/Promotion/the-leadership-review/Documents/CoP_Leadership_Review_Interim_report.pdf)

<sup>42</sup> Information about this group is available from: [www.justiceinspectorates.gov.uk/hmic/about-us/working-with-others/national-debate-advisory-group/](http://www.justiceinspectorates.gov.uk/hmic/about-us/working-with-others/national-debate-advisory-group/)

<sup>43</sup> See: *Policing in Austerity, Meeting the Challenge*, HMIC, London, 2014. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/policing-in-austerity-meeting-the-challenge/](http://www.justiceinspectorates.gov.uk/hmic/publications/policing-in-austerity-meeting-the-challenge/)

<sup>44</sup> See page 60. Available from: [www.justiceinspectorates.gov.uk/hmic/about-us/working-with-others/national-debate-advisory-group/](http://www.justiceinspectorates.gov.uk/hmic/about-us/working-with-others/national-debate-advisory-group/)

## Public confidence in the police requires no less than there be conspicuous fairness shown to accused as well as accuser

government departments, principally the Ministry of Justice and the Attorney-General's Office, and the interfaces between the separate parts are far from operationally or financially efficient.

HMIC makes no present case for reducing the number of police forces in England and Wales. It is operational integration and interoperability that matter, not the redrawing of legal and administrative boundaries.

The fragmented and fragmentary nature of policing in England and Wales makes assessing policing and prosecuting measures for national best practice in efficiency and effectiveness in many respects very considerably more complex than is the case with the economic regulation of other safety-critical essential public services.

There is of course no question of the police service requiring or being given a regulator. The operational independence of chief constables is too precious,

and the powers of the police make policing a special case. Local accountability is of very great importance. But it cannot be denied that all forces should, wherever practicable and of course respecting local conditions, adopt best practice. Why should people in one force area see their money spent less efficiently than in another, comparable force? Why should they accept that the quality of policing – and the extent to which their police force can and does protect them – should be inferior and less extensive than elsewhere?

It follows that police and crime commissioners and chief constables need to find better ways of ensuring that policing in their areas is the best it can be. HMIC's recommendations are aimed at that, and the work of the College of Policing to achieve consistency in best practice is of very great importance. But in the absence of binding national arrangements, it falls to individual chief constables and their police

and crime commissioners voluntarily to adopt and implement the most efficient and effective policing policies and practices. Chief constables who without good cause disregard or otherwise refuse to do things as well as others – who perpetuate an indefensible mosaic of inconsistent practices and standards – risk public safety and waste public money.

Particular mention should be made here of the police and crime plans which police and crime commissioners establish for their police forces. In the design of every inspection, these instruments – provided for by Parliament – form a critical part in our work to ensure that full weight is given to the democratically established priorities to which each chief constable must have regard. They are and continue to be matters of high importance as we ensure that we inspect always in the public interest.

A police and crime plan is issued for each police

area by its police and crime commissioner. It sets out the police and crime objectives of the police and crime commissioner, the policing which the chief constable is to provide, the financial and other resources which are to be provided, the means by which the chief constable's performance will be measured, and other matters. The chief constable must have regard to the police and crime plan in exercising his functions.

Police and crime plans, provided for by Parliament, are therefore instruments of very great importance in the policing of the police area in question. They have a legislative and democratic basis, and represent the principal priorities of local people, for whose protection the police exist. While of course not a set of orders, they carry considerable weight.

In the design of each inspection, and again before carrying out fieldwork in an

inspection in any force, HMIC inspectors will continue to examine and review in detail the contents of the police and crime plan for that force, to establish and ensure due weight is given to its contents. The plan is also a material source of information about the local circumstances and characteristics of the force, the police area in question and the factors which affect considerations of public protection, crime and disorder, including of course demand – latent and patent – for police services.



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Independence does not mean that there is a lack of accountability

## Accountability

The County and Borough Police Act 1856 provided for the appointment of the first Inspectors of Constabulary, and required them to inspect and report on the efficiency and effectiveness of most of the police forces in England and Wales. HMIC's role has not changed since then, except that its remit now covers the 43 forces in England and Wales, and a number of other forces and agencies, either automatically or on request. Its principal empowering statute is now the Police Act 1996.

There are currently six Inspectors of Constabulary; they are neither civil servants nor police officers. They are appointed by the Crown for a fixed term of up to five years. HMIC is therefore independent of the police, Government, police and

crime commissioners (and their equivalents), other agencies in the criminal justice system and all outside parties.

However, independence does not mean that there is a lack of accountability. HMIC is accountable in the following ways:

- its statutory duties, enforceable through judicial review or by action for breach of statutory duty;
- its obligation to submit an annual report to the Home Secretary under section 54 of the Police Act 1996; each report must be published and laid before Parliament: section 54(4), Police Act 1996;
- its obligation to lay before Parliament a copy of each inspection programme and inspection framework: Police Act 1996, schedule 4A, paragraph 2(2A)(a));
- written Parliamentary questions;
- its obligation to give written and oral evidence to Committees of Parliament, including the Home Affairs Select Committee, the Public Accounts Committee and any other select committee which may call upon HMIC to give evidence;
- its obligation to carry out other duties as the Home Secretary may direct: section 54 (3), Police Act 1996
- its obligation to comply with the rules of administrative law and the rules of good public administration, enforceable in the High Court by judicial review.

As a public body, HMIC is also 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.

HMIC receives funding from the Home Office and is accountable to the Home Office for its expenditure even though it is neither a subsidiary nor a part of the Home Office.

HMIC has established a number of concordats with others which set out the relationship or working arrangements between them. They are listed right:

- a concordat with the Home Office which explains the material parts of the relationship between the two organisations. The concordat specifies at a high level the role of each organisation in relation to the other, and the responsibilities of the principal individuals involved in running, sponsoring and overseeing HMIC's affairs. The concordat is published on HMIC's website;<sup>45</sup>
- a concordat with the College of Policing. As both have complementary purposes and different powers by which those purposes are to be achieved, the concordat specifies the common understanding and intended approach of each body in its relations with the other in respect of their roles and responsibilities;<sup>46</sup>
- a concordat with the College of Policing and the Independent Police Complaints Commission. The concordat specifies the common understanding and intended approach of each body in its relations with the other in respect of their roles and responsibilities.<sup>47</sup>

In addition, HMIC has a statutory duty to co-operate with the other criminal justice inspectorates, namely those concerned with the Crown Prosecution Service and the probation and prisons services, and the other named inspectorates set out in paragraph 4, Schedule 4A, Police and Justice Act 2006. Our obligations with regard to joint inspections are set out in paragraphs 2–5 of that schedule and those inspections are reported on later on in this assessment.<sup>48</sup>



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<sup>45</sup>: Concordat between the Home Office and HMIC, HMIC, 1 December 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/concordat-between-the-home-office-and-hmic/](http://www.justiceinspectorates.gov.uk/hmic/publications/concordat-between-the-home-office-and-hmic/)

<sup>46</sup>: Concordat between the College of Policing and Her Majesty's Inspectorate of Constabulary, College of Policing and HMIC, 2013. [www.justiceinspectorates.gov.uk/hmic/media/concordat-college-of-policing-and-hmic.pdf](http://www.justiceinspectorates.gov.uk/hmic/media/concordat-college-of-policing-and-hmic.pdf)

<sup>47</sup>: Concordat between the College of Policing, Her Majesty's Inspectorate of Constabulary and the Independent Police Complaints Commission, College of Policing, HMIC and the Independent Police Complaints Commission, 2014. Available from:

[www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/Concordat-between-HMIC-College-of-Policing-and-IPCC.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/Concordat-between-HMIC-College-of-Policing-and-IPCC.pdf)

<sup>48</sup>: See pages 78–81.

## Part 2: Our inspections



# Our PEEL inspections

An overview of the outcomes of our PEEL inspections is set out in part 1 of this annual assessment.

In the pages that follow, there is a more detailed summary of the individual aspects of PEEL: effectiveness, efficiency and legitimacy. The methodology that HMIC uses in respect of its PEEL inspections is set out in annex D and is also available on HMIC's website.<sup>49</sup>

A force's effectiveness 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.

A force's efficiency is assessed in relation to how it provides value for money.

A force's legitimacy is assessed in relation to whether the force operates fairly, ethically and within the law.

In addition, under our PEEL inspection programme, we examined material aspects of leadership in the 43 forces. Our report is set out in full on page 56.

Thereafter, there are sections on force management statements; HMIC's specialist inspections; and the joint inspections which we have undertaken with other criminal justice inspectorates in which HMIC has taken the lead.

Each PEEL report and each specialist inspection report is on HMIC's website.<sup>50, 51</sup> There are easy-to-use links which lead to individual force reports. The reports of our joint inspections are on the criminal justice joint inspection website.<sup>52</sup>

A summary of a few pages cannot do justice to the full report of which it is a précis. The nuances and detail of a force's performance are to be found in the individual force, thematic and joint inspection reports.

## PEEL assessments

The assessments that HMIC has given to each force in respect of the three pillars of PEEL – effectiveness, efficiency and legitimacy – are themselves an overview; it would therefore be wrong to conclude that a force that is assessed as good or outstanding is good or outstanding in every aspect of its work and in every action that its officers and staff take. It would be wrong to assess a force's performance as lower than how it performs overall, simply because there are individual aspects that failed to attain that level.

Of course, that will be of little comfort to the victim who has not been treated properly by an individual officer in a force that is overall considered to be good or outstanding, and every force should strive to ensure that all the actions and decisions of all its officers and staff are of the

highest quality. But the public and HMIC have to be realistic.

Equally importantly, a force that is assessed as inadequate should not be taken as being so in every aspect of its work. HMIC has seen good decisions and work in every force, even in those where their overall performance requires the most improvement.

That said, the summaries of the pillars of PEEL which follow are a guide to the overall state of policing in the forces in question. They provide an overview of what is working well and where improvements are needed.

Inevitably, there will be those who want to re-order our findings into a league table. They will want to see the best and the worst performing forces as assessed against our PEEL criteria. A more sophisticated approach is required. What

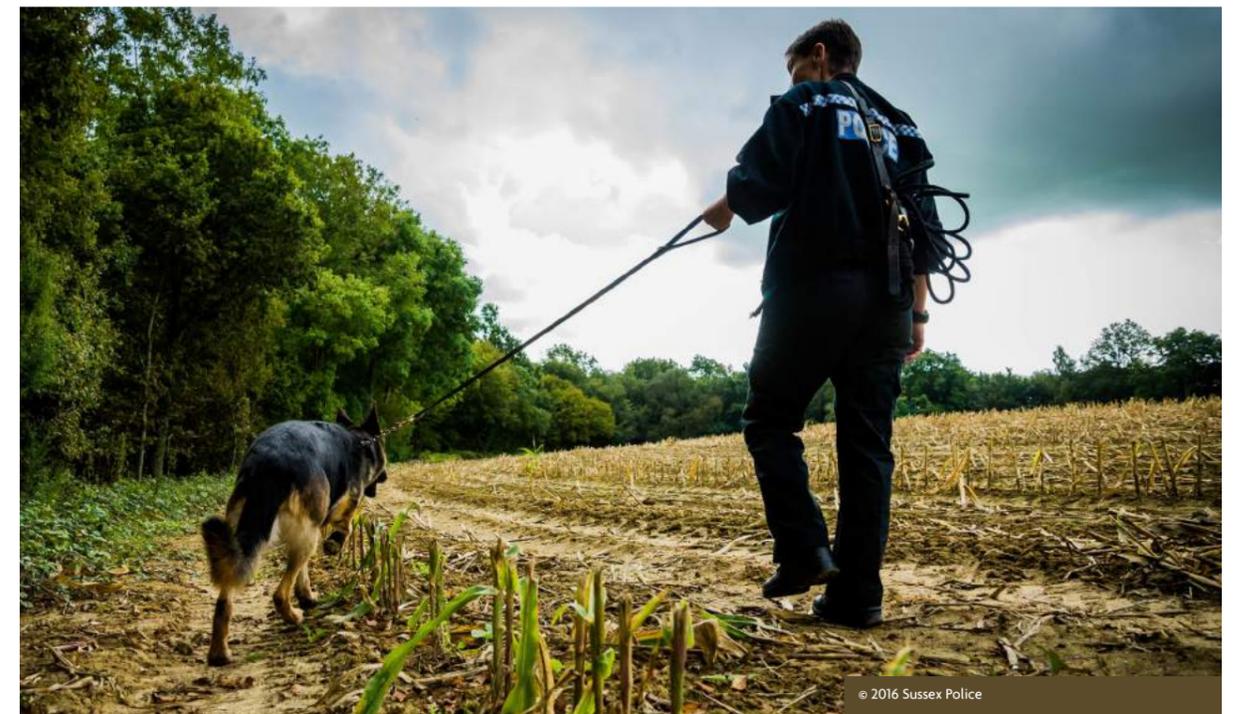
matters are the reasons and factors why some forces have been assessed more highly than others. These are to be found in the individual force reports on our website, and a full consideration of the issues that are raised in each is the key to understanding an individual force's assessment and how matters might be improved.

I look forward to the results of the 2016 PEEL inspections to see the extent to which the leaders of police forces have responded to HMIC's findings and assessments and how they have focused on those areas of their work that need attention.

As in all things, HMIC's aim is to help forces to improve policing. PEEL is an important tool by which they can do so.



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<sup>49</sup>: See pages 112–115. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014-peel-methodology.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014-peel-methodology.pdf)

<sup>50</sup>: [www.justiceinspectorates.gov.uk/hmic/our-work/peel-assessments/](http://www.justiceinspectorates.gov.uk/hmic/our-work/peel-assessments/)

<sup>51</sup>: [www.justiceinspectorates.gov.uk/hmic/publications/](http://www.justiceinspectorates.gov.uk/hmic/publications/)

<sup>52</sup>: [www.justiceinspectorates.gov.uk/cjji/inspections/](http://www.justiceinspectorates.gov.uk/cjji/inspections/)

## 25

forces have reached at least the expected standard of good

## PEEL: effectiveness

In our PEEL inspections, our assessment of the effectiveness of forces centres on how well they carry out their responsibilities, including cutting crime, protecting the vulnerable, tackling anti-social behaviour, and conducting investigations and managing offences.

In my annual assessment last year, I wrote that: “[a]lthough performing well in many respects, the police are falling behind the curve of rapidly changing criminality, policing the crimes of today with the methods of yesterday and insufficiently prepared for the crimes of the future”.

HMIC’s most recent effectiveness inspection found a similar picture.

Our overall assessment of the 43 forces’ is based on its consideration of four questions. The figure below sets out how effective forces were in respect of each question.

The main findings of our PEEL effectiveness inspections are set out below.

- We are concerned that as many as 18 forces require improvement in their overall approach to how they keep people safe and reduce crime, with 16 graded as requiring improvement specifically with regard to investigating crime and managing offenders. These are basic policing areas, and swift action needs to be taken to rectify the position.
- A proactive, preventative and partnership approach to policing, symbolised by neighbourhood policing teams, offers the best chance of intervening early to prevent crime and anti-social behaviour, and to keep people safe – all the more so in the context of hidden crimes, such as child sexual

exploitation, honour-based violence, modern slavery and cyber-crime. Forces have generally maintained some form of neighbourhood policing capability, and they are working effectively with other agencies on prevention.

However, we found that the role of neighbourhood policing teams is being stretched. Neighbourhood officers were found to be responding to calls for service and investigating crime, in addition to their regular prevention and community engagement work. Inevitably, in some cases, the latter suffered as a result.

- Those in specialist roles have good skills, but the picture is more mixed elsewhere. We found examples of uniformed officers undertaking crime investigation without the required skills.
- And even with regard to specialist skills, forces do not have sufficient specialist support to undertake the detailed and time-consuming work associated with digital

evidence recovery and protecting vulnerable people. Forces are aware of the issue and have started to increase the level of specialist support, but swifter action needs to be taken if the police service is to deal effectively with demand.

- Specifically, 35 forces have been graded as good or outstanding in dealing with serious and organised crime.
- The forensic support services available to officers have not kept pace with the ways in which crimes are now committed.<sup>53</sup> This is an echo of what HMIC found in 2014 and still needs to be addressed.
- Specifically, 38 forces have been assessed as good or outstanding in terms of working with a broad range of organisations to prevent crime and anti-social behaviour, and to keep people safe.<sup>54</sup> We found strong examples of partner organisations sharing information to this end: for instance,

Devon and Cornwall Police has a children’s information-sharing officer, based in the force’s public protection unit, who exchanges information with partner agencies such as local authority children’s services, housing providers and probation services.

- There is clear evidence that the police understand the benefits of close working arrangements in these areas. It is pleasing to note that the partner agencies which HMIC contacted as part of the inspection generally recognised and applauded the police’s efforts in this regard.

### Effectiveness

- Outstanding
- Good
- Requires improvement
- Inadequate

#### Effectiveness

Overall judgments

1 24 18 0



How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?

3 35 5 0



How effective is the force at investigating crime and managing offenders?

1 26 16 0



How effective is the force at protecting those who are vulnerable from harm and supporting victims?

0 12 27 4



How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

3 32 8 0



<sup>53</sup> *Real lives, real crimes: A study in digital crime and policing*, HMIC, London 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/real-lives-real-crimes-a-study-of-digital-crime-and-policing.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/real-lives-real-crimes-a-study-of-digital-crime-and-policing.pdf)

<sup>54</sup> For example, Community Safety Partnerships which include representatives of the Probation Service, local authorities, and health, fire and rescue services, and also more widely with local business and voluntary sector organisations.

The high number of forces who are failing to protect those who are vulnerable from harm and support victims is of great concern

## Protecting vulnerable people

In the reporting period, HMIC examined the police response to a wide range of different vulnerabilities – from offenders and victims who are vulnerable because of their youth, to those who are the victims of disability hate crimes; and from offenders with mental health needs to victims of domestic abuse and their children. The main findings of our PEEL vulnerability inspections are set out below.

- The high number of forces who are failing adequately to protect those who are vulnerable from harm and support victims is of great concern. Specifically, four forces (Bedfordshire Police, Essex Police, Staffordshire Police and Surrey Police) were judged to be inadequate, and a further 27 forces to require improvement. That is inexcusable.
- We found no consistency in relation to how vulnerability is defined.<sup>55</sup> Most forces define vulnerability either by reference to the government's *Code of Practice for Victims of Crime*<sup>56</sup>

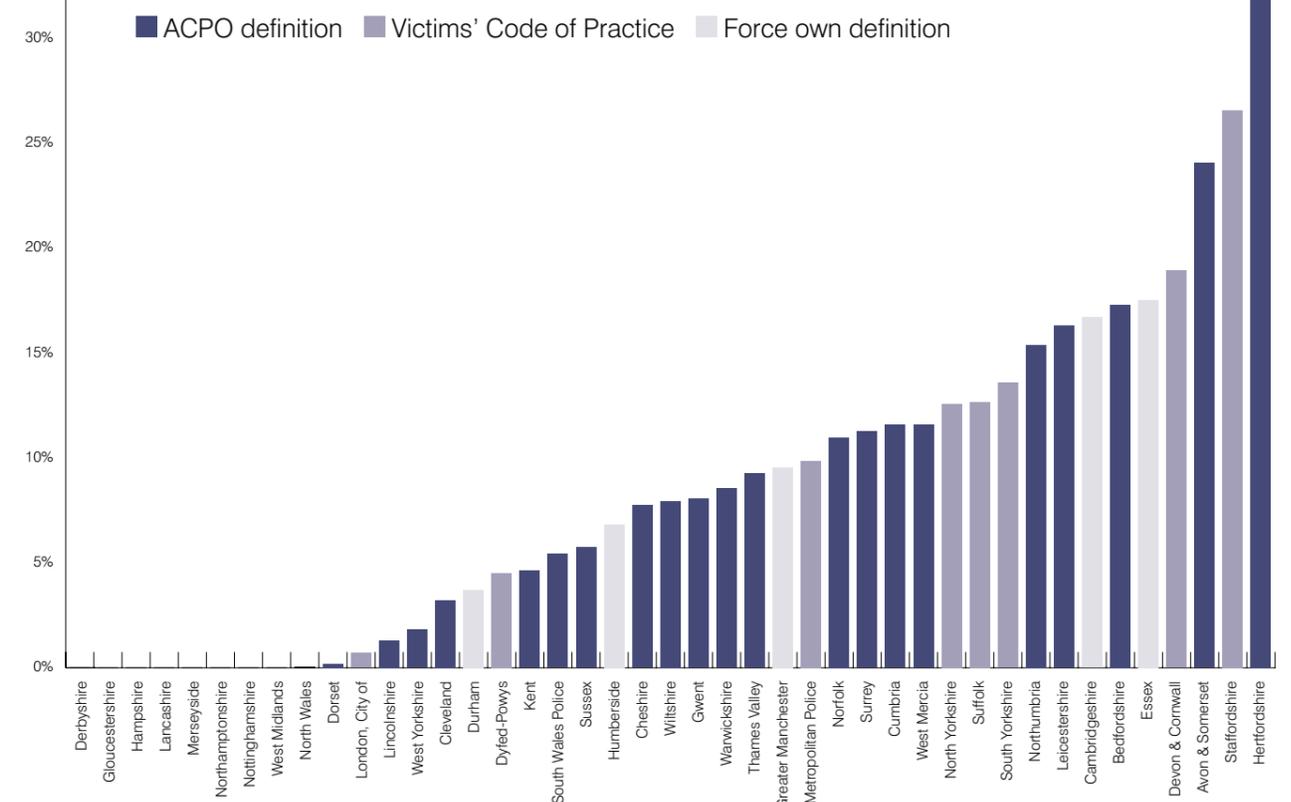
or the guidance produced by what was the Association of Chief Police Officers.<sup>57</sup> Nine forces use their own definition or a combination of these definitions. This means that it is possible that a victim who is identified as vulnerable in one force may not be so identified in a neighbouring force area, and so could receive an inferior level of service.

