

# PEEL

## Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Cambridgeshire Constabulary



# Contents

What this report contains	1
Force in context	3
Overall summary	4
<b>Effectiveness</b>	<b>8</b>
Force in context	9
How effectively does the force reduce crime and keep people safe?	11
Summary	11
Preventing crime and tackling anti-social behaviour	12
Investigating crime	16
Protecting vulnerable people	21
Tackling serious and organised crime	27
Armed policing	27
<b>Efficiency</b>	<b>30</b>
Force in context	31
How efficiently does the force operate and how sustainable are its services?	32
Summary	32
Meeting current demands and using resources	33
Planning for the future	40
<b>Legitimacy</b>	<b>46</b>
Force in context	47
How legitimately does the force treat the public and its workforce?	49
Summary	49
Treating the public fairly	49
Ethical and lawful workforce behaviour	50
Treating the workforce fairly	54
Annex A – About the data	55

# What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

## Our inspection approach

In 2018/19, we adopted an [integrated PEEL assessment](#) (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected Cambridgeshire Constabulary against.

<b>IPA area</b>	<b>Inspected in 2018/19?</b>
Preventing crime and anti-social behaviour	Yes
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Firearms capability	Yes
Meeting current demands	Yes
Planning for the future	Yes
Treating the public fairly	No
Ethical and lawful workforce behaviour	Yes
Treating the workforce fairly	No

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

# Force in context

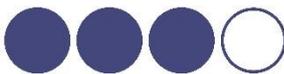
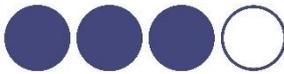
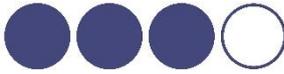
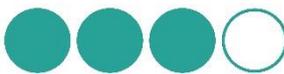
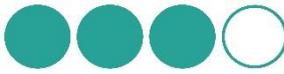
	Cambridgeshire rate	England and Wales rate
<b>999 calls per 1,000 population</b> 12 months ending 31 March 2019	155	175
	Cambridgeshire rate	Most Similar Forces rate
<b>Recorded crime per 1,000 population</b> 12 months ending 31 March 2019	76	69

## Cambridgeshire workforce

	FTE in post on 31 March 2019	FTE in post on 31 March 2014	Percentage change
Police Officer	1447	1370	6%
Police Community Support Officer	83	141	-41%
Police Staff	800	777	3%

	Cambridgeshire spend	England and Wales spend
<b>Spend per head of population</b> 2019/20 projection	£168	£203

# Overall summary

	<b>Effectiveness</b>		<b>Last inspected</b>
	Preventing crime and tackling anti-social behaviour	 Good	2018/19
	Investigating crime	 Good	2018/19
	Protecting vulnerable people	 Good	2018/19
	Tackling serious and organised crime	 Good	2016
	Armed response capability	Ungraded	2018/19
	<b>Efficiency</b>		<b>Last inspected</b>
	Meeting current demands and using resources	 Good	2018/19
	Planning for the future	 Good	2018/19

