



Inspecting policing  
in the public interest

# Crime inspection 2014

Cambridgeshire Constabulary

November 2014

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# How effective is the force at cutting crime?

## Overall summary

Cambridgeshire Constabulary has seen crime reduce in the county over the last four years with a greater reduction than the England and Wales rate. Cambridgeshire has comparatively low levels of anti-social behaviour.

In the fight against crime, the constabulary is collaborating with Hertfordshire Constabulary and Bedfordshire Police to be more efficient and to meet austerity measures. Nevertheless, the bedrock of policing rests firmly with safer neighbourhood teams, in six policing districts that retain a strong identity with the county and its communities.

The constabulary has developed sophisticated joint working arrangements with the county council, district councils and the unitary authority to support victims who are vulnerable or repeatedly targeted. A range of other service providers also work closely with the constabulary to manage offenders who are the most likely to cause harm in communities, and criminals who are most likely to reoffend.

Through strong focus on the most vulnerable and individuals with a propensity to cause most harm in society, the constabulary is making Cambridgeshire a safer place.

This year, HMIC undertook an inspection into the crime data integrity of all 43 police forces, to determine the extent to which police-recorded crime information can be trusted at a national level. HMIC has serious concerns about Cambridgeshire Constabulary's approach to crime recording, which is not as accurate as it should be. Individual force reports are available at <http://www.justiceinspectorates.gov.uk/hmic/>

**How effective is the constabulary at reducing crime and preventing offending?**

**Good**

The constabulary has moved away from a focus on particular types of crime. It now prioritises work with partners to effectively support the most vulnerable victims and curtail the offending patterns of the most harmful criminals.

There has been a 22 percent reduction in crime in Cambridgeshire over the past four years, which is a greater reduction than the rate for England and Wales.

The constabulary constantly assesses demands on its services, levels of crime, anti-social behaviour and new and emerging patterns of criminality. This facilitates a flexible deployment of resources to where they are most needed.

**How effective is the constabulary at investigating offending?**

**Good**

The constabulary works well with other agencies to manage ‘prolific’ and ‘high harm’ offenders. This approach provides support to individuals with genuine needs (for example, drugs dependency), as well as targeting those who turn away from rehabilitation and continue to break the law.

The quality of investigation of crime lacks consistency. Crimes are effectively allocated but ongoing enquiries and supervision are areas for improvement.

Victim care is prioritised by the chief constable. It is a constant theme from when contact is first made with the police, throughout investigations and when cases are prepared for court.

**How effective is the constabulary at tackling anti-social behaviour?**

**Good**

The constabulary has strong relationships with partners to tackle anti-social behaviour. This is based on routine sharing of information, timely needs assessments of victims and active participation to provide help. The constabulary’s role is pivotal in uniting public services to support the most vulnerable.

The constabulary uses communication well both to set out its values and to gain a better understanding of community needs. Local press, social media and community alerts both inform the public and seek out feedback on what is most important to them.

Early interventions to encourage offenders to moderate their behaviour, enforcing the law against those who repeatedly offend and a commitment to victims mean that anti-social behaviour is a clear priority.

# Introduction

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This inspection looks at how effective police forces are at cutting crime. The public expects the police to reduce, prevent and investigate crime, bring suspects to justice and, in conjunction with other services and agencies, care for victims. To assess each force's effectiveness, we looked at three specific areas:

- How effective is the force at reducing crime and preventing offending?
- How effective is the force at investigating offending?
- How effective is the force at tackling anti-social behaviour?

# Methodology

During our inspection we analysed data and documents from forces, and conducted in-force inspections. We interviewed the senior officers responsible for crime, neighbourhood policing and victim care in each force. We held focus groups with frontline police officers, investigators and police staff, and observed their activities first hand. We also reviewed 20 crime investigations in each force and interviewed heads of partner organisations such as local authorities. We focused on anti-social behaviour and the offences of: burglary dwelling; serious sexual offences; and violence with injury on this inspection. We chose to focus on these offences because they cover the areas of acquisitive and violent crime and the protection of vulnerable people. This has allowed us to make an assessment of how well the force treated the victim throughout the investigation – examining in particular how well officers gathered evidence and how well they were supervised.