- The lack of a single definition of vulnerability contributes to inconsistencies in the proportion of crimes recorded as involving a vulnerable victim, with eight forces unable to provide these data at all. The figures vary significantly between those forces which do collect this information, with a vulnerable victim identified in between 0.03 percent and 34.3 percent of all police-recorded crime for the 12 months to 31 March 2015. The variation between forces, in both numbers of vulnerable victims and definitions of vulnerability, can be seen in figure 2.

The police service will not be able properly to gauge its performance in this area until it adopts a consistent approach

Figure 2: The proportion of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 31 March 2015

Source: HMIC data return for PEEL effectiveness vulnerability inspection



to the identification and recording of crimes involving vulnerable people. Further, the police service will not be able properly to assess future demand unless its current baseline is accurate.

Action needs to be taken swiftly to rectify the situation.

There are many capable and skilled officers and staff working to help vulnerable people, using creative ways to ensure that they are protected and informed. However, the lack of an overall picture of the demands on police time relating to vulnerability

is a matter of especial concern, given that the workload in many specialist investigation units is close to overwhelming.

- The 2013/14 Crime Survey for England and Wales estimated that 2.1m people in England and Wales suffered some form of domestic abuse<sup>58</sup> that year.<sup>59</sup> In HMIC's 2014/15 inspection, we found that the police receive over 100 calls an hour regarding domestic abuse-related incidents. Ten percent of all recorded crime relates to domestic abuse, and 33 percent of all recorded

assaults with injury are domestic abuse-related.

- There has been a 30 percent increase in high-risk cases referred to multi-agency risk assessment conferences.<sup>60</sup> Some of these groups are struggling to keep pace with the volume of cases. For forces to play their parts effectively in such groups, there must be sufficient properly trained officers who are able to investigate cases promptly. I recognise that partner agencies also have to play their parts effectively if the overall response



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55: PEEL: *Police effectiveness 2015 (Vulnerability): A national overview*, HMIC, 2015, page 10. Available from: [www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015/](http://www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015/)

56: *Code of Practice for Victims of Crime*, Ministry of Justice, October 2013. Available from: [www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime](http://www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime)

57: *ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults*, NPIA, 2012. Available from: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/)  
The National Police Chiefs' Council replaced the Association of Chief Police Officers on 1 April 2015.

58: This includes partner/ex-partner abuse (non-sexual), family abuse (non-sexual) and sexual assault or stalking carried out by a current or former partner or other family member.

59: *Chapter 4: Violent Crime and Sexual Offences – Intimate Personal Violence and Serious Sexual Assault*, ONS, 2015, page 1. Available from: [www.ons.gov.uk/ons/dcp171776\\_394500.pdf](http://www.ons.gov.uk/ons/dcp171776_394500.pdf)

60: Multi-agency risk assessment conferences provide the opportunity for statutory and voluntary agency representatives to share information about high risk victims of domestic abuse and carry out effective partnership working in order to produce a coordinated action plan to increase the safety of victims and their children.

Only  
**19**  
 forces have call-handling systems that automatically identify repeat callers

in such instances is to be comprehensive, but the police should not be the ones who lag behind making effective contributions. Sufficient action needs to be taken now.

- In some forces, there are not enough specialist staff to cope with the current demands. This hinders and slows down investigations.
- Again, we found that today's technology could be better used. Many staff who answer emergency calls are well-trained. They understand the risks involved, listen to and reassure the victim and advise him or her how to keep safe until an officer arrives. However, in cases of domestic abuse, where there are significant numbers of victims who suffer more than once at the hands

of their abusers, the police staff would be greatly aided by knowing if the caller has telephoned previously.

Only 19 forces have call-handling systems that automatically identify repeat callers.

This is but one example where HMIC found that forces are not harnessing the capabilities of today's technology to improve the effectiveness of the police service. This is becoming urgent. I have written of my concerns before: I hope that I will not have to do so again in future annual assessments.



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We found that forces are basing their assessment of tomorrow's demand on the policing requirements of today. This is not defensible

## PEEL: efficiency

In our PEEL inspections, our assessment of the efficiency of forces centres on how well they provide value for money to the communities they serve.<sup>61</sup>

Our overall assessment of the efficiency of the 43 forces is as follows.

HMIC's overall assessment of the 43 forces' efficiency is based on its consideration of three questions. The table below sets out how efficient forces were in respect of each question.

The main findings of our PEEL efficiency inspections are set out below.

- The police service's overall efficiency is assessed as being weaker than it was in 2014.<sup>62</sup> This is the first time that a force, Humberside Police, has been graded as inadequate.
- Whilst most forces have a good understanding of the current demand for their service, they have a weak understanding of their future demand.
- Most forces (37) have been specifically assessed as having a sustainable financial position in both the short term and the long term. The best forces, graded as outstanding (10), have moved beyond short-term spending reductions to longer-term programmes to change and improve the ways in which they serve the public. These,

### Efficiency

- Outstanding
- Good
- Requires improvement
- Inadequate

#### Efficiency

Overall judgments

5 29 8 1



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

4 33 5 1



Figure 3: Planned changes in workforce full time equivalents from 31 March 2015 to 31 March 2018 for England and Wales<sup>63</sup>

	March 2015 adjusted	Difference between 2015 and 2018		March 2018
		Number	Percentage	
Police officers	122,900	-7,400	-6%	115,400
Staff	62,400	-3,500	-6%	58,900
PCSOs	11,900	-1,300	-11%	10,600
<b>Workforce total</b>	<b>197,100</b>	<b>-12,200</b>	<b>-6%</b>	<b>185,000</b>

Source: HMIC Efficiency inspection data collection and Home Office police workforce statistics<sup>64</sup>

nevertheless, are based on the forces' understanding of current demand. We found that forces are basing their assessment of tomorrow's demand on the policing requirements of today. This is not defensible.

- Most forces have a good understanding of, and plan on the basis of, their current capacity – that is, the number, cost and rank of officers and staff – but they have a much weaker understanding of their current capability – that is, what skills their workforces possess – and their future capability requirements.

- Planned reductions in staffing levels reinforce the point that financial savings are being achieved by across-the-board cuts in capacity without adequate consideration of how the capability of forces needs to be changed to meet future demand.

- Collectively, there is no common understanding across the police service of the numbers of officers required to maintain operational viability or to provide a safe level of policing.

- Forces' information and communications technology is generally weak and ageing. New systems and mobile data equipment are being introduced, but their systems continue to lag behind those used by the public, and some systems, especially in some control rooms, remain outdated.
- Forces are not making the most of opportunities to work with each other, and combining resources to save money plays only a small part in forces' financial planning.

How sustainable and affordable is the workforce model?

5 22 15 1



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

10 27 6 0



<sup>61</sup>: The individual PEEL assessments for each police force are available on our website at: [www.justiceinspectorates.gov.uk/hmic/our-work/peel-assessments/](http://www.justiceinspectorates.gov.uk/hmic/our-work/peel-assessments/)

<sup>62</sup>: PEEL: Police efficiency 2015, HMIC, 2015, page 6. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/peel-police-efficiency-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/peel-police-efficiency-2015.pdf)

<sup>63</sup>: Figures may appear not to reconcile due to rounding. The adjusted March 2015 column refers to full time equivalent officers, staff and police and community support officers for forces which are able to provide an estimate of numbers for 2018. This column is comparable to the March 2018 column.

<sup>64</sup>: Police workforce statistics. Home Office, 2015. Available from: [www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2015](http://www.gov.uk/government/statistics/police-workforce-england-and-wales-31-march-2015)

## Forces are not making the most of opportunities to work with each other

- There is scope for forces to collaborate far more with the College of Policing and the private sector to understand their future requirements and to manage the significant amount of change that is likely to be required in the years ahead.
- In relation to financial planning, the police service is using its experience of the last five years prudently. The best forces have moved beyond short-term spending reductions to longer-term improvement and change to reduce costs and improve services; more forces need to follow suit.
- The police service needs to improve its understanding of demand for its services (particularly future demand), its understanding of the capability of its workforce, and its information and communications technology infrastructure. In a number of important respects, the service has a sound understanding of its current demand but this is incomplete (for example, failing to assess hidden or newer crime types), and its understanding of likely future demand needs improvement.
- Although police budgets have been protected until 2020, the budgetary constraints placed on the police's partner agencies<sup>65</sup> are likely to have significant knock-on effects on the police.

I have set out earlier my view of the way in which chief officers should approach their financial positions in the years to come. They must establish a better understanding of where the pressure points are likely to be and use this knowledge to underpin decisions

about where police resources should be focused. A better evidence-based approach should enable forces to meet future difficulties and problematic circumstances with greater confidence that they have the right numbers of officers and staff working in the right areas with the right levels of skills, experience and expertise.

In 2020, the problems and circumstances which the police will face, and the ways in which they will have to tackle them, will in many respects be quite different to today. The police service will differ too; it will probably be smaller, cost less, and be less visible as the nature of crime changes and the power of technology accelerates. These things will require chief officers to ensure that public confidence is at least maintained in such a new environment.

I emphasise again that in the field of information and communications technology, the police must catch up and then get ahead of developments. If the present rate of improvement in police technology continues, the police in 2020 will be even further behind offenders and the needs of the public. The responsibility which rests on the police service – police and crime commissioners, chief officers, the Police ICT Company and others in policing – is immense. The raw power of the world wide web as an agency of fear as well as freedom is immense and will only increase significantly. The public can neither tolerate nor afford law enforcement lagging ever farther behind.

The police service's work to devise and use much more sophisticated means of

measuring future demand must proceed collectively, using the best ideas and the best tools available, wherever they have been devised. The same is true of its techniques for preventing crime and bringing offenders to justice. That requires action now, with police and policing institutions working with one another, not in isolation and certainly not as competitors.



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The picture is a positive one and these results are a credit generally to the police service as a whole

## PEEL: legitimacy

In our PEEL inspections, our assessment of the legitimacy of forces centres on whether they operate fairly, ethically and within the law, and in particular how they treat people. These things are essential to the maintenance of public support and co-operation; they are the cornerstone of the British model of policing by consent. This year, we have included a consideration of the extent to which forces are representative of the communities which they serve.

Our overall assessment of the 43 forces' legitimacy is based on its consideration of three questions. The table below sets out how legitimate forces were in respect of each question.

The main findings of our PEEL legitimacy inspections are set out below.

- The picture is a positive one and these results are a credit generally to the police service as a whole.
- The majority of forces (36) have been specifically graded as good and one as outstanding

in how their behaviours reinforce the wellbeing of staff and an ethical culture. All chief officer teams take seriously the need to create and maintain an ethical culture. While approaches vary from force to force, we saw many examples of chief officer road shows; external challenge and ethics boards; training on expected standards of behaviour; dissemination of lessons learned; confidential reporting lines; and regular communication on force values.

- All forces had in place arrangements to support and assist the wellbeing and welfare of officers and staff. However, we found that the range of services available, and the degree to which line managers provided support to their staff, were variable both within and between forces.



### Legitimacy

- Outstanding
- Good
- Requires improvement
- Inadequate

#### Legitimacy

Overall judgments

1 37 5 0



To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture?

1 36 6 0



How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy?

7 33 3 0



To what extent are decisions taken on the use of stop and search and tasers fair and appropriate?

0 24 19 0



## 2

## out of 201 chief officers are black, Asian and minority ethnic people

- The response to the College of Policing's Code of Ethics<sup>66</sup> was less satisfactory, however. Section 1.2.2 of the code specifically states that it applies to all the 43 forces in England and Wales and that it relates "specifically to chief officers in the discharge of their functions".<sup>67</sup>

The use of the code of Ethics is variable across forces. Most forces have their own sets of values and have used these instead. Some forces have amended their values better to reflect the code; others have not. Where both the code and the forces' values are used, there is often confusion about which takes priority.

This variation in approach to a code which is issued under statute is unacceptable.

- Between 2010 and 2015, the total proportion of women in the police service increased by 0.7 percent, taking the overall proportion of women working in all aspects of policing to 39.4 percent. For black, Asian and minority ethnic people, the proportion working in all aspects of policing increased by 0.5 percent, taking the overall proportion to 6.4 percent.<sup>68</sup> There remains under-representation of women and black, Asian and minority ethnic people at chief officer level: 21.4 percent (43 out of 201) of all chief officers are women, and 1 percent (2 out of 201) are black, Asian or minority ethnic people, where ethnicity is known. The changes among women and black, Asian and minority ethnic people in the police workforce are set out in figure 4.

**Figure 4: Change in police workforce across England and Wales (overall volume and the percentage of female and black, Asian and minority ethnic people), between 31 March 2010 and 31 March 2015<sup>69</sup>**

	Total change		Percentage point change	
			% female	% BAME
<b>Total workforce</b>	<b>-37,035</b>	<b>(-15%)</b>	<b>+0.7</b>	<b>+0.5</b>
<b>Officers</b>	<b>-16,916</b>	<b>(-12%)</b>	<b>+2.4</b>	<b>+0.9</b>
Constables	-10,715	(-10%)	+1.7	+1.0
Sergeants	-3,961	(-17%)	+3.7	+0.4
Inspectors	-1,557	(-21%)	+4.6	+0.5
Chief inspectors	-317	(-16%)	+7.1	+0.1
Superintendents	-209	(-20%)	+5.8	+0.6
Chief superintendents	-135	(-29%)	+10.3	+1.7
Chief officers	-23	(-10%)	+6.2	-3.1
<b>Staff</b>	<b>-15,521</b>	<b>(-19%)</b>	<b>-0.7</b>	<b>+0.5</b>
<b>PCSOs</b>	<b>-4,598</b>	<b>(-27%)</b>	<b>+1.2</b>	<b>-1.8</b>

Source: Home Office Police Workforce statistics

<sup>66</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, 2014. Available from: [www.college.police.uk/What-we-do/Ethics/Documents/Code\\_of\\_Ethics.pdf](http://www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf) There are nine policing principles outlined in the Code giving rise to ten standards. The Code is issued as a code of practice under section 39A, Police Act 1996.

<sup>67</sup>: *Ibid*, paragraph 1.2.2.

<sup>68</sup>: Details of the specific percentages in each force area are available in the PEEL reports for each force on HMIC's website. See: [www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2015/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2015/)

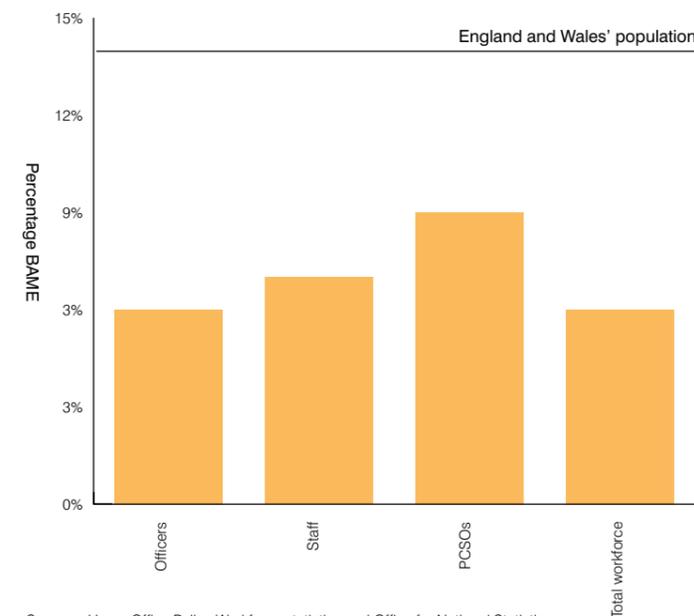
<sup>69</sup>: Figures may appear not to reconcile due to rounding.

While I am pleased that, during a time when jobs were lost or people left the service without being replaced, policing saw a small increase in the proportion of women and black, Asian and ethnic minority people, more work is needed to ensure that those who work in policing – at all levels – better reflect the communities they serve.

Figure 5 sets out how much more forces need to do in order to reflect their communities accurately in their workforces.

- More positively, 40 forces have been graded as good or outstanding when specifically assessed in relation to their work in engaging their communities. They understand the links between effective public engagement and increased police legitimacy, and have put in place a wide variety of mechanisms to engage the public. We found good examples in some forces where members of the community had volunteered to help the force, for example, by providing administrative support. This helps to build strong community links.
- Fairness, and the perception of fairness, is crucial to police legitimacy. It is important that fairness is demonstrated in all aspects of policing, including the use of police powers. Some of the most intrusive powers available to the police are those involving stop and search and the use of tasers,<sup>70</sup> and the way

**Figure 5: Percentage of black, Asian and minority ethnic people within England and Wales police workforce (as at 31 March 2015) compared with total population**



Sources: Home Office Police Workforce statistics and Office for National Statistics 2011 Census

forces use these powers was examined in this year's inspections. Considering both together, only 24 forces were graded as good and 19 required improvement.

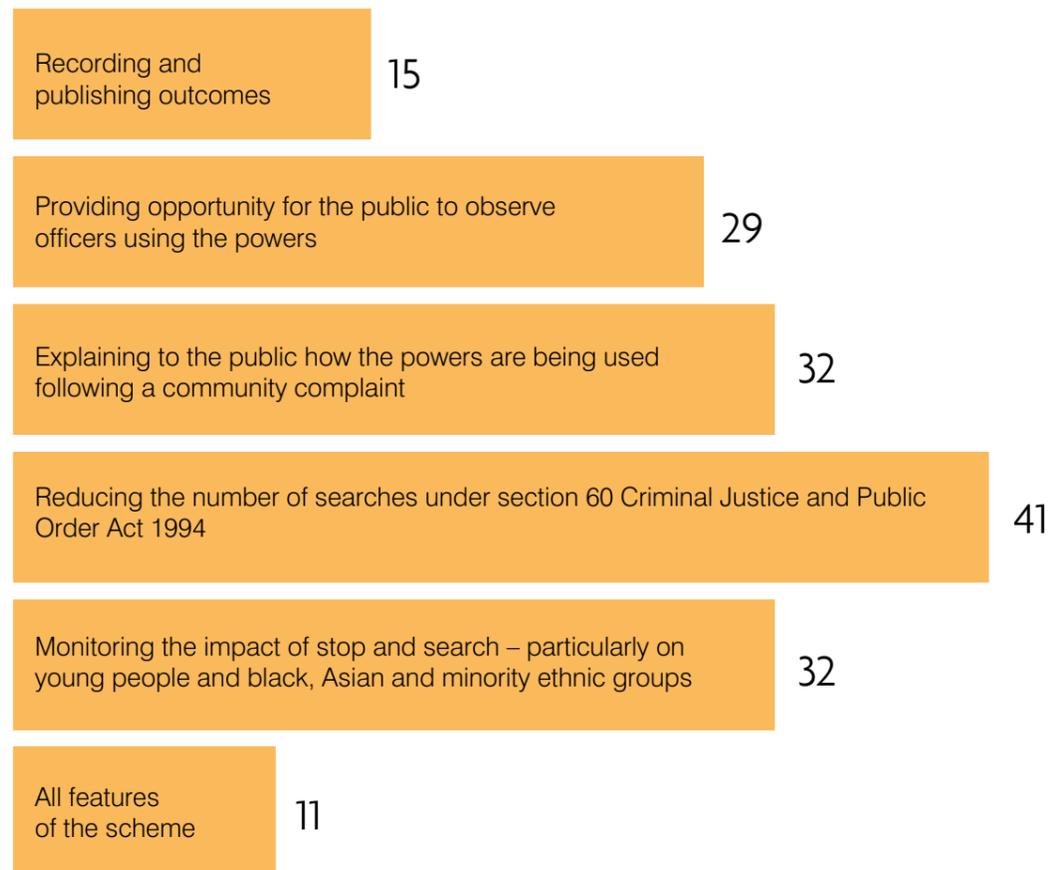
- I have set out in my overview my concerns about the police's collective failure properly to comply fully with the 'Best Use of Stop and Search scheme' published by the Home Office in response to HMIC's 2013 report.<sup>71</sup> Only one quarter of forces were fully compliant, despite all chief constables having signed up to the scheme.