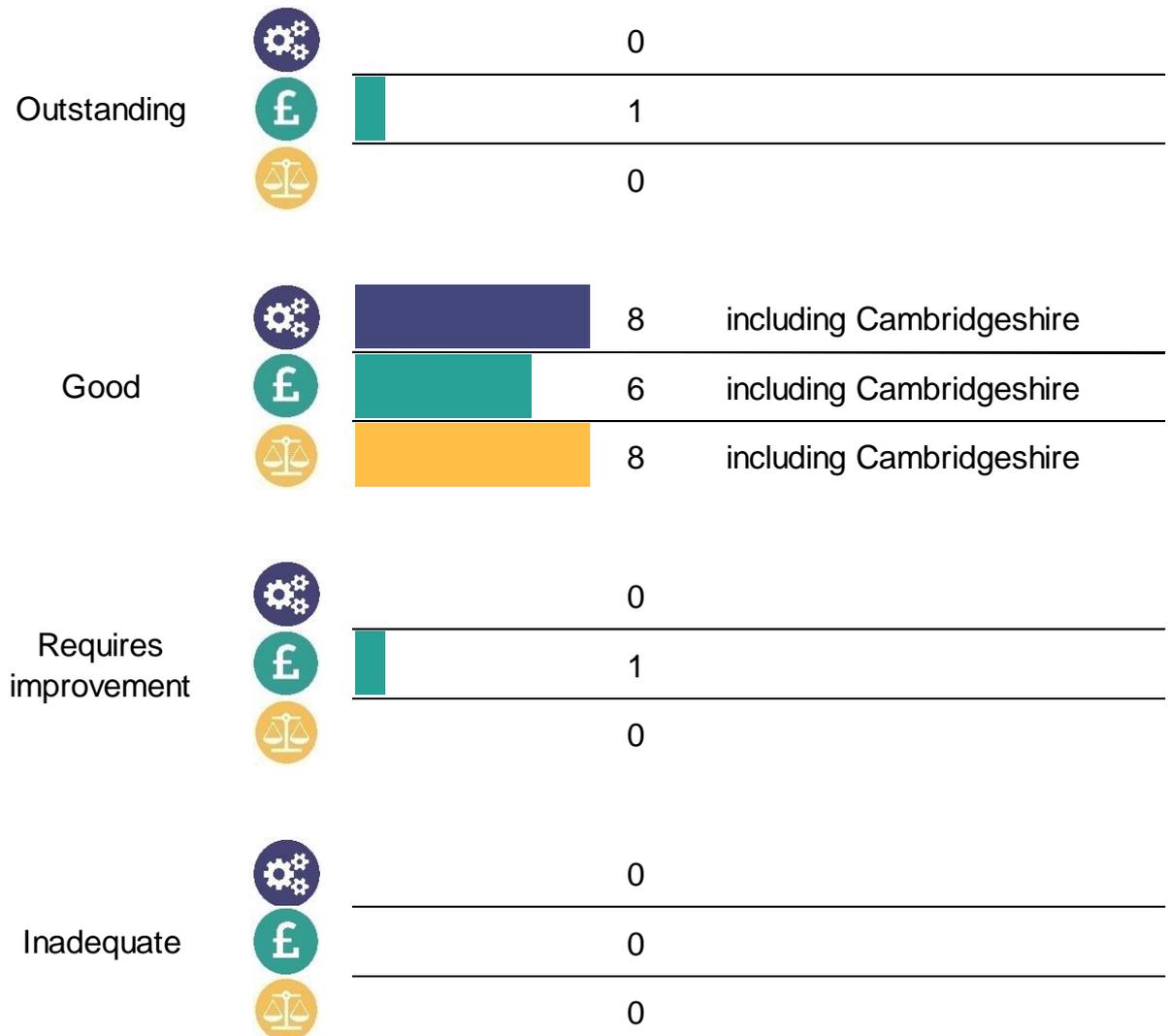
	<b>Legitimacy</b>		<b>Last inspected</b>
Fair treatment of the public	<b>Good</b>		2017
Ethical and lawful workforce behaviour	<b>Good</b>		2018/19
Fair treatment of the workforce	<b>Good</b>		2017

## How does the force compare with similar forces?

We compare Cambridgeshire Constabulary's performance with the forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors. [For more information about MSGs, see our website.](#)

Cambridgeshire Constabulary's MSG forces are Warwickshire Police, Thames Valley Police, Gloucestershire Constabulary, Wiltshire Police, Avon and Somerset Constabulary, Staffordshire Police and Devon and Cornwall Police.

**Figure 1: Pillar judgments for Cambridgeshire Constabulary, compared with forces in its MSG**



## HM Inspector's observations

I am very pleased with Cambridgeshire Constabulary's performance in keeping people safe and reducing crime. In particular, I note the improvements the force has made since 2017 in its effectiveness.

The force is good at preventing crime and [anti-social behaviour](#). Since our last inspection, the force has improved how it investigates crimes. It has also developed better ways to make sure it identifies and responds to people at risk. It works closely with local partners, like councils, to protect [vulnerable people](#).