Victims are at the heart of this inspection. Victims are entitled to a service from the police; this includes regular information about their case, an opportunity to provide an impact statement where relevant and to be consulted on potential criminal justice outcomes. When the police provide this service to victims, it increases victim satisfaction and builds trust and confidence in the police

As part of this inspection, we considered how well forces deal with domestic abuse, alongside other offence types. HMIC published a report in March 2014 on how well forces tackled domestic abuse and provided support to victims. As a result of that inspection all forces were asked to provide an action plan setting out how they were improving services to victims of domestic abuse and we have reviewed the action plans developed by forces. The action plans have not informed the judgments made in these reports.

The crime inspection provides HMIC with the first opportunity to test whether the force's approach to improving how it tackles domestic abuse is beginning to have an effect and this forms part of our overall assessment of the force.

# How effective is the force at reducing crime and preventing offending?

HMIC looked at how the leadership of the force deploys its resources to reduce the volume of crimes being committed, maximise the quality of victim contact, and ensure that the force focuses on community priorities whilst mitigating national threats.

We looked at how the force prevents crime, how it uses police tactics such as stop and search powers to prevent and detect crime and reduce offending. We also looked at how the police work with other agencies such as social services to reduce crime.

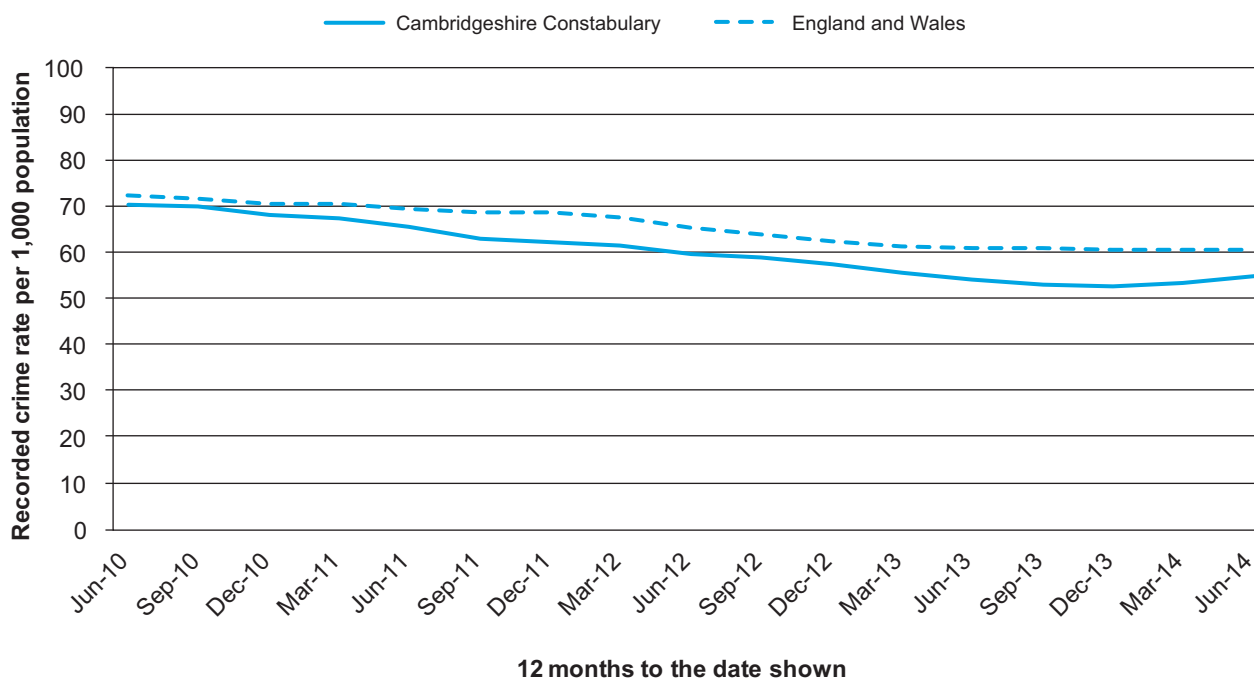
## Crime

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to June 2010, recorded crime (excluding fraud) in the 12 months to June 2014 reduced by 22 percent in Cambridgeshire compared with a reduction of 16 percent across all forces in England and Wales.