<sup>70</sup>: A taser is an electrical device which is used in appropriate circumstances by the police to immobilise an individual who is either a danger to him or herself or who is considered to be a danger to others.

<sup>71</sup>: See page 27.

**Figure 6: Number of forces compliant with the ‘Best Use of Stop and Search scheme’ by component part**

Source: HMIC data return for PEEL Legitimacy inspection



- The picture in respect of tasers was much more positive. We found that tasers were used fairly and appropriately in almost all the cases which we considered. There were robust oversight mechanisms in place, and forces had a good understanding of how many taser officers were needed and how they should be deployed.

Overall, the picture under the PEEL pillar of legitimacy is a positive one, but there are clear areas where improvements must be made. Failure to comply with a statutory code of practice and failure to implement best practice in a highly sensitive area of policing call into question the extent to which the police service will be able to continue to count on the support of the communities they serve.

During the inspection year, the police and crime commissioner for Avon and Somerset initiated the procedure under section 38 of the Police Reform and Social Responsibility Act 2011 to require the chief constable of that force to resign or retire. The basis of that requirement was that the chief constable, having had eight final written warnings as a result of findings of misconduct against him, had lost the confidence of material elements of his force.



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The police and crime commissioner concluded that the efficiency and effectiveness of the force should not be imperilled by allowing the chief constable to return to work and try to regain that confidence.

The section 38 procedure places the decision on the forced resignation of a chief constable solely with the police and crime commissioner. However, before making a final decision on the matter,

the legislation contains several important checks and balances, to ensure conspicuous fairness to all concerned. One of those checks is a requirement that the police and crime commissioner obtain and take into consideration the written views of the chief inspector of constabulary on the matter. On 25 September 2015, I provided my views to the police and crime commissioner, stating that I agreed that

the forced resignation of the chief constable was, in the circumstances, necessary. The chief constable resigned on 16 October 2015.

# PEEL inspection judgments

## Effectiveness

- Outstanding
- Good
- Requires improvement
- Inadequate

### Effectiveness

Overall judgments

1 24 18 0



How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?

3 35 5 0



How effective is the force at investigating crime and managing offenders?

1 26 16 0



How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

0 12 27 4



How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

3 32 8 0



## Efficiency

- Outstanding
- Good
- Requires improvement
- Inadequate

### Efficiency

Overall judgments

5 29 8 1



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

4 33 5 1



How sustainable and affordable is the workforce model?

5 22 15 1



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

10 27 6 0



# 23

are assessed as good or outstanding in all three pillars

## Legitimacy

- Outstanding
- Good
- Requires improvement
- Inadequate

### Legitimacy

Overall judgments

1 37 5 0



To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture?

1 36 6 0



How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy?

7 33 3 0



To what extent are decisions taken on the use of stop and search and tasers fair and appropriate?

0 24 19 0



Few forces were able to demonstrate that they had considered diversity of background, skills and style in developing leadership teams

## Leadership inspection

This is the first year that HMIC has inspected police leadership and this report provides an overview of the findings in all 43 forces. The inspection examined the extent to which forces understood how good leadership was at different levels in the force. It explored how forces developed leadership, encouraged new ideas, and demonstrated leadership in improving their effectiveness, efficiency and legitimacy.

Overall, the findings were positive, with police leaders demonstrating high levels of commitment to public service and an increasingly open approach with their own workforces and other public sector organisations. However, it is a cause for concern for HMIC both that many forces do not carry out a staff survey and also that the assessment of individual performance appears inconsistent. It is encouraging that some forces had focused on the behaviours required of leaders. However, few forces were able to demonstrate that they had considered diversity of background, skills and style in developing leadership teams.

### Main findings

- Police leaders displayed impressive levels of dedication and commitment to public service. This provides a strong base on which improvements can be built.
- Police leaders have taken steps to be more open and approachable to their workforces. Almost all forces had also improved the openness with which they work with other local public sector organisations. Higher-performing forces

encouraged and rewarded leaders who work effectively across different organisations.

- Engagement with the workforce was often focused on messages personally given by those in senior positions. Engagement was less focused on feedback provided by those at lower levels in the organisation. It is a cause for concern that many forces do not carry out a staff survey to understand better the views of their staff.
- Some forces had started to assess performance and promotion on the basis of behaviours as well as operational skills. However, the lack of consistent and effective assessment of individual performance is a cause for concern. The management and performance information used by forces is relatively weak and under-valued.
- Most forces had placed an increased focus on how they appoint individuals to senior positions. However, few forces have a clear understanding of leadership teams in terms of their diversity of background, skills and leadership styles.

- The understanding of technology by police leaders is not as strong as it should be. Given the pace of change in technology, this should be a high priority for leaders.

### Background to the inspection

This is the first year that HMIC has specifically inspected leadership in policing. Unlike the other strands of the PEEL inspections, we are not reporting the national overview of the findings separately from what is included in this report. That is why this section is longer than the sections on efficiency, effectiveness and legitimacy which summarise published reports. We have not graded forces on how well led they are, but have provided a narrative for every force. These are published on the HMIC website.

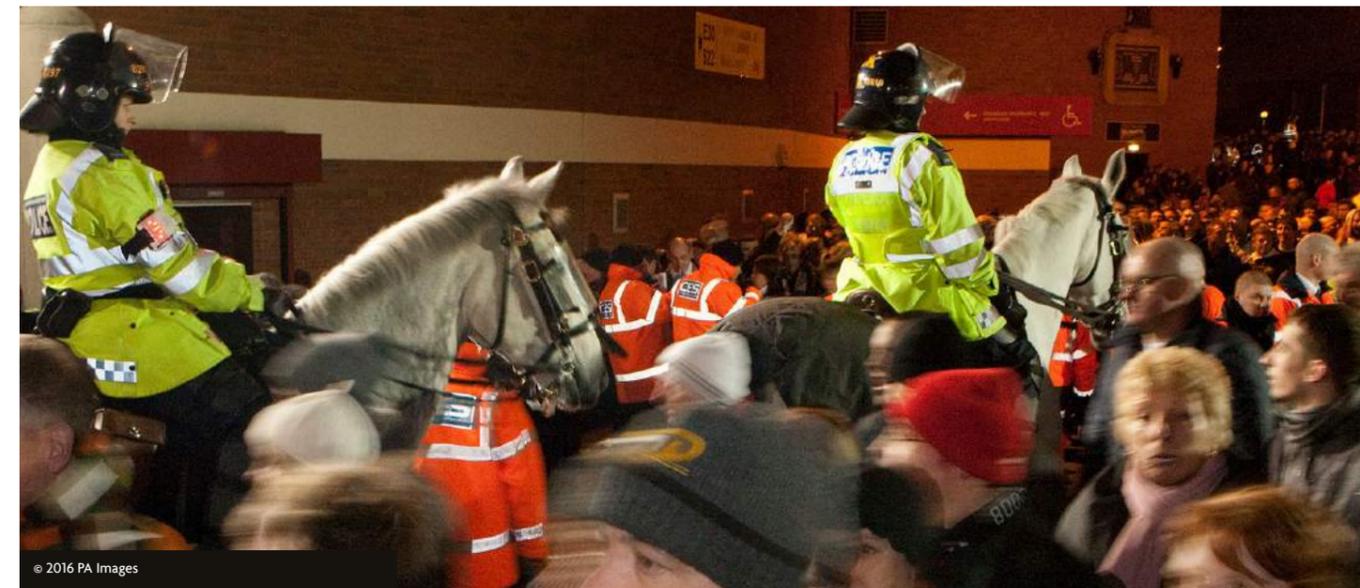
The public expects the police to be able to carry out its responsibilities in an effective, efficient and legitimate way while being seen to operate fairly, ethically and within the law. Leadership plays a crucial role in helping organisations

change to become more efficient and effective, and in shaping their cultures. Police leaders face complex factors such as rapid technological advances, changes in the types of crime that are committed, and shifting demographics. These factors mean it has never been more important for the police service to have leaders who possess the ability and adaptability required to meet and exceed public needs and expectations.

Leadership is a broad topic for an inspection and there are many different definitions of what represents good and bad leadership. Different situations require different styles of leadership and it is not the role of the inspectorate to promote one style over another. In particular, HMIC will not comment on or judge the performance of individuals, particularly the chief constable of a force. It is the role of the police and crime commissioner to evaluate the performance of chief constables and to

hold them to account. It is not surprising that much of the evidence gathered during the inspection referred to those in the most senior positions. These individuals are more visible and have greater influence in the force. However, HMIC's focus throughout the inspection has remained on understanding leadership at all levels in a force.

The inspection examined the extent to which individual forces understand how good leadership is in different areas and at different levels within the force. It explored the extent to which forces develop leadership skills and encourage positive behaviours in leaders. This considered not just schemes aimed at developing those identified as the most talented, but the extent to which the force was making sure all of those working for it are supported in developing strong leadership skills and behaviours. In doing so, the inspection considered the extent to which forces had a clearly expressed direction



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## Much more could be done by forces to encourage leaders in policing to develop other approaches to solving problems

in which the organisation was headed, and how well that direction was understood by the workforce. It considered whether there was a clear understanding of what was expected of leaders at all levels in the force. Finally, it considered whether there was a culture that encouraged the adoption of new ideas and improved ways of working, as well as accepting constructive challenge.

The inspection therefore broke down the overall question 'How well led is the force?' into the following additional questions:

- How well does the force have a clear understanding of the current state of its leadership at every level?
- Has the force provided a clear and compelling sense of the future direction of the organisation?
- How is the force developing leadership, motivating the workforce and encouraging staff engagement?
- To what extent is leadership improving the effectiveness, efficiency and legitimacy of the force through clear, reasoned and swift responses to challenges?

### Inspection findings

Policing in England and Wales is built on the strength of the very high levels of commitment and dedication of those who work in it. Throughout the inspection, HMIC has spoken to many hard-working and talented individuals striving to improve the safety and security of the communities that they serve, whether they are police staff, police community support officers, police officers or volunteers that make up the

workforce. The commitment demonstrated by police leaders is a significant asset that should not be under-rated. It provides a strong base on which improvements can be built.

However, there is evidence that indicates that the recent cuts in policing have had a disproportionate adverse effect on those parts of police forces, for example training, development and human resources departments, that help individuals to develop and improve a range of leadership skills that would benefit policing.

Forces were generally good at formally recognising and accrediting skills that are frequently used in directing police operations, often referred to as command and control skills. These skills are, of course, extremely important in making sure that public safety is maintained. However, this inspection found that much more could be done by forces to encourage leaders in policing to develop other approaches to solving problems. For example, police leaders increasingly face problems where persuasion and engagement might be the best approach. This includes when they are managing organisational change, encouraging new ideas, seeking feedback or developing those that work for them. Few forces, with some commendable exceptions such as Thames Valley Police, have continued to invest in leadership development schemes that enable individuals to adopt this range of leadership styles. Where such schemes do exist, they are often focused on developing police officers rather than police staff or PCSOs. Every force should recognise that a broad range

of strong leadership skills are required throughout policing.

### Performance

HMIC is concerned by the lack of consistent and effective assessment of individual performance within forces. The inspection found that in many forces individuals, particularly at lower levels, did not know enough about how they were being assessed. Many of these individuals linked their personal development to gaining operational skills such as advanced driving, rather than leadership behaviours. Not only does this make it harder consistently and fairly to identify talented individuals, it also reduces the ability of the organisation to understand and develop leadership skills at all levels.

We were pleased to see that most police officers and staff spoken to during this inspection welcomed the removal of the previous target-driven performance regime, on the basis that pursuing targets actively encouraged poor behaviours in some leaders. However, for many forces, and for officers in particular, there was a disturbing lack of clarity and consistency in measuring and assessing individual performance now that targets have been removed.

The inspection found that the importance of changing their performance cultures was appreciated by most forces, and some are beginning to explore new approaches to leadership development. For example, it is encouraging that forces such as Greater Manchester Police have promotion processes that

consider the behaviours of candidates – in particular evaluating how individuals have worked, rather than only measuring what they have produced. While a positive step, forces may not find it easy to make sure such behaviours are consistently monitored. If they fail, there is a risk that individuals seeking promotion will learn how to behave to get through promotion boards rather than truly change their behaviours.

The inspection found that the ability of forces to understand leadership at more junior levels was extremely limited. In many forces, leadership training is offered only to those seeking promotion, which means that many forces are focused on training future leaders but not at developing good leadership across the whole organisation. The reduction in recruitment in recent years has increased the importance of individuals gaining useful experience by doing a range of different jobs at their current ranks or

grades rather than only through promotion. Many junior staff expressed frustration with the lack of such opportunities. There was evidence that the majority of the workforce at this level thought about professional development in terms of acquiring technical skills rather than developing leadership skills.

HMIC recognises and welcomes the work that the College of Policing is doing in relation to improving performance and development reviews, as well as the independent review of the use of targets in policing led by Chief Superintendent Irene Curtis.<sup>72</sup>

But we have misgivings in relation to the extent to which forces are prepared to be able rapidly to make improvements in the ways in which individual performance is assessed. The inspection found that personal appraisals were almost universally disliked. They were often perceived as bureaucratic to complete, and of limited



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## Only a small number of forces were able to demonstrate how they had taken into account different leadership styles and behaviours in shaping even their senior teams

personal benefit. This perception was particularly prevalent amongst frontline officers. Forces will need to invest considerable time and effort if they are to change this perception.

### Diversity of experience and style

It is encouraging that many forces had started to improve how they develop senior leadership teams, in particular how they manage the allocation of police officer roles at relatively senior levels. In some forces, chief officers considered every individual at chief inspector and superintendent rank in the force and allocated all the roles at those levels at the same time. This appeared to improve the ability for the force to have a succession plan for the most important roles and allow individuals to develop their understanding of different areas in the force. However, very few forces were able to demonstrate a clear understanding of their leadership teams at all levels in terms of their diversity of experience, background, skills and style.

The best forces understand diversity as being about encouraging difference, rather than being solely about the protected characteristics set out in equalities legislation, including gender, ethnicity and sexual orientation. Only a small number of forces were able to demonstrate how they had taken into account different leadership styles and behaviours in shaping even their senior teams, and there were worrying signs in a small number of forces of a particular style or approach being encouraged at the expense of diversity.

The inspection found a number of examples where individuals seeking to gain different experiences were not encouraged to do so, and only a small number of forces that were actively trying to encourage this type of diversity. There were also a number of examples where those interviewed felt conformity was rewarded and individuals who did not conform, if they were not actively penalised, felt they were often subject to greater scrutiny from their immediate managers.

### Engagement

The inspection found that leaders in the majority of forces have recognised the need to be more open and approachable. This is a notable and commendable shift in culture, even if not yet universal. Most senior leaders have demonstrated their commitment to speaking with staff at all levels in their organisations, with numerous roadshows and other engagement events, almost all of which appear focused on engaging with the chief constable. There still remains a clear focus on delivering a message from those in senior positions, rather than encouraging those from the lower-levels of the organisation to engage with more senior levels. It is a poor reflection on policing that there are many forces who do not undertake a staff survey to understand the views of their staff.

There are promising initiatives within forces to increase engagement. For example, in Hampshire, individuals at all levels were involved in helping to describe the behaviours expected of leaders and make sure those in the force

understood, accepted and reflected these behaviours. Members of the workforce were able to raise concerns with the force's culture through focus groups and a staff survey, and the force used this information to create a new leadership development programme. In Kent, ethics committees were playing an important role in allowing more junior staff to question the way in which things are done in the force and suggest alternative approaches. The establishment of the committees appeared to have resulted in a greater openness to different views within the force.

Most forces recognised the need to engage with the workforce to ensure positive and sustainable change is achieved, though their success in doing so was highly variable. It is notable that the best forces are adept at communicating a positive sense of the future, which reached beyond reducing costs to improving the quality of service to the public.

In these forces, the positive vision appeared to act as a highly motivating factor for the workforce.

In a few forces, the sense of the future was centred mostly on what was perceived as a central imposition of budget reductions. While this seemed to increase the sense of solidarity within the force, it appeared to promote a defensive approach that did little to encourage innovation or improve services to the public. The best forces had leaders who were able to understand and adapt to significant challenges, such as budget reductions, while simultaneously motivating others towards a more positive future.

### New ways of working

Leadership within policing increasingly involves adapting to changing environments such as making best use of technology and responding to new types of crime. Good leaders are likely to be actively engaged in seeking out, understanding and developing

new ways of working. This includes areas of work where they will have little personal experience, particularly in technological advances, where the understanding of leaders within policing was not universally strong. As the pace of technological and other changes in society is increasingly rapidly, police leaders need to be more aware of the implications of these changes for the ways in which policing will need to respond. The inspection found only isolated examples of individuals within forces who were trying to develop a clear leadership focus on understanding such technological developments and the potential of such developments to improve policing.

The higher-performing forces were increasingly focused on leadership which influences activities across a number of different organisations such as local councils, schools and health trusts which operate in the same local area. This



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## Forces that consistently applied a fair set of values and recognised the importance of individual wellbeing, tended to support good leadership

was sometimes referred to as leadership of place rather than organisation, when considered at a local level – enabling individuals from a number of organisations to come together to improve things in a town, city or wider geographic area. These forces tended to recognise and reward strong partnership skills, for example an ability to persuade and influence others, as an extremely important part of leadership. Even within some high-performing forces, senior leaders recognised that there were groups within the force who continued to resist working in this way and who sought to work rigidly within their own organisational structures. HMIC was encouraged by those forces that were able to demonstrate that they were confronting and changing such behaviours.

In many of the poorer performing forces, less constructive behaviours persist, in particular a sense that the force or policing has always to benefit directly from joint working or an insular approach that criticised other organisations without effectively engaging with them. In these forces, there tended to be a stronger sense, particularly from those in more junior roles, that individuals were constrained by the structures and systems within which they work. Few of these individuals felt confident in going beyond these boundaries to improve the way they worked with other organisations.

Many of the other organisations with which the police work, such as local councils, continue to face substantial budget reductions. It is therefore likely that policing will come under ever-greater pressure to work effectively with these

organisations. If they do not, they risk being overwhelmed by an increased level of demand passed on to them by these organisations.

### The wider impact of leadership

While the inspection primarily focused on how forces have developed ways to understand, encourage and develop leadership skills, it also sought evidence from the other PEEL inspections that was relevant to the ways forces display leadership. There are some forces that have performed well in most areas within PEEL, while others consistently require improvement. Isolating whether or not this is due to the quality of leadership is difficult, not least as each force faces different problems. However, there are some common themes relating to leadership which stand out when looking across the inspection findings.

First, while there is a focus by some on senior leadership, the best performing forces tend to be able to show strong leadership at every rank and grade. While senior leaders may have more influence on the force, there are indications that by establishing strong leadership at every level, higher standards of service can be provided to the public.

Second, forces that consistently applied a fair set of values and recognised the importance of individual wellbeing, tended to support good leadership. These factors all heavily influenced the workforce's perception of senior leaders, and appeared to have a direct beneficial effect on motivation and performance.

Finally, the ability of individuals to look beyond the immediate and develop a wider perspective

beyond policing, in particular being open to different approaches and ways of operating, also appears to support good leadership. The ability of leaders to influence others at all levels and across organisations, sometimes beyond individual authority, appears to be an important part of improving the organisation. Linked to this is the force's ability to support and encourage its leaders to work collaboratively. This appears to have the additional benefit of helping leaders to develop an understanding of the styles, approach and background of others, allowing trust to be built and organisational barriers to be removed.