Cambridgeshire Constabulary understands the complexity and scale of demand for its services. It is using this information to develop its financial and workforce plans to meet future needs. It is good at prioritising its use of resources and at making sure it has the right staff available to assist the public when they most need the police.

Senior leaders continue to uphold an ethical culture and promote the standards of behaviour it expects well.

Overall, I strongly commend Cambridgeshire Constabulary on the good progress it has made in the last year. The changes the force has made provide a strong foundation for continuing to keep communities across Cambridgeshire safe.



**Zoë Billingham**

HM Inspector of Constabulary

# Effectiveness



# Force in context

	Cambridgeshire proportion	England and Wales proportion
<b>Proportion of officers in a neighbourhood or response function</b> in post on 31 March 2019	16%	40%
<b>Victim-based crime per 1,000 population</b> 12 months ending 31 March 2019		
	Cambridgeshire rate	Most Similar Forces rate
<b>Violence against the person</b>	20	22
<b>Sexual offences</b>	2	2
<b>Theft Offences / Robbery</b>	35	27
<b>Criminal damage and arson</b>	9	8

## Crime Outcomes

12 months ending 31 March 2019

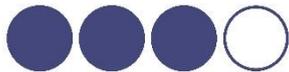
	Cambridgeshire proportion	England and Wales proportion
Proportion of crimes where action was taken	11%	12%
Proportion of crimes where suspect was identified	41%	46%
Proportion of crimes where victim did not support police action	20%	24%

## Outcomes for crimes flagged as domestic abuse

12 months ending 31 March 2018

	Cambridgeshire proportion	England and Wales proportion
Charge/summonsed	16%	16%
Evidential difficulties: suspect identified; victim does not support	36%	49%

# How effectively does the force reduce crime and keep people safe?



## Good

### Summary

Cambridgeshire Constabulary is good at reducing crime and keeping people safe.

A new local policing structure aims to provide policing services to meet the complex and growing demand of communities. The force's neighbourhood policing plan follows national standards. Proactive and specialist officers support local teams. These specialist officers are effective at investigating crime and protecting [vulnerable people](#) from exploitation. Victims receive support from an extensive victim and witness hub, which is positive practice.

The force has done a lot to improve its ability to investigate crime. But it doesn't yet consistently supervise all crime investigations. It has made changes that should result in improvements. Its demand hub works well – it carries out several functions, including managing incident demand and investigating 40 percent of reported crime. The force has a good structure that helps it meet the demands of serious and complex crime investigation.

It is good at identifying and understanding vulnerability. It works well with partner organisations to do this. It is improving its ability to identify and respond quickly to victims of domestic abuse. But victims of other priority crimes such as burglary can still experience delays. The force is good at identifying and supporting people suffering a mental health crisis.

In 2017, we judged the force to be good at tackling [serious and organised crime](#).

## Preventing crime and tackling anti-social behaviour



### Good

Cambridgeshire Constabulary is recruiting an additional 50 officers to deliver its neighbourhood policing strategy. It has developed this in line with best practice from the [College of Policing](#). Performance indicators will allow senior leaders to judge how effectively this is meeting community needs. Proactive and specialist officers support local teams. Victims receive effective support from an extensive victim and witness hub, which is positive practice.

The force has a strong understanding of the threats facing its communities. It uses specialist officers to manage and reduce these threats. It uses a range of forums to work with the public and makes good use of social media. It is good at analysing available information to reveal crimes that are often hidden, such as modern slavery. It works with its partner organisations to deal with crimes and support victims.

The force uses talented people to develop new approaches. It has trained 550 officers and representatives from partner organisations in problem solving. But it needs to analyse the results of its activities better. It has provided training to its workforce on civil powers and [criminal behaviour orders](#). Reports of [anti-social behaviour](#) have reduced significantly and crimes of violence resulting in injury are the lowest reported in the UK. But it still needs to make better use of available powers.