Over this period, victim-based crime (i.e., crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 23 percent in Cambridgeshire, compared with a reduction of 16 percent across England and Wales.

During the 12 months prior to the end of June 2014, recorded crime (excluding fraud) in Cambridgeshire increased by 1 percent, compared with a 1 percent reduction across England and Wales.

Figure: Recorded crime rate (per 1,000 population) between June 2010 and June 2014.





By looking at how many recorded crimes and incidents of anti-social behaviour occur per 1,000 population, we get an indication of how safe it is for the public in that police area. The table below shows crime and anti-social behaviour rates in Cambridgeshire (per 1,000 population) compared with the rest of England and Wales.

12 months to June 2014	Cambridgeshire Constabulary rate (per 1,000 population)	England and Wales total rate (per 1,000 population)
Crime excluding fraud	54.9	60.7
Victim-based crime	49.1	53.9
Sexual offences	1.2	1.2
Violence with injury	4.5	5.9
Burglary in a dwelling*	7.6	8.9
Anti-social behaviour incidents*	33.0	36.8

\*Note that anti-social behaviour data is for the 12 months to March 2014 and the rate for burglary in a dwelling is the rate per 1,000 households, not population.

We have chosen these types of crime to give an indication of offending levels in the force area. We are not judging the effectiveness of the force on recorded crime rates only. For information on the frequency of other kinds of crimes in your area, go to [www.justiceinspectrates.gov.uk/hmic/crime-and-policing-comparator](http://www.justiceinspectrates.gov.uk/hmic/crime-and-policing-comparator)

Cambridgeshire's detection rate (for crimes excluding fraud) for the 12 months to the end of March 2014 was 26 percent, which was in line with the 26 percent for England and Wales.

The new crime outcomes framework was introduced in April 2014. It replaces a previous framework for recording how the police finalise investigations through what was known as 'sanction detections' (e.g. charges and/or summons). The new crime outcomes framework is designed to support police officers to use their professional judgment to ensure a just and timely outcome which reflects the harm to the victim, the seriousness of the offending behaviour, the impact on the community, and which deters future offending. Data on the full range of outcomes achieved as a result of investigations (not just detections but also, for example, community resolutions such as mediation known as restorative justice) will be available from July 2015 and used in future HMIC inspections.

## Meeting the needs of the community

The overarching priorities for policing in Cambridgeshire are set in the police and crime commissioner's four-year police and crime plan. Alongside these priorities, an annual strategic assessment examines current and emerging trends in crime and related activity. These assessments, which are refreshed on a quarterly basis, draw in data from external organisations to identify 'operational risks'. Cambridgeshire Constabulary uses this research to realign resources to the most prevalent risks (for example, by boosting the capacity to confront child sexual exploitation). Other operational risks currently include domestic abuse, anti-social behaviour and modern slavery.

To ensure that concerns are heard at the most local level, structured consultation in the county's six community safety partnerships identifies issues that mean most to individual neighbourhoods. These issues reflect a difference in crime priorities in line with demographics, and truly focus on what is at the heart of the county's different communities' concerns. Once a plan has been agreed with local communities to address the issues, safer neighbourhood teams work alongside local service providers to resolve the problems.

HMIC found that the constabulary is skilled at tackling criminality at all levels, from crime which occurs on a day-to-day basis to serious offending that is less prevalent but potentially more harmful. An example in support of this finding is the guardian awareness programme, which includes parents in early interventions for children who are at risk of committing anti-social behaviour and low-level criminality. Other examples include safeguarding arrangements for Lithuanian and Polish nationals who are periodically victimised by criminal gangs for cheap labour, as well as the concerted efforts by the force to track down and convict criminals who repeatedly offend or create the most harm in Cambridgeshire's communities.