### Conclusions and next steps

There are many positive aspects of leadership within policing, not least in the commitment, dedication and 'can-do' attitude that many leaders at all levels within policing display. The inspection found that in many forces there was a desire to change towards a new, more open and approachable style of leadership. The representatives of local public sector organisations to whom we spoke during the inspection almost always commented on the significant positive change in the openness with which the police approached working jointly with them. Across all forces, there were numerous examples of leaders trying to engage with those working for them and enable staff to make changes to improve the ways they work.

There are areas where policing still needs to improve. The ability of police leaders

rapidly to identify and adopt new technology appears a significant weakness. Not enough focus has been placed on the diversity of style or background within leadership teams, and the identification and development of leadership skills is inconsistent. The support mechanisms, and particularly management and performance information used by forces, remains relatively weak, under-valued and in many cases heavily depleted following budget reductions. This does not imply that police leadership is particularly poor, or indeed in any sort of crisis. It simply highlights that the speed of change, in both technology and wider society, means that leaders in policing have to deal with more complex problems and circumstances than has previously been the case.

Forces will need to focus on how they are developing their leadership capabilities at all levels if they are going to demonstrate that they have

an ability to pursue significant and beneficial change in the service they provide to the public. If implemented, the recommendations from the recent review of leadership by the College of Policing should support the development of good leadership within policing, and it is encouraging that nearly half of the forces in England and Wales are piloting elements of that review. A set of guiding principles for leadership in policing is currently being developed by the College of Policing, the National Police Chiefs' Council and HMIC. These principles should, when finalised, help forces to identify gaps in their own organisational structures to understand, develop and display leadership at all levels. HMIC will continue to focus on these areas in our 2016 PEEL inspection programme.



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Force management statements will be introduced

## Force management statements

In policing, as in so many other things, relevant information in the hands of those who need it, when they need it, and to the standard they need it, is essential to the highest practicable levels of efficiency and effectiveness.

In this report, and in our reports this year, we have emphasised how important it is that the systems which the police use to record, disseminate and use information and intelligence must be radically improved.

It is equally true that the leaders and senior management of

all enterprises need reliable and timely information to ensure they can make sound decisions on the deployment of assets and planning for the future. Every well-managed organisation needs to know the demand which it is likely to face, the resources – financial and otherwise – which it will

have, and the state of the assets it will be able to use to meet that demand.

As explained in this report, my last two state of policing reports and many of HMIC's inspection reports, in these respects too much of the stewardship of policing is being carried out in low light, and sometimes in darkness. This must change.

During the inspection year, HMIC has been developing force management statements, modeled on network management statements used in other safety-critical monopoly essential public services.

When introduced in 2017, they will require chief constables to publish (with redactions of information which should

not be released) annual assessments of:

- the **financial resources** which the force expects to have in each of the succeeding three to five years;
- the **demand** – latent and patent, crime and non-crime – which the force expects to face in each of those years; and
- the **assets** (predominantly people) which the force has to meet that demand;
- the **capacity** of the workforce and other assets – how much work can they do;
- their **capability** – what is it they can do: their skills, for example: response, investigation, roads policing, public order, firearms, child protection, neighbourhood, crime scene investigation, intelligence and analysis, leadership, management and supervision, business planning and financial and commercial acuity, and the extent to which those skills are likely to meet the demands which the force faces and will in future face;
- their **condition** – matters such as physical fitness and impairments, professional attainments, and seniority;
- the **serviceability and wellbeing** of the workforce and other assets – what does it take – in money, time and effort – to look after the workforce and other assets, to ensure they are in their best practicable condition and operate at their best, for example: training and



professional development, improvements in skills and resilience, and improvements in supervision, efficiency and effectiveness;

- workforce **performance** – how well do they perform; what measure of productivity can reasonably be expected from them, and how should and will that productivity change over time; and
- **security of supply** – how resilient is the overall capacity of the force in terms of meeting surges in demand.

Each force management statement will also contain and explain the chief's plans for improving the **efficiency**

**and effectiveness** of the force in the period covered by the statement.

It should also contain a report, with reasons, on the force's performance in the last year against projections made for that year in the last force management statement.

It is of course fully understood and acknowledged that:

- in policing, a high proportion of day-to-day and longer-term decisions have to be made on the basis of incomplete and often wrong information;
- demand analysis and projection are hard to do; and
- the most complex assets are people.

However, public safety is so important that the needs for the best practicable standards in how it is to be assured and protected are commensurately great. Efficiency and effectiveness in policing is essential, and that requires sound information used to the best advantage.

Force management statements will not increase the data demand on forces which are already well-managed. When they have been designed and properly tried out, they will reduce those demands, in some cases considerably. This is because they will require the production of information – in a common, standard

format – which should already be possessed by every well-managed force. They will require nothing which a chief constable should not already know, and which he or she undoubtedly needs to know.

When force management statements have been established and have become part of the routine of the management of police forces, it should be the case that in almost every instance of a chief constable being asked for information – by anyone with a legitimate interest – in relation to the force's resources, demand and assets, he or she should be able to refer to the last force

management statement, and his or her current information which will already be in existence or preparation for the next one. In this way, the data burden on forces should be reduced very considerably.

In following a common and standard template, force management statements will greatly assist forces and their police and crime commissioners in making valid and valuable comparisons over time, both in respect of his or her force, and between one force and one or more others. They should also very considerably assist with, reduce and streamline the



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information requirements made of forces by HMIC and others.

It is important to emphasise that in the design of force management statements, full account must and is being taken of the existence and purposes of police and crime plans, the strategic policing requirement, chief constables' annual reports, force strategic assessments, governance statements, the Home Office's annual data requirement and other instruments which are used to provide information about the police. With the obvious exception of those which are required by statute and which have other purposes, force management statements may considerably reduce the need for some or all of these instruments.

In relation to police and crime plans, force management

statements should make a very material contribution to them, and enable police and crime commissioners to assure themselves – as they are required to do by the Police Reform and Social Responsibility Act 2011 – of the respects in which their forces are and are not being efficient and effective.

As far as the strategic policing requirement is concerned, it may be that force management statements will fulfil all or substantially all of its requirements.

Of course force management statements must respect and be fully sensitive to local conditions. They are about local forces.

It is necessary that, in the design of force management statements, we now have

the benefit of the fullest possible contributions of chief constables, police and crime commissioners and others. I wish to place on record my appreciation of the very positive and constructive contributions made by several forces, police and crime commissioners, the Police Service of Northern Ireland, the National Crime Agency, the College of Policing and the Home Office in our work to design force management statements. Several forces have also volunteered to act as pilots of force management statements; that too is greatly welcome.

I expect to report next year on the successful design and introduction of the first force management statements.



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The police response to children who have been victims of online sexual exploitation requires improvement

## Our specialist inspections

In addition to our PEEL inspections, we have carried out a number of thematic inspections. These have covered a number of aspects of policing from child protection to the firearms licensing regime. A comprehensive list of these inspections is provided in part 3 and Annex F of this annual assessment,<sup>73</sup> and all the reports are available on our website.<sup>74</sup> The principal findings from these inspections are set out below.

### Online child sexual exploitation

Between October and December 2014, we inspected how six forces sought to prevent online child sexual exploitation which is facilitated and enabled by the internet. HMIC's findings, which were published in July 2015,<sup>75</sup> demonstrate a need for

the police service significantly to refresh and improve its capability to keep pace with this serious type of crime.

We found that, despite the commitment and dedication of senior police leaders and many officers and staff to the protection of children, the police response to children who have been victims of online sexual exploitation requires improvement. When dealing with an identified child or specific offender, opportunities to identify other victims were not always pursued.

High-tech crime units undertaking forensic work experienced backlogs and it was not uncommon to see delays of up to 12 months in processing items that were seized during such investigations. Offenders who are potentially a risk to children are released on bail from police stations for prolonged periods of time pending the results of analysis, increasing the risks to children. A delay of even a few months can have a significant adverse effect on a child, particularly if the child is

very young. The requirement to obtain evidence from a range of media devices is not new, and the demand is likely to increase further. It is, therefore, extremely important that forces significantly reduce delays and clear existing backlogs.

The forces which HMIC inspected made a considerable effort to provide advice and guidance on internet safety, primarily aimed at parents and carers through community engagement activity. However, more could be done to warn children about the consequences of risky online behaviour, by communicating these messages on the same websites and social media channels that are used by children.

Dealing with child sexual exploitation in a virtual world requires a style of policing different from the conventional methods of the past. Forces

need urgently to understand the nature and potential scale of the online exploitation of children to ensure that very much more is done to protect them from harm and bring offenders to justice. New approaches must now be considered to reflect this contemporary demand on policing services if there is to be a step-change in practice on the frontline.

### Child protection inspections

The National Child Protection Inspection programme was started in April 2014. By December 2015, 14 forces had been inspected.<sup>76</sup>

Overall, the findings from HMIC's child protection inspections demonstrate an under-recognition and under-estimation of risk. The police service must focus immediately on how it ensures that it has the necessary capabilities. The number

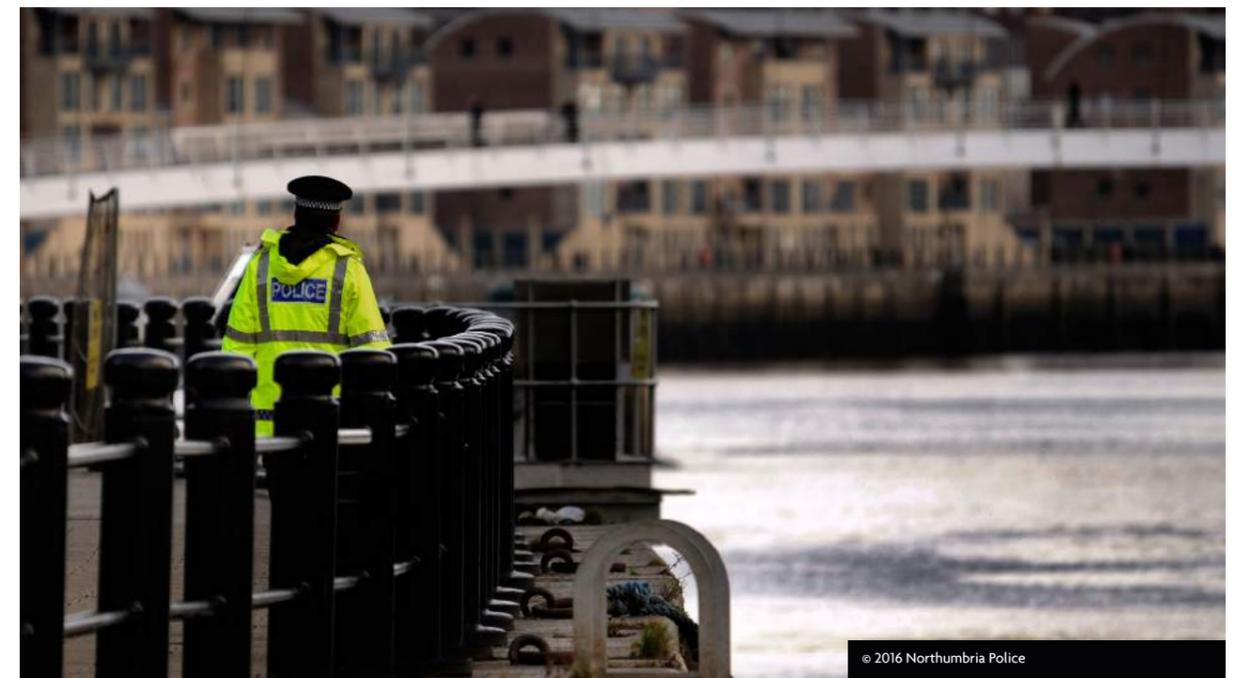
of reported cases of child abuse is increasing, and the opportunities which the internet provides for abuse are now widely known. Dealing effectively with the wide range of circumstances where children may need help – from online abuse to neglect, and physical beatings to sexual exploitation – requires a correspondingly comprehensive set of skills. The police will have to adapt, with new ways of working.

HMIC found that straightforward cases of child abuse and neglect are almost always dealt with promptly and efficiently.

However, on too many occasions, HMIC found that more complex investigations into child abuse or neglect were poor and beset by delay, and the response to reports of offences against children – ranging from online grooming to domestic abuse – was inadequate.



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73: See page 84

74: [www.justiceinspectorates.gov.uk/hmic/publications/](http://www.justiceinspectorates.gov.uk/hmic/publications/)

75: *Online and on the edge: real risks in a virtual world*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/online-and-on-the-edge.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/online-and-on-the-edge.pdf)

76: *In harm's way: The role of the police in keeping children safe*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/in-harms-way.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/in-harms-way.pdf)

## Our findings show that honour-based violence, forced marriage and female genital mutilation are not yet being given the priority by the police service that victims deserve

HMIC concluded that pockets of excellent practice seen across all inspections were the result of dedicated and professional individuals and teams, rather than because of a united, understood and applied focus on protecting children at force level.

Additionally, there is not enough done in forces to establish the effects on children of police intervention, nor to understand their experiences when they come into contact with the police. This means that in too many respects forces do not know what works in protecting children or how successful or positive their work is on them.

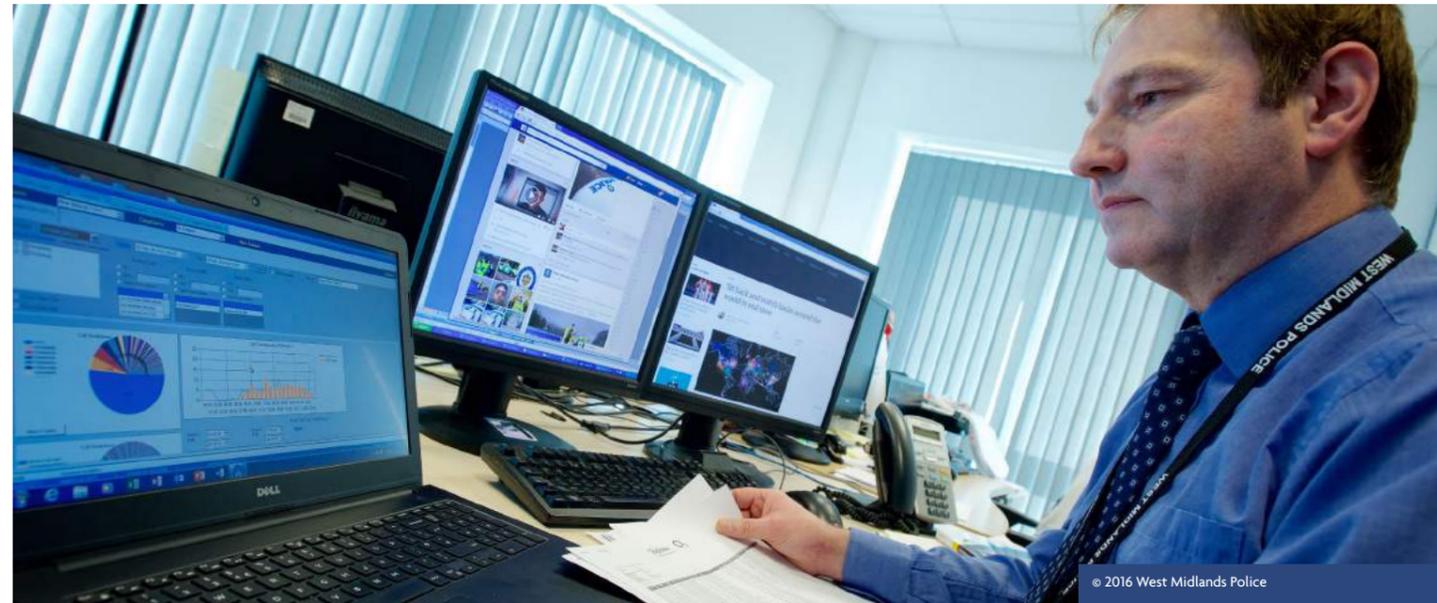
New joint targeted area inspections of services for vulnerable children and young people are to be started in 2016. Together, Ofsted, the Care Quality Commission, HMIC and Her Majesty's Inspectorate of Probation will assess how local authorities, the police, health, probation and youth offending services are working together in an area to identify, support and protect vulnerable children and young people. The new short inspections will allow inspectorates to be more responsive, targeting specific areas of interest and concern. They will also identify areas for improvement and highlight good practice from which others can learn.

### Management of police information

Information is the lifeblood of the police service. It leads to effective investigations, timely arrests and appropriate criminal justice results. It also helps to prevent further crimes being committed. In July 2014, HMIC

examined how successfully police share and cross-check information in order to build a picture of criminality.<sup>77</sup> Seemingly one-off instances of suspicious or criminal behaviour assume a greater importance if it can be shown, by linking information, that they are not isolated, but form a pattern of behaviour that gives rise to concern.

The whole picture may well be greater than the sum of its parts. This is why linking information and building the picture of the



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crime are so important – and why the consequences of failing to make the right links can have a significant adverse effect on the public; for example, the mistakes that were made during the police handling of allegations against Jimmy Savile allowed him to continue his offending.

HMIC found that the police service as a whole is mindful of the need to improve how it deals with the mass of information which it acquires every day. The task, however, is a substantial

one. It would be unrealistic for the police service to provide assurances that the risk posed by predatory offenders could be eradicated on the sole basis of improvements in the management of police information. Nevertheless, there is a real and pressing need for more attention to be paid to the management of police information, so that greater consistency is achieved across all forces. It is not enough that some forces manage information better than others.

While honour-based violence has features in common with domestic abuse and gender-based violence more broadly, it is the aggravating element of perceived (and mis-placed) honour which shapes the context of the abuse, compounding risks to the victim and potentially involving multiple perpetrators.

The police service has some way to go before the public can be fully confident that honour-based violence is

properly understood by the police and that potential and actual victims are adequately and effectively protected.

HMIC concluded that greater rigour in the implementation of management information policies is required so that all forces are brought up to the standards of the best.

### Honour-based violence

In 2015, HMIC inspected and reported on the police service's response to crimes of honour-based violence, forced marriage and female genital mutilation.<sup>78</sup>

We found that some forces did not on their computer systems identify those cases which involve honour-based violence. Without accurate data, the scale of the problem and the effectiveness of the police response to it cannot be properly assessed. This compounds the hidden nature of honour-based violence.

Our findings show that honour-based violence, forced marriage and female genital mutilation are not yet being given the priority by the police service that victims deserve. Whilst the inspection found examples of good practice, the police and other organisations do not yet have a sound and complete understanding of the volume and seriousness of these crimes, nor do they appreciate how best to respond to them.

It was evident from this inspection that the cultural shift that is required to respond effectively to honour-based violence is not necessarily well understood at all levels of the police service.

Further, the police service is reliant on the availability of other public and specialist voluntary sector services to discharge its safeguarding responsibilities. Honour-based violence raises difficult questions about the nature and scope of the police role, alongside the responsibilities of other public services, in safeguarding and protecting victims, particularly when an investigation has ended. These questions require active leadership and determination at both national and local levels if victims are not to fall through the gaps between services.

During this inspection, the most powerful messages and insights came from victims, and we consider that the policing of honour-based violence is most effective when it is informed by their experiences.

HMIC has made a number of recommendations that will improve the consistency

<sup>77</sup>: *Building the picture: An inspection of police information management*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/building-picture-an-inspection-of-police-information-management/](http://www.justiceinspectorates.gov.uk/hmic/publications/building-picture-an-inspection-of-police-information-management/)

<sup>78</sup>: *The depths of dishonour: Hidden voices and shameful crimes – An inspection of the police response to honour-based violence, forced marriage and female genital mutilation*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/the-depths-of-dishonour.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/the-depths-of-dishonour.pdf)

## We found that the National Crime Agency has made a strong start

and quality of the protection and support given to victims of honour-based violence, forced marriage and female genital mutilation.

### Counter-terrorism

During 2015, we undertook an inspection, commissioned by the Home Secretary, to examine the police use of the counter-terrorism grant which is given to police forces throughout England and Wales.<sup>79</sup> In 2015/16, the Counter-Terrorism Police Grant amounted to £579.2m. We know from this work that money from the counter-terrorism grant is being used appropriately to provide general and specialist responses to the terrorism threat. We found an established and effective police change programme that will examine all aspects of counter-terrorism policing in 2016. It will identify how the efficiency and effectiveness of each counter-terrorism service can be improved to deal with current and emerging threats

Looking to the future, there is a clear need to ensure our programme of inspections reflects the changing threat posed by terrorism and international terror groups in particular. HMIC has taken the opportunity in 2015 to conduct an insight study. This study gathered views from the police, security services and other organisations, and concluded in December 2015 with a seminar that brought together senior officials from a broad range of interested parties. The findings from this work will shape HMIC's counter-terrorism inspection programme in 2016 and in the years that follow.