#### Areas for improvement

- The force should monitor the effectiveness of its newly launched neighbourhood policing strategy and consistently hold staff to account for delivering effective performance outcomes.
- The force should evaluate and share problem-solving plans routinely to improve its approach to the prevention of crime and anti-social behaviour.
- The force should take steps to make information more accessible to staff to improve its use of orders and powers to prevent crime and anti-social behaviour.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

#### Prioritising crime prevention

Cambridgeshire Constabulary is good at prioritising crime prevention. It states it is now recruiting an additional 50 officers, which will increase neighbourhood policing to unprecedented levels. This followed an increase in the council tax precept and consultation with the community. [Chief officers](#) have focused the force strategy on shaping policing services to meet the needs of communities, with a focus on meeting current and future crime prevention demands. This includes keeping all enquiry offices open, but reducing their opening times to match the times of highest public demand.

The force has launched a neighbourhood policing strategy that has indicators to measure the performance of neighbourhood policing teams. The strategy is comprehensive and meets the standards set by the College of Policing. A neighbourhood policing steering group communicates the strategy to officers and [staff](#) to make sure that expectations and performance management are of a consistent standard. A detailed communication plan backs up the strategy and focuses on outcomes that add value rather than being merely a list of desired activity. We will watch with interest to see if performance improves further through using this strategy.

Neighbourhood policing teams are responsible for understanding and focusing on the places and individuals that cause and suffer greatest harm. These teams consist of police community support officers (PCSOs) and a dedicated neighbourhood constable led by a neighbourhood sergeant. To increase their problem-solving skills, new probationer constables are attached to neighbourhood policing teams in areas that suffer high levels of crime and harm.

Northern and southern community action teams (CATs) support this structure and carry out long-term problem solving. Serious street violence, exploitation of missing children and hate crime are examples of the types of problems they tackle. Proactive impact teams support each CAT. The primary role of these teams is the intrusive management of priority offenders in communities under the umbrella term [integrated offender management](#). However, impact officers also provide more expert tactics, such as specialist entry and covert capabilities. This means that the force uses a range of resources within neighbourhoods to tackle problems that range from homelessness to serious street violence.

Seven community safety officers support victims of crime across the county. They provide support to vulnerable victims in liaison with the force's victim and witness hub. This is good practice. The force has trained neighbourhood teams to a common standard and supervisors generally hold them to account in terms of crime investigation.

A proactive force communications team helps neighbourhood officers understand what matters to communities. Officers use social media messaging well and can now target messages at street level. We saw officers frequently updating the public on what action they had taken to deal with community priorities. The force has run a campaign warning older people about online scams. It backed this up with a social media campaign reminding young people to support elderly family members against fraud. The force evaluates the effect of all campaigns. It makes use of social media management software to monitor any useful comments on crime and policing it might be missing. It is working hard to raise the profile of some of the unseen work it does, such as carrying out patrols in response to community concerns, and uses social media to update the public on warrants carried out. It has used its social research officer to better understand how best to communicate its activities to inform and reassure communities.

## Protecting the public from crime

Cambridgeshire Constabulary has a strong understanding of the threats facing its communities. Officers make use of eCops, a social media platform that it says 3,500 members of the community have signed up to, to receive and comment on news and information. The force analyses threats and vulnerabilities in conjunction with partner organisations' data to gain a good understanding of the scale and nature of problems. It has an active volunteer base and Special Constabulary, and access to a large Neighbourhood Watch group.

The force uses pop-up surgeries, as well as street surveys, parish meetings and local authority area committee meetings to listen to and record public concerns. Cambridgeshire City Council holds the area committee meetings four times a year to deal with a range of issues and discuss priorities with service leads and partner organisations, including the police. [Senior officers](#) hold monthly tasking meetings at which they pass priorities to relevant teams for action. Incidents of anti-social behaviour reported to the force decreased by 18 percent during the period April 2018 to March 2019.

Analysis and good information sharing arrangements help the force more routinely reveal hidden crimes such as modern slavery and human trafficking. The force identifies potential perpetrators and victims through shared intelligence and the Cambridge Harm Index, which is positive practice. It used this index to identify a group of offenders and is reducing their criminal activity and the harm this causes through use of targeted interventions. Operation Mantus is a good example of how the force has identified, engaged with and protected trafficked sex industry workers. It also carried out Operation Pheasant with housing associations and the UK Border Agency to identify and protect migrant workers. It states that it found that 75 percent of the workers it engaged with during the operation didn't know how to contact the police before this contact. These exploited people are now less likely to maintain secrecy and are more confident in seeking help from the police.