## Quality of victim contact

Cambridgeshire Constabulary has a long-standing track record of excellent victim care. 'Protecting those who will be hurt or hurt again' is one of the chief constable's force principles and resonates soundly with frontline staff. What is particularly clear is that victims' needs are paramount; this is the case even if a victim does not want to support a prosecution.

Investigators have a good knowledge of the Code of Practice for Victims of Crime. In particular, the establishment of a 'victim's contract' setting out expectations of the frequency and means of contact was a common feature observed by HMIC. In addition, the force makes good use of 'victim's personal statements', which outline such factors as the psychological and emotional consequences of becoming a victim.

A digital alert is generated for investigators when a deadline for victim contact is missed. There are contrasting views among frontline investigators as to whether this is a helpful fail-safe mechanism in support of victims or whether it has become more of a means of monitoring compliance with a rigid process. Some officers are unaware of the recent revision of the Code of Practice for Victims of Crime and the rationale on which it is based.

The constabulary guards against complacency in maintaining their excellent service to victims. In addition to the established practice of victims' surveys, further market research known as 'Policing in Cambridgeshire' identifies more in-depth views about the public perception of the constabulary. These are fed back to safer neighbourhood team supervisors for follow-up contact when necessary.

An important measure of the impact of changes to service delivery for the public is how satisfied victims are with the overall service they receive when they seek police assistance. In the 12 months to the end of June 2014, Cambridgeshire Constabulary had a victim satisfaction rate of 88.1 percent ( $\pm$  1.3 percent), which is higher than the satisfaction rate in England and Wales of 85.0 percent ( $\pm$  0.2 percent). Its current rate is broadly in line with the 87.2 percent ( $\pm$  1.3 percent) recorded for Cambridgeshire in the previous year.

## Use of police tactics

The constabulary shows a strong commitment to divert those at risk of offending away from the criminal justice system, to work with partners to prevent reoffending and to put in place 'target-hardening' measures to prevent individuals or neighbourhoods from being victimised.

Strong working relationships with partners both broaden and deepen the tactical response to any given problem. These can either be offender based, victim based or place based. For example, domestic violence protection notices have been effective in restraining an individual's offending. Opportunities are also exploited by the constabulary to disrupt organised crime groups by arresting criminals for offences that are ancillary to their mainstream activity (for example, the prosecution of an individual involved in human trafficking for a lesser offence of disqualified driving).

In cases of more serious and sustained offending, partnerships in the county make use of a range of effective tactics to curtail offending behaviour, such as drugs intervention, the use of curfews and tagging schemes.

Crime prevention continues to be at the heart of the Cambridgeshire policing ethos. Good examples were noted by HMIC of the establishment of 'priority protection zones' in which residents are alerted to burglaries near to their homes and advised of relevant security measures (burglary cocooning). A comprehensive range of measures also exists for the remotest areas, which can be targeted with more randomised offending (for example, metal theft). These include public messaging via the 'E-Cop' community alert system, social media or face-to-face meetings in villages.

## Partnership working and information sharing

There is a constructive and mature approach to partnership working at county council, unitary authority and district council levels in Cambridgeshire. At every level of policing in the county, there is good evidence of joint working to reduce crime and anti-social behaviour and to prevent reoffending.

When crime or anti-social behaviour has been committed, risk and vulnerability factors associated with the victim and the likelihood of reoffending are assessed by the constabulary and partners using a risk assessment methodology. The outcome of the risk assessment is used to determine which agency will take responsibility for managing the case and what action is required. Examples of joint working include 'problem solving' or 'locality' groups within neighbourhoods, multi-agency safeguarding hubs (MASH) and multi-agency risk assessment conferences (MARAC) for high-risk domestic abuse cases, and the integrated offender management (IOM) team that manages the most prolific offenders.

Underpinning these arrangements are data-sharing agreements and joint access to a web-based case-management application known as the 'empowering communities inclusion and neighbourhood management system' (E-CINS). This case-management application enables partners to share information and make informed decisions based on a greater understanding of the risks and issues involved.