<sup>79</sup>: A review of the Counter Terrorism grant 2015, HMIC, unpublished because of its sensitive content.

<sup>80</sup>: An inspection of the National Crime Agency, HMIC, 2015. Available from:

[www.justiceinspectorates.gov.uk/hmic/our-work/specialist-inspections/the-national-crime-agency/](http://www.justiceinspectorates.gov.uk/hmic/our-work/specialist-inspections/the-national-crime-agency/)

<sup>81</sup>: *Regional Organised Crime Units: A review of capability and effectiveness*, HMIC, 2015. Available from:

[www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf)

<sup>82</sup>: Under the PEEL pillar of effectiveness, forces were assessed in respect of the following question: how effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national responsibilities. For more information about the PEEL questions, see: [www.justiceinspectorates.gov.uk/hmic/peel-assessments/national-peel-reports/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/national-peel-reports/)

<sup>83</sup>: The National Crime Agency was established in October 2013.

### Organised crime

During 2015, we examined the policing response to organised crime at the national, regional and local levels. This included: an inspection of the National Crime Agency;<sup>80</sup> inspections of ten police-led multi-agency regional organised crime units;<sup>81</sup> and, as part of our PEEL inspection programme, an examination of the effectiveness of each police force in dealing with serious and organised crime.<sup>82</sup>

We found that the National Crime Agency has made a strong start.<sup>83</sup> It has built productive relationships with police forces and other agencies. The sharing of intelligence is clearly underway, but there are considerable difficulties and other challenges in making the necessary investments in technology and analytical capability. The majority of the 19 areas that we identify for improvement relate to the way the National Crime Agency obtains and works with criminal intelligence. In particular, investment is needed to improve the technology and analytical capability that an effective criminal intelligence system requires. There is already evidence of some progress, but more needs to be done to secure the required improvements.

We found that the regional organised crime units provide a strong foundation in tackling some of the most serious and organised criminals, but there is more work to do to provide a more consistent, concerted and coordinated service to the public.

The units have evolved in a piecemeal way and continue to develop inconsistently. This unnecessarily compromises their effectiveness and duplicates what they do. As a result, opportunities to build and strengthen a consistent national approach to tackling serious and organised crime are being missed.

Three forces have been graded as outstanding and a further 32 as good at tackling serious and organised crime. They have effective processes in place to understand the threat posed by serious and organised crime, and are beginning to assess newer threats, such as child sexual exploitation, in more detail. They manage and prioritise activity aimed at tackling organised crime groups effectively. Clear objectives are set for investigations, which are undertaken well and which, in many cases, lead to successful results. There is a good level of scrutiny applied to those investigations which target the most harmful organised crime groups, but oversight and supervision are often sporadic for those groups which are less harmful. The effectiveness of the remaining eight forces in tackling serious and organised crime requires improvement.

The overall consequence of our findings, such as the technological and analytical difficulties faced by the National Crime Agency, the inconsistent development of regional organised crime units and the need for improvement in ten forces is that important aspects of the Government's *Serious and Organised Crime Strategy*<sup>84</sup> are not yet being implemented effectively.

<sup>84</sup>: *Serious and Organised Crime Strategy*, HM Government. Available from:

[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/248645/Serious\\_and\\_Organised\\_Crime\\_Strategy.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/248645/Serious_and_Organised_Crime_Strategy.pdf)

<sup>85</sup>: *Real lives, real crimes: A study of digital crime and policing*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/our-work/digital-crime-and-policing/real-lives-real-crimes-a-study-of-digital-crime-and-policing/](http://www.justiceinspectorates.gov.uk/hmic/our-work/digital-crime-and-policing/real-lives-real-crimes-a-study-of-digital-crime-and-policing/)

In our next round of inspections, we will look for: progress by the National Crime Agency in dealing with the 19 areas for improvement that we identified; improvements in consistency in the regional organised crime units; the eradication of duplicated capabilities in police forces; and the more effective allocation of people and resources at a national level.

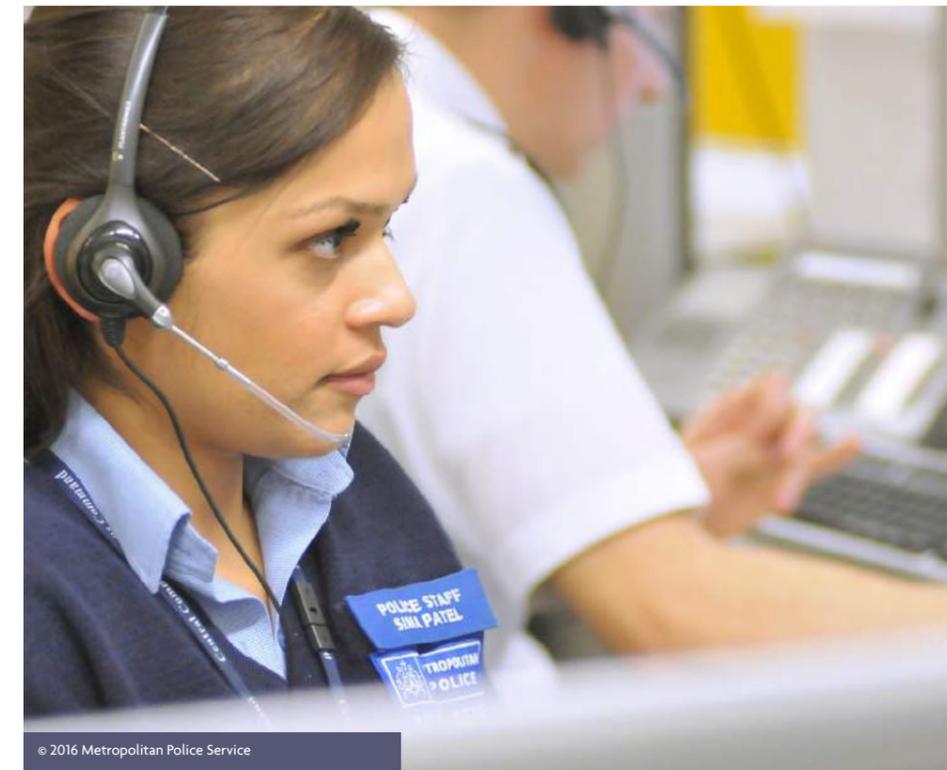
### Digital policing

Digital technology is an integral part of people's lives. Almost any crime is now capable of involving digital technology, be it in organising its commission through e-mail or social media messages between conspirators, using technology itself to commit the offence, or taking a picture of the aftermath of the crime, such as photographing an assault victim as he or she lies injured

in the street with a view to disseminating it online.

During the reporting period, HMIC worked with the Home Office, the College of Policing, academics and police forces to carry out a study to help us better understand the effect which digital technology is having on crime and policing.<sup>85</sup>

Our study specifically considered the victim's experience and how the police deal with individual cases. In doing so, HMIC identified a number of common themes which included: how well the scale of digital crime is understood by police forces; how well police officers and staff are trained; and national and local leadership arrangements.



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There needs to be greater awareness of the scale and effects of digital crime at national and local levels

**Figure 7: How well do forces manage digital crime?**

How do forces deal with referrals from the National Fraud Intelligence Bureau?



Do the police understand the impact of digital crime?



Are investigators able to access digital evidence quickly?



What are the national governance and leadership arrangements?



Source: Real lives, real crimes: A study of digital crime and policing, HMIC, 2015.

Digital crime's prevalence is no longer the exclusive domain of a specialist squad at a regional or national level. We recognise, however, that bringing the handling of digital crimes within the general skill-set of frontline officers and staff presents difficulties to chief officers whose police forces are already financially constrained.

There needs to be greater awareness of the scale and effects of digital crime at national and local levels and there need to be more effective leadership and governance arrangements to manage the threat which digital crime poses.

Heightened awareness of the significance of online anti-social behaviour is required and, generally, appropriate and

continuing training is needed so that all those in forces who are likely to deal with digital crime and its victims are better equipped to do so.

As part of our all-force inspection programme, we will continue to assess the local response to digital crime and how well each force is progressing.

## Firearms licensing

We undertook an inspection into the firearms licensing arrangements in England and Wales during the year.<sup>86</sup> We found that lessons from past tragedies involving licensed firearms have not always been learnt; not to do so fails future victims and their families.

We also found that the guidance and practice in many respects is inadequate, allowing room for interpretation and inconsistency in the way firearms licensing is undertaken within and between forces. The present situation creates an environment in which members of the public are let down and their safety compromised.

The time taken by forces to complete the process of firearms licensing also tells its own story of inconsistency and inefficiency. Delays that are evident in a number of forces are inexplicable and unacceptable. And we found that, on too many occasions, the police are not following either the relevant Home Office guidance or that produced by the College of Policing.

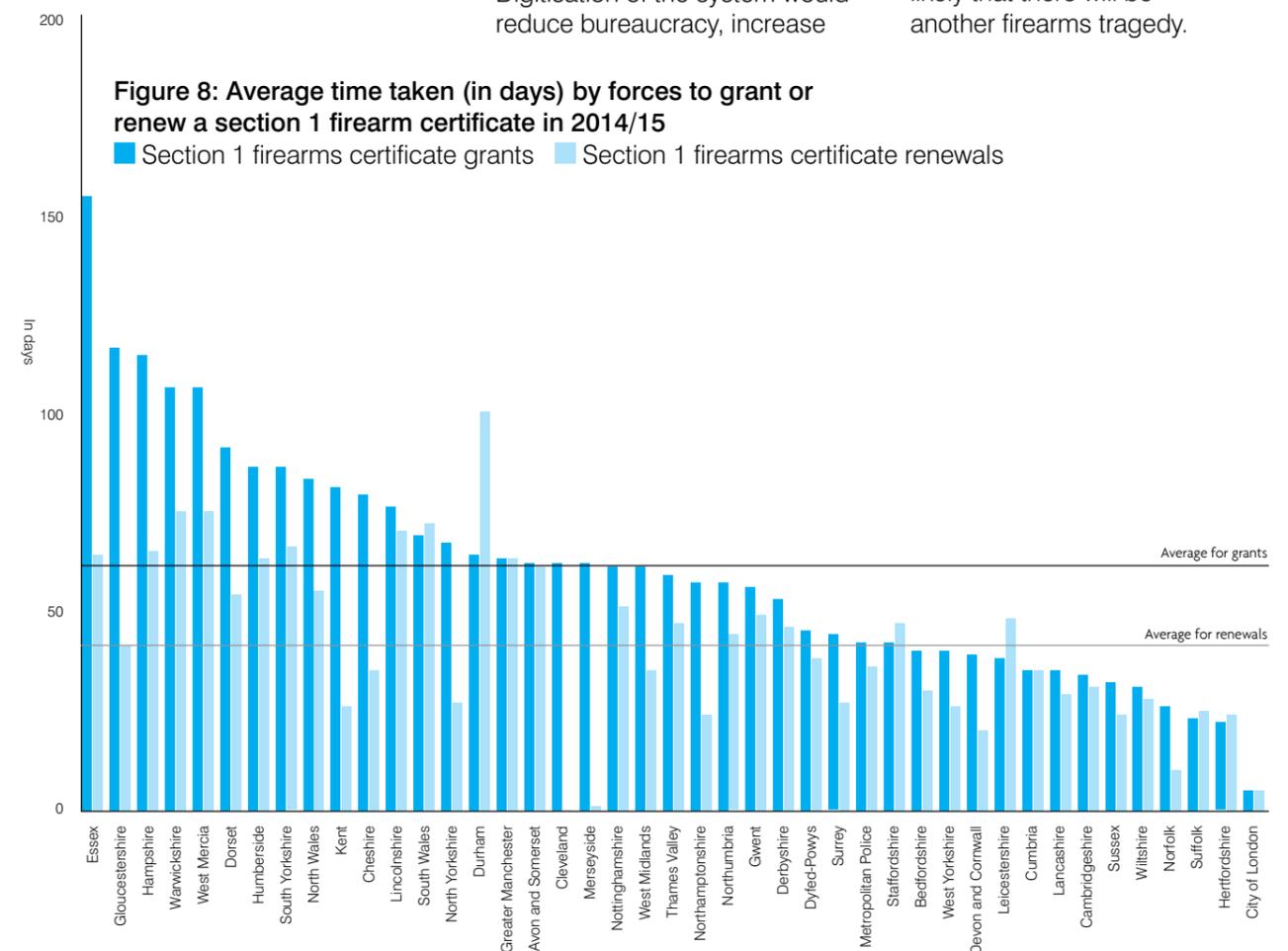
In many forces, basic scrutiny of the efficiency and effectiveness of their licensing arrangements is not in place.

Despite enhancements in technology, the licensing system still relies on a paper-based application process. Digitisation of the system would reduce bureaucracy, increase

openness, allow applicants to track progress, reduce the variability in the ways forces manage the application process, and make it much more efficient and effective.

Central to the improvement of the licensing process is the need for a set of clear rules, with legislative underpinning, that chief constables should be obliged to follow. Those rules should require applicants to provide a report from their doctors about their medical suitability – including their mental health – to hold firearms licences.

We concluded this report with some force: if change is not effected, it is highly likely that there will be another firearms tragedy.



<sup>86</sup> Targeting the risk: An inspection of the efficiency and effectiveness of firearms licensing in police forces in England and Wales, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/firearms-licensing-targeting-the-risk.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/firearms-licensing-targeting-the-risk.pdf)

We found that some were in custody not because they had committed a crime but because they were risks to themselves

## Our joint inspections

The criminal justice joint inspection group is a product of long-standing co-operation between Her Majesty's criminal justice inspectorates – namely, of Constabulary, the Crown Prosecution Service, Prisons and Probation. Our joint working arrangements have been reinforced by statute.<sup>87</sup>

We work together to address issues which involve more than one criminal justice agency and which have a direct effect on the public who use or are affected by the criminal justice system. Working together produces a more rounded examination of common problems in the criminal justice system and enables us to achieve more than if one inspectorate acts alone.<sup>88</sup> Where the subject matter of the inspection warrants it, we also work with other inspectorates such as Ofsted and the Care and Social Service Inspectorate Wales, and other agencies such as the Care Quality Commission.

As chairman of the joint inspection group, I thank my fellow heads of the other criminal justice inspectorates for their support and for their continuing commitment to our joint inspection programme.<sup>89</sup> I consider our work is essential if we are to ensure that the criminal justice system is not compartmentalised into the individual agencies that comprise

it. An effective criminal justice system can only be achieved if those individual agencies recognise that they are each part of a larger whole, the success of which can only be secured by working well together. The inclusion of other inspectorates and agencies emphasises the point that criminal justice matters cannot be seen in isolation.

The following four joint inspections for which HMIC was responsible during this reporting period deserve particular mention.

### Police custody inspections

We have continued our inspections of police custody arrangements with Her Majesty's Inspectorate of Prisons. In our inspection of seven forces, we found that there had been good progress in reducing the number of people detained in police custody as a place of safety under section 136 of the Mental Health Act 1983.<sup>90</sup>

<sup>87</sup>: In the case of HMIC, by paragraphs 3–5, Schedule 4A, Police Act 1996.

<sup>88</sup>: Full details about our joint work and our business plan are available at the criminal justice joint inspection website: [www.justiceinspectorates.gov.uk/cjji/about-cjji/](http://www.justiceinspectorates.gov.uk/cjji/about-cjji/)

<sup>89</sup>: The criminal justice joint inspections group's joint business plan for 2015/16 is available from: [www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2015/03/CJJI\\_Business\\_Plan\\_2015-16.pdf](http://www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2015/03/CJJI_Business_Plan_2015-16.pdf)

<sup>90</sup>: Report on an unannounced inspection visit to police custody suites in Cleveland, HMI Prisons and HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/05/Cleveland-police-custody-web-2014.pdf](http://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/05/Cleveland-police-custody-web-2014.pdf)

Report on an unannounced inspection visit to police custody suites in Surrey, HMI Prisons and HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/06/Surrey-Custody-Suite-web-2015.pdf](http://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/06/Surrey-Custody-Suite-web-2015.pdf)

Report on an unannounced inspection of Border Force customs custody suites in England and Scotland, HMI Prisons and HMIC, 2015. Available from:

[www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/border-force-police-custody-inspection.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/border-force-police-custody-inspection.pdf)

Report on an unannounced inspection visit to police custody suites in Gloucestershire, HMI Prisons and HMIC, 2015. Available from:

[www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/09/Gloucestershire-2015-web.pdf](http://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/09/Gloucestershire-2015-web.pdf)

Report on an inspection visit to police custody suites in Cumbria Constabulary, HMI Prisons and HMIC, 2015. Available from:

[www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/cumbria-police-custody-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/cumbria-police-custody-2015.pdf)

Report on an unannounced inspection visit to police custody suites in Hertfordshire, HMI Prisons and HMIC, 2015. Available from:

[www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/11/Hertfordshire-police-custody-Web-2015.pdf](http://www.justiceinspectorates.gov.uk/hmiprison/wp-content/uploads/sites/4/2015/11/Hertfordshire-police-custody-Web-2015.pdf)

Report on an unannounced inspection visit to police custody suites in Lincolnshire, HMI Prisons and HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/lincolnshire-joint-inspection-of-police-custody-2015.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/lincolnshire-joint-inspection-of-police-custody-2015.pdf)

Figure 9: Trends in use of places of safety under section 136, Mental Health Act 1983

Section 136 detentions to a place of safety	2011/12	2012/13	2013/14
Police custody	8,667	7,881	6,028
Hospital	14,902	14,053	17,008
<b>Total</b>	<b>23,569</b>	<b>21,934</b>	<b>23,036</b>

Source: Inpatients Formally Detained in Hospitals under the Mental Health Act 1983, and Patients Subject to Supervised Community Treatment: Annual report, England 2013/14, Health and Social Care Information Centre, 2014.

Figure 9 shows the decreasing use of police custody as a place of safety.

However, the picture is inconsistent. Our recurring concerns include: the support offered for children and vulnerable adults detained by the police; the risks relating to the use of force; the variable quality of risk assessments, custody records and the transfer of information about detainees. We also found that improvements were needed in the collection and monitoring of information about police detention practices, particularly concerning the use of force and strip searches.

### The welfare of vulnerable people in police custody

We undertook this inspection under a commission from the Home Secretary. We found that, in many instances, custody could have been avoided for

vulnerable people if alternative arrangements had been made available by the relevant agencies at the time that they were required. The lack of alternative accommodation or health care arrangements has resulted in people with mental health problems and children spending long periods in custody. And we found that some were in custody not because they had committed a crime but because they were risks to themselves. As we say

in the report, this is the wrong approach: police custody is not an alternative to appropriate accommodation in a health care facility where proper medical attention is more forthcoming.

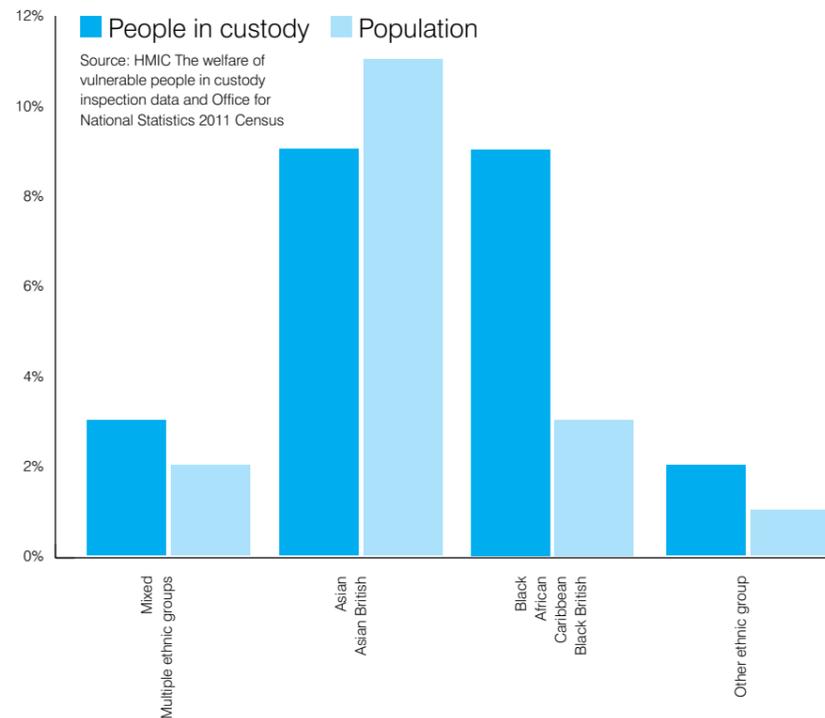
From data collected from the forces which we inspected, we found that people from African-Caribbean ethnic groups were over-represented in the number of people detained, as shown in figure 10.