The force's rural crime action team liaises with gamekeepers and rural industries on concerns such as poaching and [heritage site](#) crime. In diverse urban areas such as Peterborough, neighbourhood teams work with religious leaders and use neutral venues to seek feedback on emerging tensions.

To inform its comprehensive serious street violence strategy, the force uses national best practice from the College of Policing. It is reassuring to note that in the year 2018/19, Cambridgeshire Constabulary reported only six violence with injury offences per 1,000 population – the lowest rate in England and Wales.

The force supports talented officers and staff as students on a University of Cambridge masters programme to develop new approaches to policing. One such officer has developed approaches to prevention using the Cambridge Harm Index, predicting locations where serious street violence is likely to take place. This research has been well received nationally and is helping the force to address a recognised gap in intelligence when it comes to such offences.

Neighbourhood officers are aware of force priorities, such as street violence and prolific offenders. They make referrals to the [multi-agency safeguarding hub](#) (MASH) when identifying children at risk. During our inspection, we saw a police protection order used to remove a missing child who was found in the company of older criminals and at risk of gang-related crime. The force uses police cadets and works with trading standards officers to carry out test purchase operations to identify illegal knife sales to children. It has also analysed how criminals are bringing weapons into the county.

The force reports that it has trained 550 neighbourhood officers and representatives of partner organisations in problem solving. These include housing and community cohesion officers. They use a model known as [OSARA](#), which stands for outcomes, scanning, analysis, response and assessment. Supervisors assign weekly tasks to neighbourhood policing teams, and partner organisations attend monthly area committee meetings to discuss concerns and establish and agree priorities for action. However, officers and staff aren't consistently using the common information and communication technology (ICT) platform E-CINS to manage and store problem-solving plans. The force also has no process for evaluating outcomes, which means it may be losing opportunities to learn from what works and share this among the workforce. To address this gap, since May 2019, its partnership and operational support department has started to dip-sample problem-solving plans for quality assurance. It intends to collect and share information on what works.

In September 2018, the force brought in an external training provider to train officers and staff on civil powers and criminal behaviour orders to help it reduce crime and anti-social behaviour. Police or local authorities can use a range of such legal powers to prevent and disrupt criminality.

The local authority is often the lead partner organisation in making applications for injunctions, but the force also makes good use of these powers. It makes frequent use of dispersal orders, which is likely to have contributed to the 18 percent reduction in anti-social behaviour in the past year. Use of criminal behaviour orders has reduced crimes of hare coursing by 36 percent, and the force is applying for the first national [public space protection order](#) for this offence. The community action team is applying for a gang injunction to tackle street-related violence. Since 2016, the force has been a national leader in using disruption notices under drugs legislation to disrupt organised criminals from setting up crack houses in the homes of vulnerable people. One such operation saw three offenders receive a combined custodial prison sentence of over 13 years.

However, many neighbourhood officers expressed a lack of practical knowledge about orders or didn't know where to go for support in applying for them. This is despite the availability of guidance on the force briefing system. Senior leaders recognise that, nationally, the force makes less use of civil orders than many other forces. Of the 43 forces in England and Wales, it is ranked 12th-lowest for use of civil orders in the year 2018/19. In 2018/19, it used 77 anti-social behaviour orders per 1 million population. Within three months of our inspection, it plans to provide enhanced legal training on the use of powers and civil orders.

## Investigating crime



### Good

Cambridgeshire Constabulary has got better at investigating crime since our 2017 effectiveness inspection. It has made good progress in most of the areas in which we said it needed to improve. But it hasn't yet improved enough to make sure that its investigations are routinely and effectively supervised. Senior leaders are addressing this.