HMIC also tested how readily the constabulary could address any urgent needs of vulnerable victims or draw in support for individuals who are likely to reoffend immediately. Daily management meetings within the force identify such risk and plans are put in place with partners at an early stage to safeguard victims and prevent reoffending.

## Domestic abuse

In March 2014 HMIC published the results of its inspection of 43 forces on the effectiveness of the police approach to domestic violence, with a focus on outcomes for victims and whether risks to victims are adequately managed, this included clear recommendations for each force about improvements it should make. As a result of this inspection all forces were required to produce and publish an action plan setting out the steps they were taking to improve the services to victims of domestic abuse. This plan should demonstrate that HMIC recommendations are being addressed and also explain how:

- the leadership will ensure the changes necessary and hold the right people to account;
- the police response when a victim first contacts them (by a 999 call or by visiting a police station) and when they first attend the scene of the incident is improved;
- the force will ensure there is a high quality investigation of all domestic abuse crime;
- victims will be properly supported and offenders properly managed; and
- the training and learning provided to officers ensures they can give the best available response to the victim.

HMIC has made an initial consideration of the action plan submitted by Cambridgeshire Police. The plan outlines the activity the force is taking to improve their response to domestic abuse and includes the changes that the force rapidly implemented as a result of the HMIC recommendations from the domestic abuse inspection. The force approach is in line with the national priorities identified and outlined above. The force has provided significant evidence to support the action it is taking.

The crime inspection provided us with our first opportunity to test whether changes in the force's approach to domestic abuse were beginning to have a positive effect.

HMIC found evidence that Cambridgeshire Constabulary has improved their approach to investigating domestic abuse and protecting victims. Staff spoke of improved training and a greater use of the DASH (domestic abuse, stalking and harassment) risk assessment forms. HMIC found the domestic abuse units are now better resourced and innovative ideas are being put in place to protect the most vulnerable (for example, the provision of a youth independent domestic violence adviser to support children who witness domestic abuse in their homes).

## Summary



Good

- The constabulary has moved away from a focus on particular types of crime. It now prioritises work with partners to effectively support the most vulnerable victims and curtail the offending patterns of the most harmful criminals.
- There has been a 22 percent reduction in crime in Cambridgeshire over the past four years, which is a greater reduction than the figure for England and Wales.
- The constabulary constantly assesses demands on its services, levels of crime, anti-social behaviour and new and emerging patterns of criminality. This facilitates a flexible deployment of resources to where they are most needed.

# How effective is the force at investigating offending?

HMIC looked at the range of police tactics and powers used by the force to investigate offending, including how investigations are conducted, whether persistent offenders are diverted from crime and how people vulnerable to repeat crime are supported. We looked at how the force learns from experience in order to improve professionalism in operational practice and leadership.

## Vulnerability, risk and victims

HMIC found strong evidence that victim care and the assessment of vulnerability are core values of the force. The strategic direction is set by the chief constable. A recent round of face-to-face meetings between the chief constable and frontline staff has made this clear, and putting the victim first truly resonates with operational staff. Frontline staff explained to us that they are more satisfied at work focusing on care and compassion for victims than traditional performance targets that are more focused on whether or not a case can be brought before court.

Victim care is a constant theme from the moment that calls for assistance to Cambridgeshire Constabulary are received through to the time that a witness is called to court to give evidence. This is borne out by:

- control room staff assessing the needs of each caller by using a matrix that helps them to determine threat, risk and harm;
- attendance by first responders who re-assess the risk;
- a presentation of the likely needs of victims to safeguarding bodies such as problem-solving groups or multi-agency safeguarding hubs (MASH); and
- liaison between the force and crown prosecution service and witness care unit as cases are prepared for trial.

To build on the constabulary's good performance in relation to victim care, from October 2014 a 'victim's hub' is bringing all service providers together with the intention of providing better services for victims. This is particularly aimed at refining and consolidating the range of support services available. It has been designed to attend particularly to the needs of vulnerable, persistently targeted or intimidated victims, and to put in place the 'special measures' prescribed by the Code of Practice for Victims of Crime (for example, pre-trial therapy and counselling, and the option to provide evidence in courts via video links).