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In 66 of 195 case files involving vulnerable victims or witnesses, risks to them were not properly dealt with either by the police or prosecutors

**Figure 10: Black, Asian and minority ethnic breakdown of total custody throughput compared with total forces' population in the 12 months prior to the welfare of vulnerable people in police custody inspection<sup>91</sup>**



The recommendations in our report are now being overseen by a national group under the auspices of the Home Office.

### Victim and witness vulnerability in criminal case files<sup>92</sup>

The police and the Crown Prosecution Service have complementary roles in the criminal justice system: the police investigate crime and the Crown Prosecution Service prepares the cases and presents them in court.

In an adversarial criminal justice system, the prosecution relies, for the most part, on victims and witnesses attending court and giving their evidence in front of magistrates or a jury. Much hinges on the way in which victims and witnesses give their evidence and how they cope with

being cross-examined.

In 2015, HMIC and Her Majesty's Crown Prosecution Service Inspectorate conducted an inspection of all 43 forces to consider how well the vulnerable are identified in the criminal justice process. In total, 459 case files were selected for examination. Of these, vulnerable or intimidated witnesses were identified in 195 cases.

Figure 11 shows how many cases files contained: an adequate summary of evidence; an adequate summary of interview; adequate additional information; and due certification to that effect by a supervisor.

We were concerned to find that the quality of case files involving vulnerable or intimidated witnesses prepared for the

**Figure 11: Comparison between all cases examined (459 case files) and cases involving vulnerable and intimidated witnesses (195 case files)<sup>93</sup> in summaries of evidence and summaries of interviews**

Source: HMIC 'Witness for the prosecution' data

	All cases examined	Cases involving vulnerable and intimidated witnesses
Summary of evidence: percentage assessed as adequate	72% (332 of 458 files)	72% (141 of 195 files)
Summary of interview: percentage assessed as adequate	75% (328 of 436 files)	68% (133 of 193 files)
Additional information sections: percentage assessed as adequate	71% (324 of 454 files)	68% (132 of 194 files)
Percentage certified by a supervisor as adequate	67% (308 of 457 files)	70% (134 of 192 files)

prosecution by the police was no better than for all cases. The presence of a vulnerable victim or witness did not appear to make any difference.

In 66 of 195 case files involving vulnerable victims or witnesses, risks to them were not properly dealt with either by the police or prosecutors.

There are procedures available, known as special measures, to help vulnerable witnesses to give their best evidence in court. The key to their successful use is the identification and assessment of a witness in a case who might be entitled to use special measures. We were therefore concerned to find that, in 88 of 168 cases where there were vulnerable witnesses, such an assessment had not been completed. We were equally concerned to find that, where an assessment had been undertaken, the information provided was often inadequate or incomplete.

Both the police and the Crown Prosecution Service must improve their understanding of vulnerability and, in particular, how the vulnerability of a victim or witness can change as cases progress through the criminal justice system. Further, both must achieve a better understanding of each of their respective contributions to the criminal justice process and eliminate the 'tick-box' culture highlighted again by this inspection. This result will improve both the efficiency of the criminal justice system and the quality of service provided to vulnerable victims and witnesses.

### Local criminal justice partnerships

Local criminal justice partnerships are non-statutory bodies the purpose of which is to contribute to improving the efficiency and effectiveness of the criminal justice system at a local level, by bringing together

the right agencies – such as the police, the Crown Prosecution Service and the courts – at the right time, by agreeing shared priorities and by working together. We inspected the effectiveness of these partnerships.<sup>94</sup>

The results of our joint inspection concerned us. We found little evidence of the partnerships having a set of agreed priorities towards which all the relevant agencies are working. Few partnerships have considered collectively what matters most in their local areas. Even in those areas where there are agreed priorities, there was little evidence that they are clearly understood by all the agencies in question.

Overall, the joint inspection found only limited evidence that the local criminal justice partnerships were making a positive difference. Structural barriers to greater success were identified with the police operating at a local level, whereas the other partnership agencies are parts of national organisations with national operating practices. We also found that success criteria for individual agencies are not always reinforced by other partnership agencies and that different partnership agencies measure and record success differently, thereby making it difficult to track progress.

It is clear that further work needs to be done to improve the effectiveness and value of local criminal justice partnerships.

<sup>91</sup>: Data from five forces which were inspected between September 2014 and January 2015.

<sup>92</sup>: *Witness for the prosecution: Identifying victim and witness vulnerability in criminal case files*, Criminal Justice Joint Inspection, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/vulnerability-in-criminal-case-files.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/vulnerability-in-criminal-case-files.pdf)

<sup>93</sup>: The areas examined were not applicable in all case files. The number of applicable cases files is provided in brackets. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/vulnerability-in-criminal-case-files.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/vulnerability-in-criminal-case-files.pdf)

<sup>94</sup>: *Working in step? A joint inspection of local criminal justice partnerships* by HMIC, HMCPSP and HMI Probation, Criminal Justice Joint Inspection, 2015. Available from: [www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2015/10/local-criminal-justice-partnerships.pdf](http://www.justiceinspectorates.gov.uk/cjji/wp-content/uploads/sites/2/2015/10/local-criminal-justice-partnerships.pdf)

# Part 3: HMIC reports



# HMIC reports

During the reporting period, HMIC published 566 reports, all of which are available on our website.<sup>95</sup>

In addition, we contributed to nine reports which were published on the criminal justice joint inspection website.<sup>96</sup>

In the pages that follow, we have set out the following details of these reports:

- the title of the inspection report;
- the commissioning authority;
- a short summary;
- the details of the inspectorates which took part in the inspection process;
- the nature of the inspection;
- the publication date of the report; and

- the name of the Inspector of Constabulary who oversaw the inspection.

During the reporting period, HMIC also carried out inspections of the British Transport Police, the Police Service of Northern Ireland, the Royal Military Police and the Civil Nuclear Constabulary, as part of its statutory duty to inspect other police forces and agencies. The reports in respect of these inspections have been given to the Secretaries of State of the departments which oversee the national forces concerned.

# 566

reports published

In addition, HMIC carried out the following assessments:

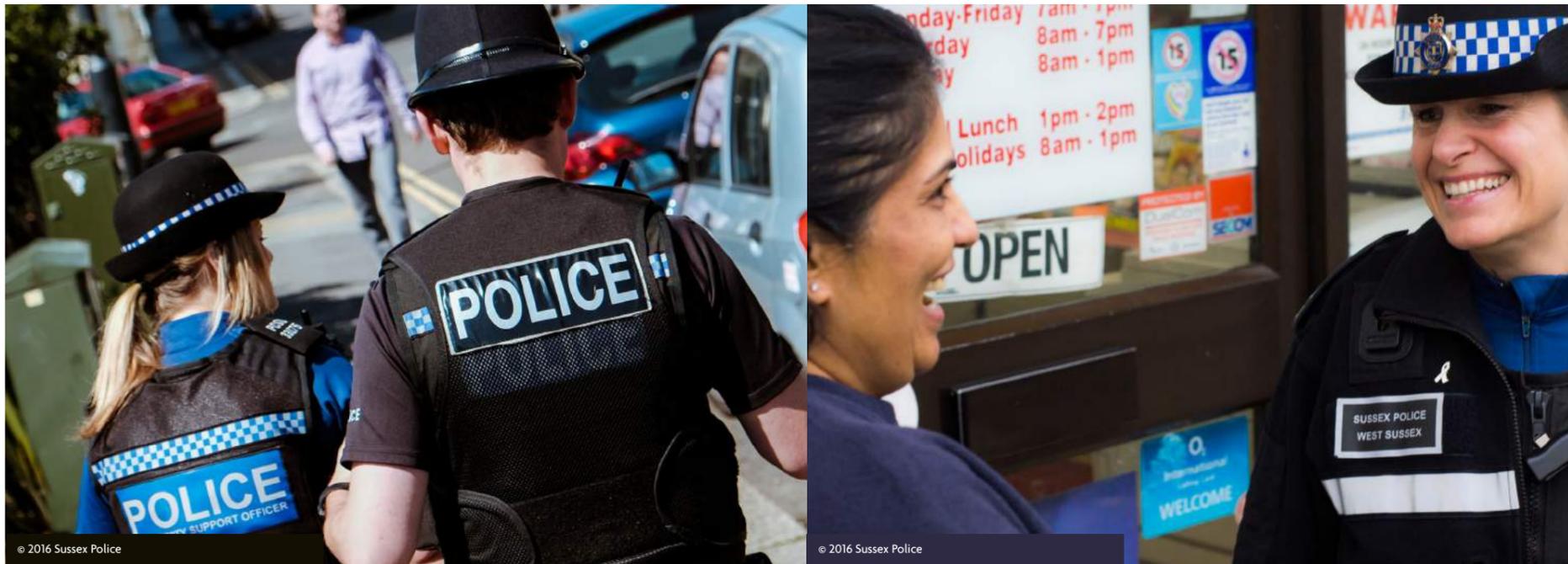
- An assessment of the bids made by the Metropolitan Police Service and City of London Police for additional funding under the National and International Capital City Grant which exists in recognition of the unique and additional responsibility which these forces have in policing the capital;
- Ten assessments of the bids made by forces

for additional funding under the Special Grant Commissions which exist to help forces meet the financial demands of unpredictable events or emergencies in their force areas;

- 43 assessments of the action plans of forces which have been published in accordance with an HMIC recommendation in its 2014 report: *Everyone's business: Improving the police response to domestic abuse*.<sup>97</sup> In that report, HMIC recommended

that every police force in England and Wales should produce and publish an action plan, stating the specific steps it intended to take to improve its approach to cases of domestic abuse.

The reports in respect of these assessments have been given to the commissioning bodies and feedback has been provided to the relevant forces.



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<sup>95</sup>: See: [www.justiceinspectorates.gov.uk/hmic/publications/](http://www.justiceinspectorates.gov.uk/hmic/publications/)  
<sup>96</sup>: See: [www.justiceinspectorates.gov.uk/cji/inspections/](http://www.justiceinspectorates.gov.uk/cji/inspections/)

<sup>97</sup>: *Everyone's business: Improving the police response to domestic abuse*, HMIC, 2104. Available from: [www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014/04/improving-the-police-response-to-domestic-abuse.pdf](http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/2014/04/improving-the-police-response-to-domestic-abuse.pdf)

## Key

- PEEL inspection
- Non-inspection publication
- Specialist inspection
- Commission
- Joint inspection

# Reports published: 26 November 2014 to 25 February 2016

## PEEL inspections

**PEEL: Police efficiency 2015**  
An inspection to examine how well forces understand the demand for their service and how well they match their resources to that demand.

**PEEL inspection**  
Lead HMI: Mike Cunningham

**Published:**  
20 October 2015

**Regional Organised Crime Units**  
An inspection of the specialist functions used to respond to serious and organised crime which are provided by regional organised crime units (ROCU) on behalf of police forces.

**PEEL inspection**  
Lead HMI: Zoë Billingham

**Published:**  
1 December 2015

**PEEL: Police effectiveness 2015 (Vulnerability)**  
An inspection to examine how effectively forces protect vulnerable people from harm and support victims. The inspection included a focus on how forces respond to domestic abuse victims and missing and absent children, and how prepared they are to tackle child sexual exploitation.

**PEEL inspection**  
Lead HMI: Zoë Billingham

**Published:**  
15 December 2015

**Increasingly everyone's business: A progress report on the police response to domestic abuse**  
An inspection to assess the progress that forces have made in responding to and protecting victims of domestic abuse since publishing 'Everyone's business: Improving the police response to domestic abuse' in March 2014.

**PEEL inspection**  
Lead HMI: Zoë Billingham

**Published:**  
15 December 2015

**PEEL: Police legitimacy 2015**  
An inspection to examine whether police forces operate fairly, ethically and within the law.

**PEEL inspection**  
Lead HMI: Stephen Otter

**Published:**  
11 February 2016

**PEEL: Police effectiveness 2015**  
An inspection to assess the effectiveness of police forces in relation to how they carry out their responsibilities including cutting crime, protecting vulnerable people, tackling anti-social behaviour, and dealing with emergencies and other calls for service.

**PEEL inspection**  
Lead HMI: Zoë Billingham

**Published:**  
18 February 2016

**PEEL: Leadership statements 2015**  
A statement setting out the headlines in respect of force leadership.

**PEEL inspection**  
Lead HMI: Mike Cunningham

**Published:**  
25 February 2016

**State of Policing 2015 The Annual Assessment of Policing in England and Wales**  
The annual report of Her Majesty's Chief Inspector of Constabulary on the efficiency and effectiveness of policing in England and Wales.

**Annual assessment**  
Lead HMI: Sir Thomas Winsor

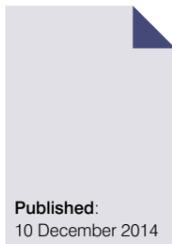
**Published:**  
25 February 2016

**HMI assessments of forces**  
The overall assessments of forces drawing together the assessments of effectiveness, efficiency and legitimacy with other insights gained during 2015. Also considers the operating context of the force and sets out the HMI's expectations for 2016 and beyond.

**PEEL inspection**  
All HMIs

**Published:**  
25 February 2016

## Specialist inspections



### An inspection on the effectiveness and efficiency of the single counter-terrorism grant in the East Midlands region

An inspection of the effectiveness and efficiency of the single counter-terrorism grant arrangement at the East Midlands Special Operations Unit.

#### PCC commission

Lead HMI: Zoë Billingham

Published:  
10 December 2014



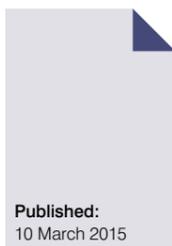
### Literature review: Police integrity and corruption

A report by the London School of Economics and Political Science exploring the definition of corruption.

#### Literature review

Lead HMI: Mike Cunningham

Published:  
1 January 2015



### The welfare of vulnerable people in police custody

An inspection on the welfare of vulnerable people in custody including, but not limited to, those with mental health problems, those from black and minority ethnic backgrounds and children.

#### Home Secretary commission

Lead HMI: Dru Sharpling

Published:  
10 March 2015



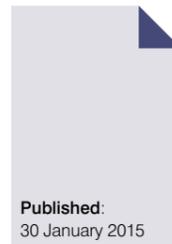
### Crime data integrity: Inspection of the Police Service of Northern Ireland

An inspection to examine how the Police Service of Northern Ireland records crime in line with the Home Office Counting Rules.

#### Minister of Justice for Northern Ireland commission

Lead HMI: Mike Cunningham

Published:  
19 March 2015



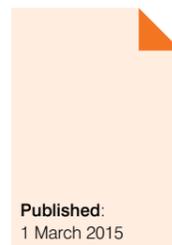
### Integrity matters: An inspection of arrangements to ensure integrity and to provide the capability to tackle corruption in policing

An inspection of arrangements to ensure integrity and to provide the capability to tackle corruption in policing.

#### Home Secretary commission

Lead HMI: Mike Cunningham

Published:  
30 January 2015



### Greater Manchester Police's approach to tackling domestic abuse

A follow-up inspection of the progress made in Greater Manchester Police against the recommendations in HMIC's 'Everyone's business: improving the police response to domestic abuse' report published in March 2014.

#### Specialist inspection

Lead HMI: Mike Cunningham

Published:  
1 March 2015



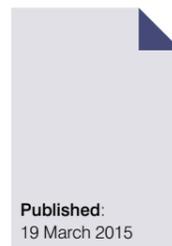
### An inspection of the National Crime Agency

An inspection to examine how efficient and effective the National Crime Agency was in undertaking the statutory requirements of the criminal intelligence function.

#### Specialist inspection

Lead HMI: Stephen Otter

Published:  
12 March 2015



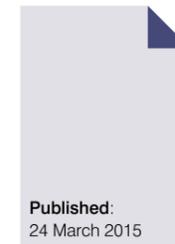
### Responding to austerity: Inspection of the Police Service of Northern Ireland

An inspection to examine how the Police Service of Northern Ireland has managed the considerable challenges to make savings from 2010 to 2014.

#### Minister of Justice for Northern Ireland commission

Lead HMI: Mike Cunningham

Published:  
19 March 2015



### Stop and search powers 2: are the police using them effectively and fairly?

An inspection to examine forces' progress since HMIC's 2013 report 'Stop and search powers: are the police using them effectively and fairly?' Also incorporating a new commission to examine the way the police use powers to stop motor vehicles and strip search people.

#### Home Secretary commission

Lead HMI: Stephen Otter

Published:  
24 March 2015



### Responding to austerity progress report: Bedfordshire Police

An inspection of the progress made by Bedfordshire Police since the publication of the 'Policing in austerity: meeting the challenge' report in 2014.

#### Specialist inspection

Lead HMI: Zoë Billingham

Published:  
29 May 2015



### Bedfordshire Police's approach to tackling domestic abuse

A follow-up inspection of the progress made in Bedfordshire Police against the recommendations in HMIC's 'Everyone's business: improving the police response to domestic abuse' report, published in 2014.

#### Specialist inspection

Lead HMI: Zoë Billingham

Published:  
29 May 2015



### Reshaping policing for the public

A discussion paper from the National Debate Advisory Group on policing in austerity which sets out options for the future of policing in England and Wales.

#### Discussion paper

Lead HMI: Zoë Billingham

Published:  
25 June 2015



### Responding to austerity progress report: Gwent Police

An inspection of the progress made by Gwent Police since the publication of the 'Policing in austerity: meeting the challenge' report in 2014.

#### Specialist inspections

Lead HMI: Wendy Williams

Published:  
26 March 2015



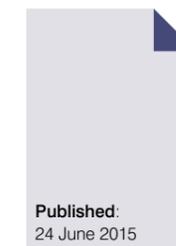
### Responding to austerity progress report: Nottinghamshire Police

An inspection of the progress made by Nottinghamshire Police since the publication of the 'Policing in austerity: meeting the challenge' report in 2014.

#### Specialist inspection

Lead HMI: Zoë Billingham

Published:  
29 May 2015



### A follow-up inspection of the Police Service of Northern Ireland Historical Enquiries Team

A follow-up inspection to report on the progress that has been made by the Historical Enquiries Team based on the findings and recommendations of HMIC's 2013 report 'Inspection of the Police Service of Northern Ireland Historical Enquiries Team'.

#### Minister of Justice for Northern Ireland commission

Lead HMI: Mike Cunningham

Published:  
24 June 2015



### Police integrity and corruption

An inspection of the arrangements in place to ensure those working in police forces act with integrity, specifically looking at four principal areas.

#### Specialist inspection

Lead HMI: Stephen Otter

Published:  
1 June 2015

Published:  
15 July 2015

### **An inspection of the leadership of the Royal Military Police in relation to its investigation**

An inspection to examine and assess how well: strategic leadership and the direction of investigations worked; oversight ensured the independence of investigations; the effectiveness of investigations is monitored; and the National Intelligence Model is used to identify priorities that influence plans and resources.

#### **Specialist inspection**

Lead HMI: Stephen Otter

Published:  
1 July 2015

### **Northamptonshire Police crime data integrity**

A follow-up inspection to review the progress made in Northamptonshire Police against the recommendations from HMIC's 'Crime data integrity' inspection in 2014.

#### **Specialist inspection**

Lead HMI: Zoë Billingham

Published:  
8 December 2015

### **The depths of dishonour: Hidden voices and shameful crimes**

An inspection of the police response to honour-based violence, forced marriage and female genital mutilation.

#### **Specialist inspection**

Lead HMI: Wendy Williams

Published:  
8 December 2015

### **Victim/survivor voices – a participatory research project**

A report on the research completed by the University of Bristol with the University of Roehampton for HMIC's honour-based violence inspection

#### **Research project**

Lead HMI: Wendy Williams

Published:  
20 August 2015

### **Stop and search powers 2: Are the police using them effectively and fairly?**

Eight inspection reports detailing the findings of the in-depth fieldwork carried out in eight forces as part of HMIC's 2014 follow-up inspection of stop and search.