The force's new policing model has improved the way it investigates crimes. Several specialist units investigate those that are more complex and often involve high risk and vulnerabilities. The new model has removed the specialist department that investigated high-risk domestic abuse, and responsibility for these investigations is now assigned to accredited investigators within larger teams.

The force now has a demand hub that carries out several functions in one location. Officers and staff in the hub investigate 40 percent of reported crime. This is working well. The hub now includes a team that reviews incidents to better manage demand and reduce the pressure on frontline officers.

The force has increased the number of resources in both its rape and child abuse investigation teams. This will help it meet some of the growing challenges it faces. Senior leaders are looking at various ways it can achieve positive results in cases where victims are unwilling to co-operate.

Many of the recent changes the force has made should help it get better at catching criminals and resolving investigations.

#### Areas for improvement

- The force should ensure regular and active supervision of the quality and progress of investigations. This supervision should be properly recorded.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

#### Investigation quality

In our 2017 effectiveness report, we said the force required improvement in its effectiveness at investigating crime and catching criminals. We are pleased to note it has made good progress in most areas. However, it hasn't yet made enough progress to make sure that its investigations are routinely and effectively supervised. This area for improvement remains:

- The force should ensure regular and active supervision of the quality and progress of investigations. This supervision should be properly recorded.

A change to the policing model in Cambridgeshire in 2017/18 has restructured and improved the way the force investigates crime. It has merged investigator teams to increase capacity, positioning them in two locations to deal with volume crime and domestic abuse incidents. It has set up several specialist units to investigate more complex crimes that often involve vulnerability and high-risk offenders. These units are well resourced and managed. A major crime unit (MCU) is available to the force through its collaboration with Bedfordshire Police and Hertfordshire Constabulary. This collaboration is known as BCH. The MCU supports the force in cold-case reviews – that is, reviews of crimes that haven't been finalised, but which the police are no longer actively investigating. It recently supplied a psychological analysis expert when the force investigated a series of stranger rapes. The eastern region specialist operations unit (ERSOU) provides further high-level capability.

The force reviewed its new policing model after six months. It has introduced a new governance process managed by senior leaders. This is particularly important in the protecting vulnerable people department, as it ensures greater accountability and oversight of high-harm offences. As part of the review, the force has increased capacity within its rape investigation unit and child abuse investigation and safeguarding unit (CAISU). This was an area we identified for improvement in 2017. It has also increased the supervision within local policing areas of those who investigate volume crime.

In January 2019, we examined 60 crime files and the results were inconsistent. Not all investigative lines of enquiry were identified and pursued in 11 of the cases, and we considered that supervision was ineffective in 25 cases. During our inspection in June 2019, we saw some evidence that a checklist of minimum standards in supervision was beginning to improve performance. We note that a planned increase of ten additional sergeants will add value to the supervision of volume crime. However, the force introduced supervisory checklists in 2017 and this alone didn't lead to improvements. It needs to do more to satisfy itself that it is making sustainable improvements.

As part of our crime file review, we also examined how well the force updates victims. It showed good victim care in 51 out of 60 cases we examined. Data supplied by the force in April 2019 indicated that officers weren't updating victims appropriately in line with the Code of Practice for Victims of Crime. The data suggested that only 34 percent of victims had received effective contact from investigators. The force reviewed this and reported that it found that staff were contacting the victim in 95 percent of the 173 cases it looked at. It identified that the difference in the findings was because officers were recording victim contact elsewhere in the investigation log. This supports our findings. The force is now working with suppliers to make sure that the recording of this vital information is made easier for staff and more accessible to supervisors for review.

The force has made significant changes to improve how it allocates and investigates cases of domestic abuse. It has closed the specialist unit that dealt with high-risk cases, and accredited detectives now investigate all domestic abuse offences within larger teams. This should ensure that domestic abuse crimes are allocated to investigators with the correct skills. A comprehensive domestic abuse strategy and action plan underpins the force approach. A domestic abuse scrutiny group oversees

investigations and outcomes. Its members include Crown Prosecution Service (CPS) lawyers, the judiciary, representatives from the charity Women's Aid and independent domestic violence advocates. The views of victims are fed back both through these individuals and a commissioned survey. The scrutiny group reviewed 30 crime files that the force didn't prosecute, largely because of a lack of support from the victim. They identified consistently good levels of service and remedial action having been taken. These include opportunities to use other evidence in a prosecution when the victim chooses to disengage. They provided positive feedback to officers and CPS colleagues. A detective sergeant encourages improvement by giving group and one-to-one training on domestic abuse investigation.