## Investigation

HMIC found an inconsistent approach to investigation plans and their supervision. An examination of files revealed good examples of when investigators are encouraged to devise their own plan under supervision, to plans that have become a ‘tick box’ process, and an absence of plans altogether. Certain crime types (for example, allegations of burglary and violence) benefit from better investigation plans and the greatest weaknesses occur with crimes being investigated by safer neighbourhood officers. In some cases detective sergeants have been redeployed to neighbourhood teams specifically to enhance supervision and to improve the quality and timeliness of investigations.

The constabulary has an investigations management unit that operates sixteen hours a day and provides oversight of the reporting of all crime and crime-related activity. It has an overview of all investigative resources and allocates crime to the most appropriate investigative team. The unit is also alerted if persons suspected of committing crimes are identified (for example, through DNA matches), and puts measures in place to have them arrested. These arrangements ensure that the most appropriate individuals, on the basis of skills, experience and availability, are assigned to investigate.

Although the force is waiting for more national criminal investigation training to become available, it makes good use of the investigative resources at its disposal. Through a system known as ‘intelligent despatch’, criminal investigation department officers are directed as first responders to domestic burglaries to avoid the unnecessary attendance of uniform officers. To professionalise the service to victims of sexual offences, all first responders are trained to make the best of forensic opportunities by using ‘early evidence kits’. Specialist detectives are also available 24 hours a day to undertake these investigations.

## Tackling repeat and prolific offenders

The constabulary believes that a minority of offenders commit the most crime and cause the most harm to the communities of Cambridgeshire, and that offender management plays an important role in preventing crime. An effective integrated offender management (IOM) team<sup>1</sup> has been established and addresses ‘prolific’ and ‘high harm’ offenders. Representatives from the district councils, unitary authorities, social workers, drugs intervention services and the police consider how best to break an individual’s cycle of offending. For example, in order to prevent reoffending on release from prison, support methods exist to ensure that offenders have access to benefits or prescriptions to support

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1 Cambridgeshire Constabulary uses a scoring matrix on each of the six local policing areas (districts) to identify whether an offender should be part of the IOM programme. The matrix used on each of the six areas is slightly different – to allow for local identification of issues of threat/risk/harm and to reflect this in the scoring.



them through drug dependency prior to release from prisons. When it is known by police that offenders have reverted to breaking the law, they are subject to a 'catch and convict' policy aimed at prosecution and imprisonment. As of July 2014, 156 offenders were being managed by the IOM team and weekly criminal record checks are made to assess the impact of interventions.

Other individuals, whose offending patterns do not justify IOM attention, are nevertheless referred to multi-agency 'problem-solving groups' or 'locality groups' where community-based interventions (for example, breaches of tenancy agreements and parenting orders) are designed to curb offending.

## Learning from experience

HMIC found that the force is committed to organisational learning. A programme is chaired by the assistant chief constable to examine sources of learning (for example, data from victims and local engagement surveys and 'Learning the Lessons' bulletins from the Independent Police Complaints Commission (IPCC)). At an operational level there is evidence of energy and enthusiasm to seek out continual improvement (for example, best practice from other forces regarding burglary prevention). Reference is also made to the 'what works' toolkits made available by the College of Policing.

Despite this commitment, a number of operational staff stated they were unaware of how learning from the past or learning from others is collated and prioritised by the force. A number also expressed uncertainty about how expertise could be disseminated throughout the force, despite being aware of case studies that would be of benefit to others.

In the 12 months to the end of July 2014, Cambridgeshire Constabulary opened ten serious case reviews. During the same period no serious case reviews, including action plans, were completed.

## Recommendations

- Within six months Cambridgeshire Constabulary should ensure that there are methods in place to share learning and good practice across the force.

## Summary



Good

- The constabulary works well with other agencies to manage ‘prolific’ and ‘high harm’ offenders. This approach provides support to individuals with genuine needs (for example, drugs dependency), as well as targeting those who turn away from rehabilitation and continue to break the law.
- The quality of investigation of crime lacks consistency. Crimes are effectively allocated but ongoing enquiries and supervision are areas for improvement.
- Victim care is prioritised by the chief constable. It is a constant theme from when contact is first made with the police, throughout investigations and when cases are prepared for court.