#### **Home Secretary commission**

Lead HMI: Stephen Otter

Published:  
2 September 2015

### **Core business: An inspection into crime prevention, police attendance and the use of police time**

An inspection to examine how well the British Transport Police is continuing to carry out its role of preventing crime and anti-social behaviour, including investigating crime and bringing offenders to justice.

#### **Specialist inspection**

Lead HMI: Stephen Otter

Published:  
22 December 2015

### **Real lives, real crimes: A study of digital crime and policing**

A study which was undertaken to help HMIC understand better the effect that digital technology is having on crime and policing.

#### **HMIC scoping study**

Lead HMI: Stephen Otter

Published:  
February 2016

### **Stop and Search Powers 2: Are the police using them effectively and fairly?**

An inspection report detailing the findings of the in-depth fieldwork carried out in the British Transport Police as part of HMIC's 2014 follow-up inspection of stop and search.

#### **Secretary of State for Transport commission**

Lead HMI: Stephen Otter

Published:  
2 September 2015

### **Crime data integrity: An inspection of British Transport Police**

An inspection to examine the extent to which the crime data recorded by British Transport Police can be trusted.

#### **Specialist inspection**

Lead HMI: Stephen Otter

Published:  
15 September 2015

### **Targeting the risk: An inspection of the efficiency and effectiveness of firearms licensing in police forces in England and Wales**

An inspection of how well police forces have responded to concerns raised about firearms licensing in previous reports on the subject.

#### **Specialist inspection**

Lead HMI: Stephen Otter

**National child protection inspections**  
Sixteen inspections from a rolling programme of inspections of all police forces in England and Wales to examine child protection.  
**Specialist inspection**  
Lead HMI: Dru Sharpling, Wendy Williams

**Published:**  
11 December 2014 to 15 December 2015

**National child protection inspection re-inspection**  
A follow-up inspection to review the progress made in West Midlands Police since HMIC's national child protection report was published in October 2014.  
**Specialist inspection**  
Lead HMI: Wendy Williams

**Published:**  
15 December 2015

**In harm's way: The role of police in keeping children safe**  
A summary report of the findings from 21 inspections on the police response to child protection conducted over the last two years.  
**HMIC summary report**  
Lead HMI: Dru Sharpling

**Published:**  
2 July 2015

**National child protection inspection post-inspection review**  
Six inspections to review the progress made in police forces since their national child protection inspection report was published.  
**Specialist inspection**  
Lead HMI: Mike Cunningham, Zoë Billingham, Wendy Williams

**Published:**  
21 July 2015 to 4 February 2016

**Building the picture: An inspection of police information management**  
An examination of how successfully police share and cross check information in order to build a picture of criminality. This 13 force inspection is the result of findings in HMIC's 2013 report into police failings in sharing and recording allegations related to Jimmy Savile.  
**Specialist inspection**  
Lead HMI: Dru Sharpling

**Published:**  
2 July 2015

**Online and on the edge: real risks in a virtual world**  
A report of the findings from an inspection of how police forces deal with children who are being exploited via the internet.  
**Specialist inspection**  
Lead HMI: Dru Sharpling

**Published:**  
2 July 2015

## Joint inspections

**Report on an unannounced inspection visit to police custody suites**  
A series of 14 police custody inspections carried out jointly to evaluate strategy, treatment and conditions, individual rights and health care.  
**Joint inspection by HMI Prisons and HMIC**  
Lead HMI: Dru Sharpling

**Published:**  
9 December 2014 to 19 February 2016

**Witness for the prosecution: Identifying victim and witness vulnerability in criminal case files**  
A review of the quality of criminal case files to examine how effective the police are in providing accurate information about the circumstances of the case, identifying the vulnerability of victims and witnesses, and assessing and managing risks so the needs of witnesses and victims are met.  
**Joint inspection by HMIC and HMCPSP**  
Lead HMI: Wendy Williams

**Published:**  
12 November 2015

**Achieving best evidence in child sexual abuse cases – a joint inspection**  
A joint inspection of both the police service's adherence to the Achieving Best Evidence (ABE) Guidance and Crown Prosecution Service's evidential use of the resultant ABE recorded interview.  
**Joint inspection by HMCPSP and HMIC**  
Lead HMI: Dru Sharpling

**Published:**  
18 December 2014

**Working in step? A joint inspection of local criminal justice partnerships by HMIC, HMCPSP and HMI Probation**  
A joint inspection to examine how well local Criminal Justice Partnerships work towards shared local priorities, oversee the provision of joint services and manage risk and interdependencies.  
**Joint inspection by HMIC, HMCPSP and HMI Probation**  
Lead HMI: Wendy Williams

**Published:**  
22 October 2015

**Meeting the needs of victims in the criminal justice system**  
The first compendium of findings on the quality of services provided to victims by agencies within the criminal justice system. The information has been taken from across the full range of individual inspectorate and criminal justice joint inspection reports published during the selected period (April 2014 to July 2015).  
**Compendium taken from HMIC, HMCPSP, HMI Probation and HMI Prisons individual and joint inspection reports**  
Lead HMI: Sir Thomas Winsor

**Published:**  
9 December 2015

**Girls in the criminal justice system**  
A joint inspection of how effective youth offending services and secure establishments are in helping to stop girls reoffending, making them less vulnerable and reducing the risk of harm they present to others.  
**Joint inspection by HMI Probation, Care and Social Services Inspectorate Wales, CQC, HMIC, HMI Prisons and Ofsted**  
Lead HMI: Dru Sharpling

**Published:**  
19 December 2014



**Published:**  
15 January 2015

### The contribution of Youth Offending Teams to the work of the Troubled Families Programme in England

An inspection assessing the effectiveness of the efforts of Youth Offending Services in achieving the objectives of local Troubled Families Initiatives and to share good practice.

#### Joint inspection by HMI Probation, CQC, HMIC and Ofsted

Lead HMI: Dru Sharpling



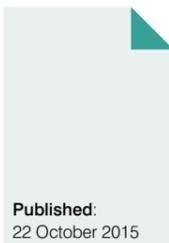
**Published:**  
21 May 2015

### Joint review of disability hate crime follow-up

A joint follow-up review to examine how the police, Crown Prosecution Service and probation service providers (National Probation Service/Community Rehabilitation Companies) have responded to the seven recommendations contained in the Criminal Justice Joint Inspection's March 2013 review of disability hate crime.

#### Joint inspection by HMCPSP, HMIC and HMI Probation

Lead HMI: Dru Sharpling



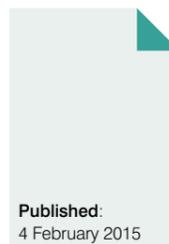
**Published:**  
22 October 2015

### A follow-up inspection of Multi-Agency Public Protection Arrangements

A follow-up inspection of whether recommendations from the 2011 report 'Putting the pieces together – an inspection of Multi-Agency Public Protection Arrangements' have been implemented, and to review current practice.

#### Joint inspection by HMI Probation and HMIC

Lead HMI: Wendy Williams



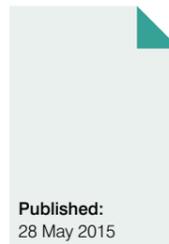
**Published:**  
4 February 2015

### Joint inspection of the investigation and prosecution of fatal road traffic incidents

A joint inspection of the investigation and prosecution of offences arising from fatal road traffic incidents by the police and the Crown Prosecution Service respectively.

#### Joint inspection by HMCPSP and HMIC

Lead HMI: Dru Sharpling



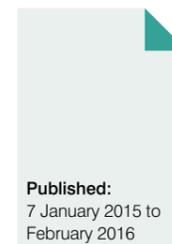
**Published:**  
28 May 2015

### Joint inspection of the provision of charging decisions

A joint inspection to scrutinise closely how well the police and Crown Prosecution Service ensure that quality charging decisions are made.

#### Joint inspection by HMCPSP and HMIC

Lead HMI: Dru Sharpling



**Published:**  
7 January 2015 to  
February 2016

### Full joint inspection of youth offending work

A series of full joint inspections of youth offending work across England and Wales, carried out in seven force areas.

#### Joint inspection by HMI Probation, CQC, HMIC and Ofsted

Lead inspectorate:  
HMI Probation



**Published:**  
2 September 2015  
to 14 January 2016

### Full joint re-inspection of youth offending work

A series of full joint re-inspection of youth offending work across England and Wales, carried out on two force areas.

#### Joint inspection by HMI Probation, CQC, HMIC and Ofsted

Lead inspectorate:  
HMI Probation

## Profiles and digests



**Published:**  
12 March 2015

### Rape Monitoring Group Local Area Data for 2013/14

42 local area digests to provide a data set to enable more thorough analysis of how rape is dealt with in particular areas of England and Wales.

#### Data digest

Lead HMI: Dru Sharpling



**Published:**  
19 November 2015

### HMIC Value for Money Profile 2015

A profile, based on data provided by the police, which provides comparative data on a wide range of policing activities and highlights what the differences are between forces.

#### Data profile

Lead HMI: Zoë Billingham



**Published:**  
5 November 2015

### Rape Monitoring Group Local Area Data for 2014/15

42 local area digests to provide a data set to enable more thorough analysis of how rape is dealt with in particular areas of England and Wales.

#### Data digest

Lead HMI: Wendy Williams



**Published:**  
19 November 2015

### HMIC Summary Value for Money Profile 2015

A summary of the full profile, based on data provided by the police, which provides comparative data on a wide range of policing activities and highlights what the differences are between forces.

#### Data profile

Lead HMI: Zoë Billingham

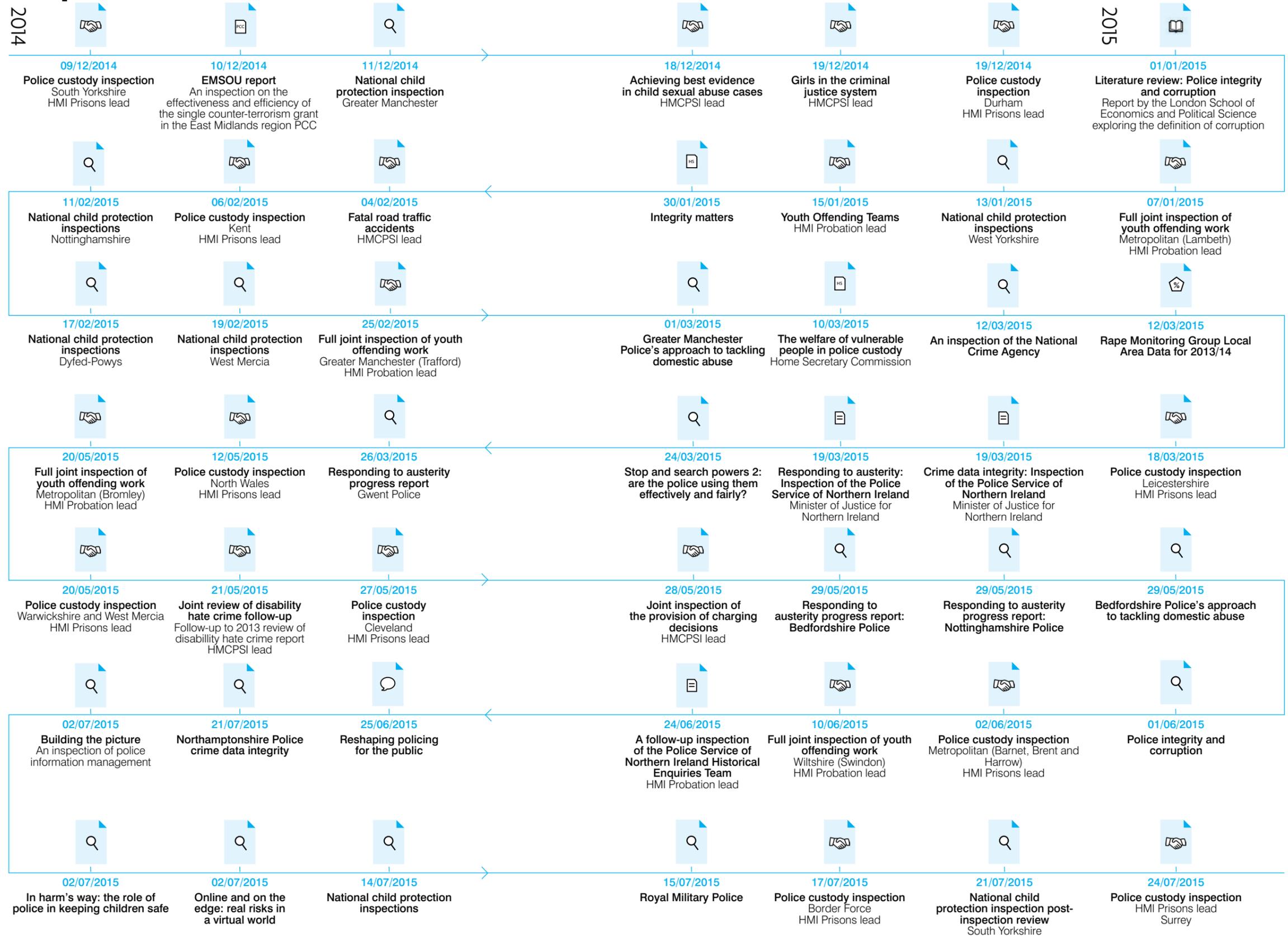
15

months from  
November 2014  
to February 2016

## Key:

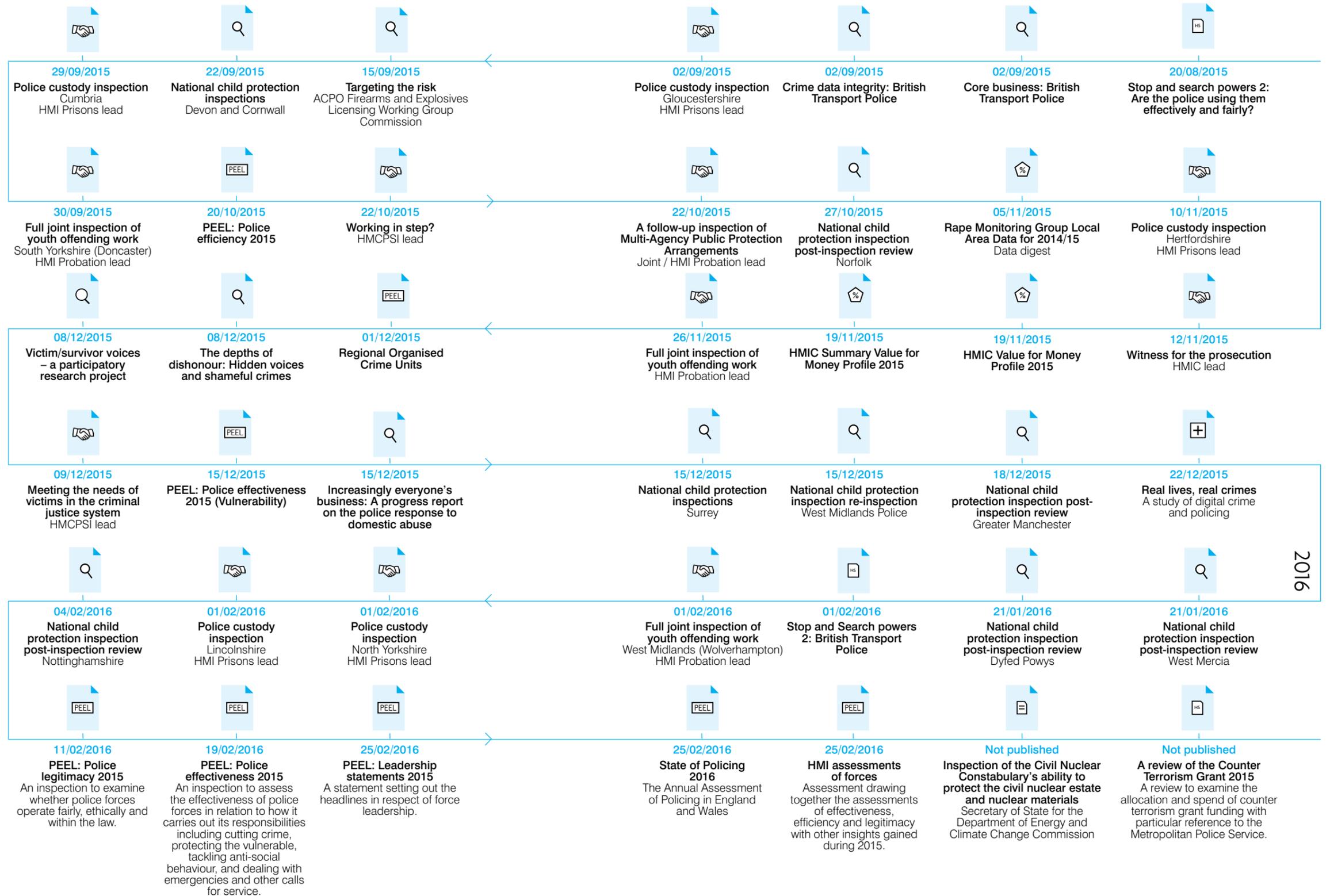
-  PEEL report
-  Joint report
-  Specialist report
-  PCC Commission report
-  Home Secretary Commission report
-  Discussion paper report
-  Literature review report
-  Data digest report
-  Other Commissions report
-  Scoping study report

## Report timeline



# 15

months from  
November 2014  
to February 2016



2016

# ANNEXES

**POLICE  
COMMUNITY  
PORT OFFICER**



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# ANNEX A: Police force areas



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HMIC was established in

# 1856

## 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 concept of annual inspection.

The first Chief Inspector of Constabulary was appointed in 1962, as 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 54(2BA), Police Act 1996).

#### 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 4B, 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 Her Majesty's Inspectors of

Constabulary and the Scottish Inspectors) 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 (paragraph 3 of Schedule 4A to the Police Act 1996).

#### 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).



## Police Act

## 1996

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 (paragraph 4);
- may draw up a joint inspection programme with other specified inspectorates (paragraph 5); 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 (paragraph 3).

**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 officer 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 (paragraph 2 of Schedule 4A to the Police Act 1996).

HMCIC must obtain the approval of the Home Secretary to the inspection framework, and then lay this framework before Parliament (paragraphs 2(2A)–(2B) of Schedule 4A to the 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 chief officer 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.

**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 (who must then provide) written views on the proposed removal and the police and crime commissioner must have regard to those views (Police Regulations 2003 (SI 2003/527), regulations 11A and 11B).

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

**HMIC's powers**

Amendments made by the Police Reform and Social Responsibility Act 2011 to the Police Act 1996 have strengthened the inspectorate's role as a policing body independent of both the Government and the police, making it 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 (paragraph 6A of Schedule 4A to the Police Act 1996).

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

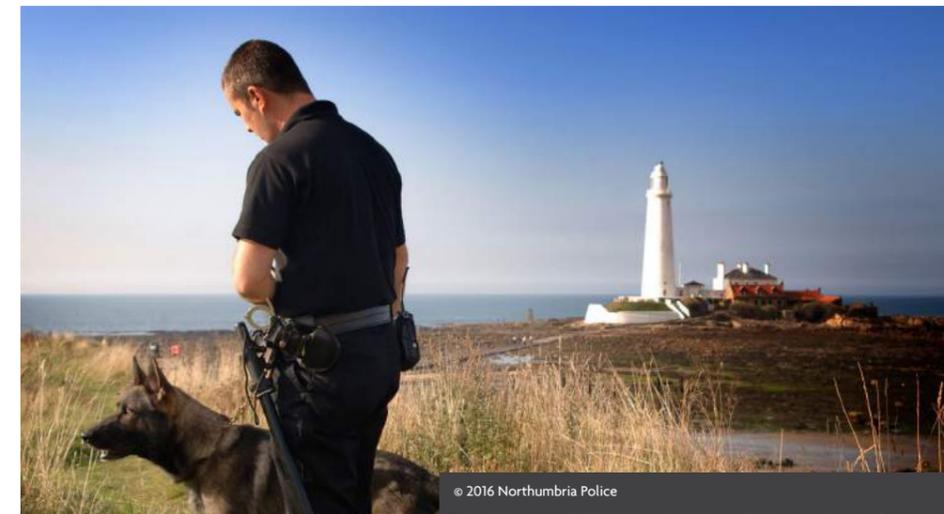
(paragraph 6B of Schedule 4B to the Police Act 1996).

**Power to delegate functions**

An Inspector of Constabulary has the power to delegate any of his functions to another public authority (paragraph 1 of Schedule 4A to the 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 (paragraph 5(1) of Schedule 4A to the Police Act 1996).



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**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 (paragraph 6 of Schedule 4A to the Police Act 1996).

The biography for each of the Inspectors of Constabulary can be found on HMIC's website:

[www.justiceinspectorates.gov.uk/hmic/about-us/who-we-are/](http://www.justiceinspectorates.gov.uk/hmic/about-us/who-we-are/)

## Who we are



### Her Majesty's Chief Inspector of Constabulary

#### Sir Thomas Winsor

In October 2012, Sir Thomas 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.



### Her Majesty's Inspectors of Constabulary

#### Zoë Billingham

Zoë Billingham is Her Majesty's Inspector for the Eastern Region.



#### Michael Cunningham

Michael Cunningham, QPM is Her Majesty's Inspector for the Northern Region.



#### Stephen Otter

Stephen Otter, QPM is Her Majesty's Inspector for the National and London Regions.



#### Dru Sharpling

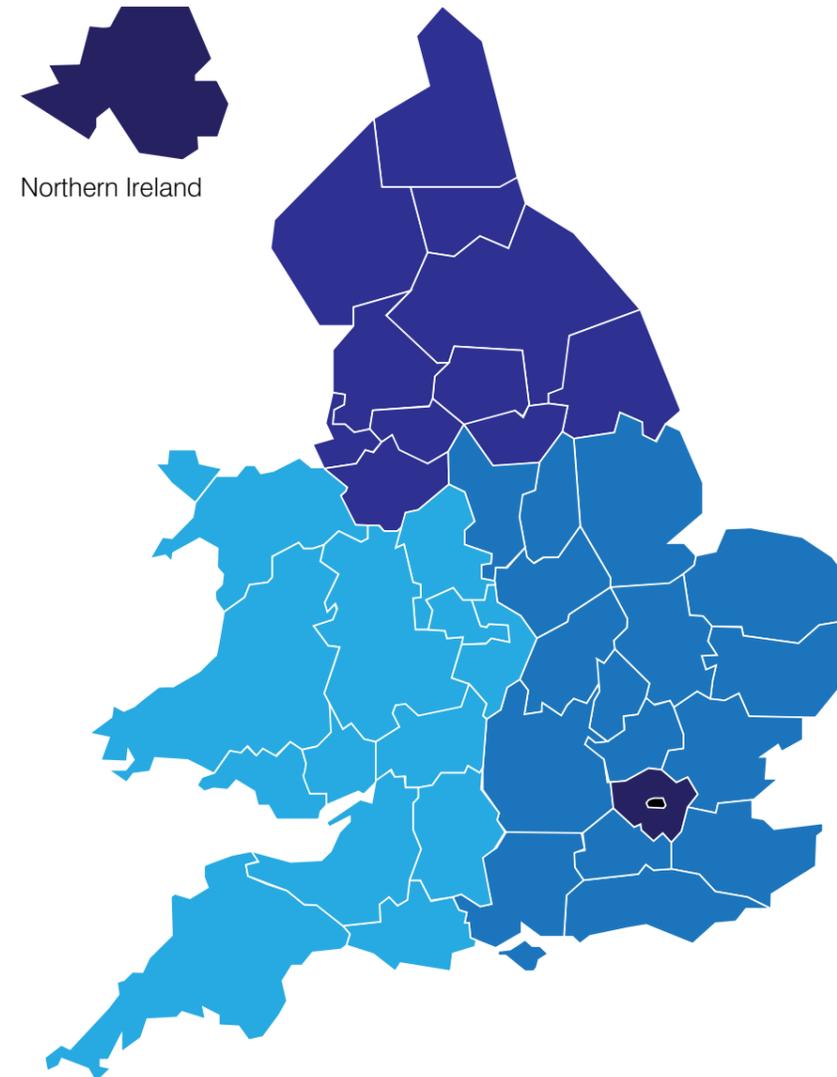
Dru Sharpling, CBE is Her Majesty's Inspector and also sits on the panel of the Independent Inquiry into Child Sexual Abuse.



#### Wendy Williams

Wendy Williams is Her Majesty's Inspector for the Wales and Western Region.

## HMIC regions

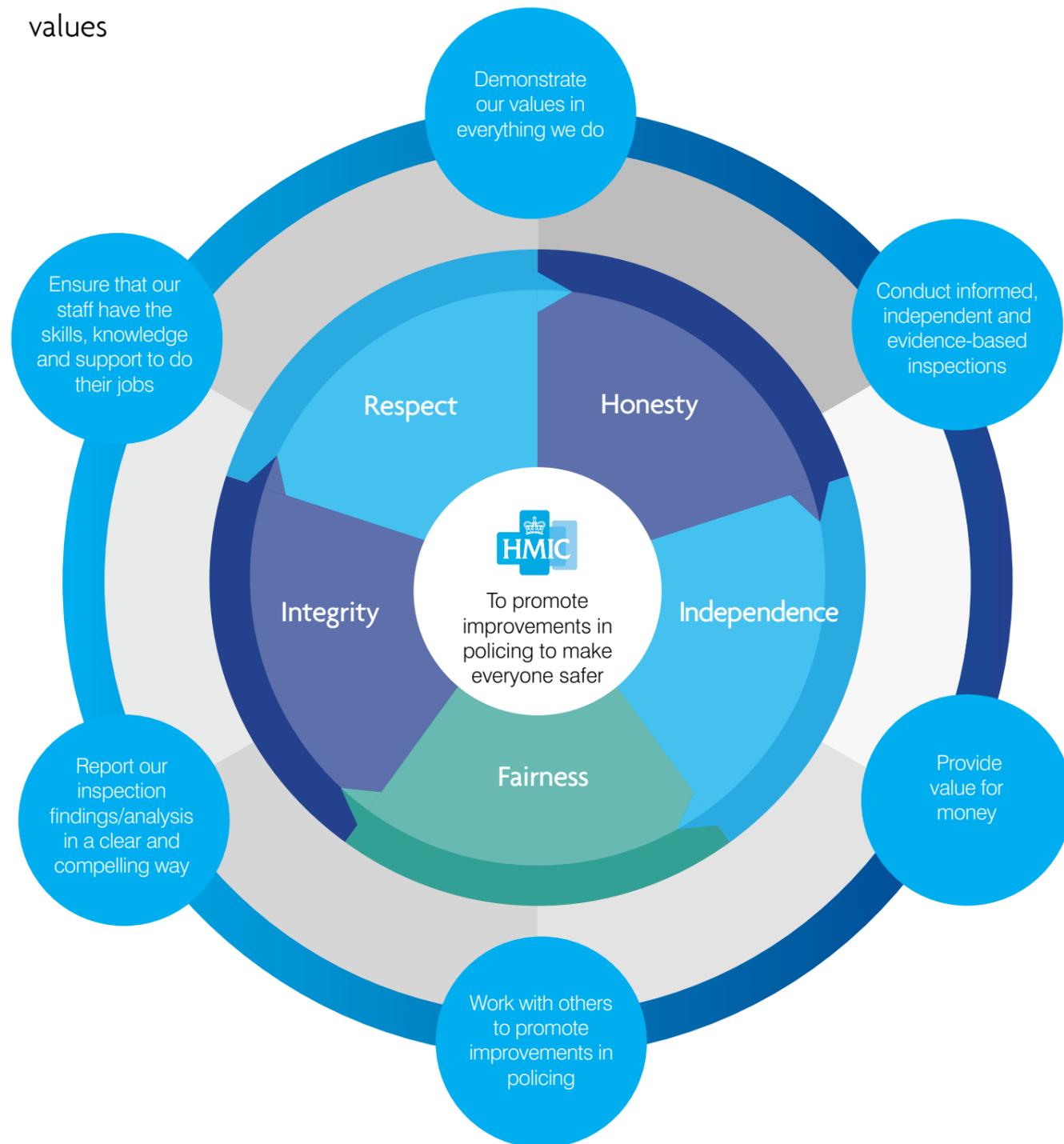


- Northern region
- Eastern region
- National and London regions
- Wales and Western region

**The National and London regions' responsibilities include:**  
 Metropolitan Police Service  
 City of London Police  
 National Crime Agency  
 British Transport Police  
 Civil Nuclear Constabulary  
 Ministry of Defence Police  
 Armed Forces Police  
 Guernsey Police  
 Royal Gibraltar Police  
 States of Jersey Police  
 Isle of Man Constabulary  
 HM Revenue and Customs  
 others by invitation.

# 5 values

## HMIC's purpose, values and objectives



**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 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. This philosophy is underpinned by nine principles which have shaped HMIC's approach when assessing forces.

## ANNEX C: Peelian Principles

- 1 The basic mission for which the police exist is to **prevent crime and disorder**.
- 2 The ability of the police to perform their duties is dependent **upon public approval** of police actions.
- 3 Police must **secure the willing co-operation of the public** in voluntary observance of the law to be able to secure and maintain the respect of the public.
- 4 The degree of **co-operation of the public** that can be secured diminishes proportionately to the necessity of the use of physical force.
- 5 Police seek and preserve public favour not by pandering to public opinion but by constantly demonstrating absolute **impartial service to the law**.
- 6 Police use **physical force to the extent necessary** to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient.
- 7 Police, at all times, should **maintain a relationship with the public** that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.
- 8 Police should always direct their action strictly towards their functions and **never appear to usurp the powers of the judiciary**.
- 9 The test of **police efficiency is the absence of crime and disorder**, not the visible evidence of police action in dealing with it.

# 43

forces

## ANNEX D: What is PEEL

PEEL is an annual assessment of police forces in England and Wales. Forces are assessed on their effectiveness, efficiency and legitimacy and are judged on these categories (or pillars) based on inspection findings, analysis and the Inspectors of Constabularies' professional judgment across the year.

### PEEL pillar questions

The pillars each comprise three or four questions that focus on principal areas of the work of the police:

#### Effectiveness

This pillar is concerned with the question: How effective is the force at keeping people safe and reducing crime? To answer this question, HMIC assesses:

- How effective is the force at preventing crime, anti-social behaviour and keeping people safe?
- How effective is the force at investigating crime and managing offenders?
- How effective is the force at protecting from harm those who are vulnerable, and supporting victims?
- How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

To answer these questions, HMIC inspected all 43 forces, collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of each force. We also surveyed and interviewed representatives from other relevant entities about their work with their local police force. We interviewed chief constables and chief officers and held focus groups with officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work.

#### Vulnerability

The extent to which a police force is successful at identifying, protecting and supporting those who are vulnerable is a principal indicator of its overall effectiveness. We therefore conducted an inspection of how all forces support and protect vulnerable people as part of our PEEL effectiveness programme.

The vulnerability inspection answers question 3 of the effectiveness programme (set out above). Within this, in 2015 we particularly focused on the

police response to domestic abuse victims and cases of missing and absent children; and how prepared forces are to tackle child sexual exploitation.

#### Efficiency

This pillar is concerned with the question: How efficient are the police at keeping people safe and reducing crime? To answer this question, HMIC assesses:

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

To answer these questions, HMIC inspected all 43 forces, and carried out a survey of whether the public had noticed changes in the service they receive from the police as a result of operational changes made in response to budget reductions. We also interviewed chief constables, and the chief officers responsible for finance, organisational change, human resources and performance in each force, and held focus groups with officers and staff. This inspection builds on and develops HMIC's value for money inspections (which ran for the four years of the previous spending review period).

#### Legitimacy

This pillar is concerned with the question: How legitimate is the force at keeping people safe and reducing crime? To answer this question, HMIC assesses:

- To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture?
- How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy?
- To what extent are forces recording crimes in accordance with the Home Office Counting Rules? (Please note: this question was not inspected in 2015.)
- To what extent are decisions taken on the use of stop and search and tasers fair and appropriate?

To answer these questions, HMIC inspected all 43 forces. During our inspection we interviewed relevant senior



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## 4

## judgment categories

leaders, collected data and documentation from forces, surveyed the public to seek their views of the force, held focus groups for those at different grades and ranks, and undertook unannounced visits to individual police stations to gather evidence and speak with officers and staff.

Before the inspection fieldwork we also reviewed a small number of Taser deployment forms and stop and search forms; and listened to calls for service from members of the public.

**PEEL 2015**

The questions that make up the PEEL assessments do not remain exactly the same each year, and must adapt to changing priorities and circumstances in policing. A new set of questions was developed for PEEL 2015 following consultation with a wide range of interested parties, including police forces, police and crime commissioners and the public.

In 2015, we carried out more inspections that have been designed to allow us to make graded judgments of police forces. Once again we considered the effectiveness, efficiency and legitimacy of police work and have graded principal aspects of their service. This year, in addition to the principal themes of effectiveness, efficiency and legitimacy, we assessed forces on their leadership as a factor underpinning all three themes. We also inspected other specific subjects of interest or concern.

The first two PEEL pillars reflect the Chief Inspector of Constabulary's statutory responsibility to provide an annual assessment of the efficiency and effectiveness of policing in England and Wales (section 54(4A), Police Act 1996). The legitimacy of the police service is central to its effectiveness, and of sufficient significance to merit a third pillar.

**How we inspect**

HMIC inspection staff visit all 43 forces in England and Wales to gather information for the PEEL assessments. As part of each inspection, they speak to police officers and staff, hold focus groups and interviews with other interested parties, carry out document reviews and collect data.

The inspections take place throughout the year. The findings are analysed and moderated, and then published – pillar by pillar. The individual police force's PEEL assessments is updated on the HMIC website as new information becomes available, and detailed reports for each police force are published.

**HMIC's graded judgments**

Forces are assessed and given graded judgments against how efficient, effective and legitimate the force is at keeping people safe and reducing crime. The judgment categories are:

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

PEEL provides information about how police forces are performing at a local level in several important areas. It does this in a way that is comparable both across England and Wales, and year on year. At the end of the PEEL year (in February), HM Inspectors of Constabulary bring together all the judgments made throughout the year, with other findings and information, to produce a rounded annual assessment of each force.

**PEEL reports**

The national PEEL reports bring together the common themes we found during our inspections of all 43 police forces in England and Wales. There is a national report for each pillar of PEEL (i.e. effectiveness, efficiency and legitimacy), as well as supplementary reports on any significant themes either within or across the pillars.

The Chief Inspector of Constabulary uses the findings in the PEEL reports, and other evidence gathered by HMIC throughout the year, to write his annual assessment of policing in England and Wales which is laid before Parliament.

More information about PEEL can be found on HMIC's website [www.justiceinspectrates.gov.uk/hmic/](http://www.justiceinspectrates.gov.uk/hmic/)

The leadership statements and HMI assessments for each force can also be found on HMIC's website.



**79** %  
of HMIC's funding  
is spent on its  
workforce

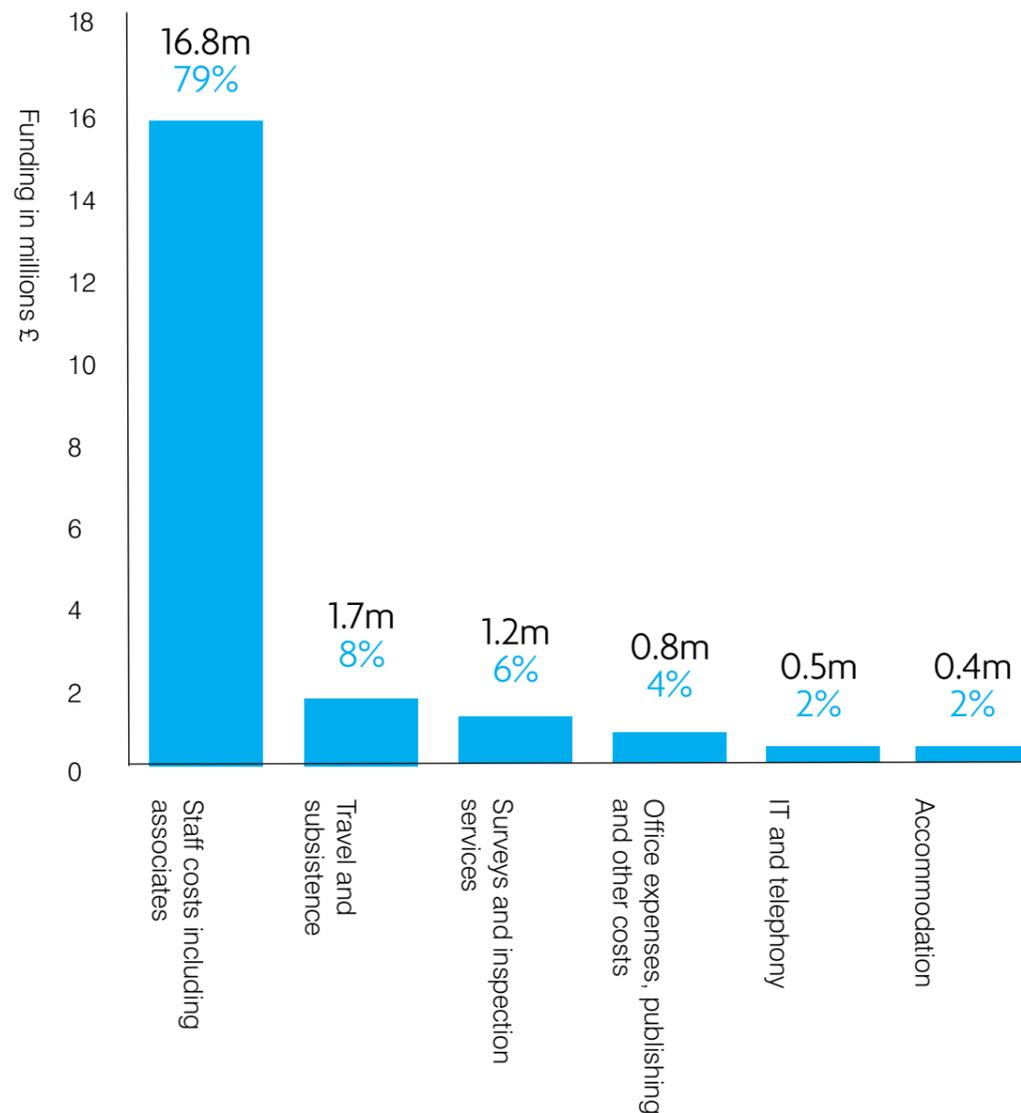
## ANNEX E: Finances

HMIC is funded principally by the Home Office which increased the resource budget allocated to HMIC in 2014/15 to support the changes required to develop and implement the new all-force annual inspection programme. 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 2014/15

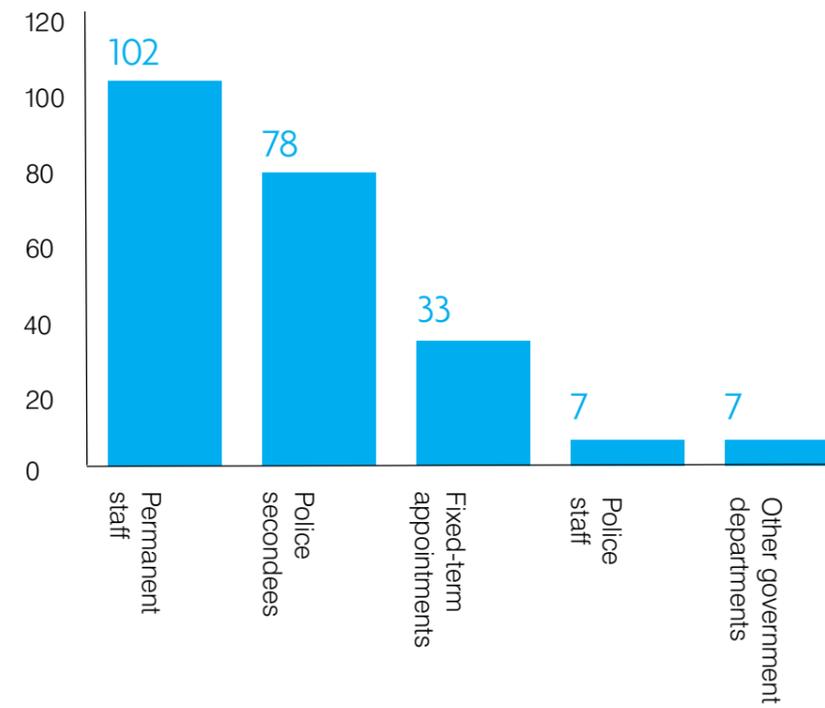


## Staffing

**227**  
members of staff

HMIC's workforce comprises the Inspectors of Constabulary, civil servants, police officers and staff secondees. In addition to these staff, HMIC has a register of associate inspectors.

Staffing breakdown for 2014/15









# 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 bring about improvements in the service to the public.

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in the public interest

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