# How effective is the force at tackling anti-social behaviour?

HMIC looked at how the force prevents and tackles anti-social behaviour; in particular the way victims are treated. We looked at the quality and consistency of victim contact across the force and whether victims of anti-social behaviour were dealt with in a comparable way to victims of other crimes.

## Community contact and victim care

Procedures in relation to the reporting of anti-social behaviour, assessing the risk factors of victims and engagement with external service providers are as rigorous as procedures for crime investigation. This means that victims are protected and measures put in place to tackle offending. An initial assessment of victim vulnerability is made by control room staff using all the force intelligence systems; victims with particular needs are then referred to problem-solving groups that provide ready access to support from other organisations.

Repeat victims of anti-social behaviour are identified by alerts that are signalled automatically by constabulary IT systems if the police are contacted 3 times in 30 days. This leads to more intensive activity on the part of police and other partner organisations to protect the victim and tackle the causes. Good examples of this were observed in St Neots where police community support officers (PCSOs) work with the council's troubled families unit to bring about resolutions.

HMIC observed detailed victims' contracts and effective PCSO-led case management. This shows that the constabulary supports victims and tackles those people intent on reducing quality of life in Cambridgeshire.

## Partnership working

The constabulary has strong relationships with partners to tackle anti-social behaviour. Locality meetings or problem-solving groups are an effective forum to remit vulnerable victims. Data sharing, supported by ECINs, forms the basis on which joint working action plans are developed and monitored. Local knowledge and local service provision are strong factors in success. HMIC found the same problem-solving approach being adapted across the county to address anti-social behaviour. Resolutions are tailored to local need and addressed issues as diverse as congregations of drug users in urban areas to off-road motor biking and hare coursing in the countryside.

When early warning signs of criminal or anti-social behaviour activity are detected, 'behaviour contracts' are drawn up to moderate behaviour. Should the situation escalate, anti-social behaviour orders (ASBOs) have been effective at restraining an individual's offending.

## Improving services to the public

The force communicates well to gain a better understanding of its communities. A ‘social matrix’ approach is adopted, which begins with a community audit to assess demographic profiles; messaging is then tailored to local need. Examples include the ‘South Cams Cops’ blog aimed at engaging with the young; ‘E-cop’ communication, which is used to alert the community of emerging crime and related activity; and the use of Twitter where frontline staff post pictures of themselves addressing locally identified priorities.

Cambridgeshire’s policing style (based on threat, risk and harm) is geared to identifying early indicators of victimisation and ensuring speedy redress. This is universally welcomed by partners as the best method of supporting residents and preventing unnecessary criminalisation of perpetrators. Partners believe the police are the most adept at identifying these indicators, and consider the service they provide to communities is first class.

In the 12 months to March 2014, Cambridgeshire Constabulary recorded 27,084 incidents of anti-social behaviour. This is a reduction of 4 percent against the previous 12 months.

### Summary



Good

- The constabulary has strong relationships with partners to tackle anti-social behaviour. This is based on routine sharing of information, timely needs assessments of victims and active participation to provide help. The constabulary’s role is pivotal in uniting public services to support the most vulnerable.
- The constabulary uses communication well both to set out its values to the public and to gain a better understanding of community needs. Local press, social media and community alerts both inform the public and seek out feedback on what is most important to them.
- Early interventions to encourage offenders to moderate their behaviour, enforcing the law against those who repeatedly offend and a commitment to victims mean that anti-social behaviour is a clear priority.

# What each judgment means

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HMIC uses four categories for making judgments, two are positive and two are negative. The categories are:

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

Judgment is made against how well the force cuts crime. In applying the categories HMIC considers whether:

- the way the force is cutting crime and reducing offending is good, or exceeds this standard sufficiently to be judged as outstanding;
- the force requires improvement in the way it cuts crime, and/or there are some weaknesses; or
- the force's effectiveness at cutting crime is inadequate because it is significantly lower than is expected.