Cambridgeshire Constabulary has created a demand hub to carry out call handling, dispatch, incident resolution, desktop investigations and crime management functions at a single location. According to the force, the unit now investigates 40 percent of crime reported, without the need to deploy an officer. We examined cases and processes within the unit and found that the incidents it is dealing with are appropriate to its role and that type of resolution. Call handlers within the unit receive continuous training on a range of subjects including kidnap and coercive domestic abuse offences. Staff make good judgments when assessing vulnerability, identifying risk factors that call for prompt action.

In 2018, the force added an incident review team (IRT) to the demand hub. These experienced staff have reduced demand on frontline officers by monitoring incidents that are scheduled to receive a face-to-face appointment. The force reports that in 21.6 percent of cases examined by IRT during 2018, it was able to intervene and provide a quicker and more appropriate desk-based investigation. This early intervention means it can make available more appointments for victims who need to see an officer in person.

Officers maximise evidence-gathering opportunities at crime scenes. They routinely use [body-worn video](#) cameras and are equipped with technology including a mobile phone app that helps identify and manage cyber crime. Workloads are generally high but manageable and crimes are allocated appropriately. Officers told us that they receive a scheduled training day every five weeks on subjects that now align with force priorities. The force is planning regular training days for specialist investigators in departments such as the rape investigation team.

In the 12 months to April 2019, 14 percent of crimes reported to the force didn't proceed because, although a suspect had been identified, the victim chose to withdraw their complaint. This is better than the 17 percent average for most other forces in England and Wales. However, senior officers are examining the reasons why victims disengage from a prosecution, so they can make improvements.

## Catching criminals

The [Athena](#) ICT system that Cambridgeshire Constabulary uses to record and manage crime automatically uploads the details of wanted people to the [Police National Computer](#). This means the force quickly circulates this information nationally. At its daily management meetings, senior officers monitor and prioritise the arrests of all high-risk outstanding suspects. The force also engages proactively with partner organisations to manage foreign-national offenders through dedicated officers. It works with [ACRO](#) to check previous overseas convictions for foreign-national offenders who have been arrested. Automated ACRO checks mean the force obtains the conviction data for all those arrested, providing such data is correct. It raises workforce awareness about foreign-national offender checks through a dedicated portal on its website. Student officers also receive input on such offenders and their management during their initial training.

In April 2017, the Home Office amended legislation to change the way the police grant [bail](#). This resulted in some forces [releasing suspects under investigation](#) in cases where bail with conditions may have afforded greater protection to victims. In January 2019, Cambridgeshire Constabulary reinforced its guidance to officers and staff. It mandated that, where officers haven't sought a remand in custody for a suspected violent offender, or where the victim is vulnerable, they should primarily consider police bail with conditions. This guidance is now firmly established and the force considers victim [safeguarding](#) paramount. Risk assessments in force custody units routinely consider the risk detainees pose to victims, themselves and others. Local supervisors record and scrutinise these considerations, and regular operational performance group meetings, chaired by a senior officer, review overall trends.

Coinciding with the launch of the local policing review (LPR) model in May 2018, the BCH tri-force collaboration went live with the new Athena system. It is designed to have significant capabilities, including sharing digital case files with the CPS. However, the force reports that case file building on Athena is taking up to three times longer than previously and increasing workload pressures on officers. Difficulty uploading documents means the CPS rejects three quarters of cases on first submission. The force trained several super-users in Athena to support file quality and reports that, combined with the effect of Operation Sherlock training (that is, focused on continuous improvement in investigations), error rates in file quality have reduced from 46 to 22 percent. It anticipates further improvements through the launch of a case file standards and support unit. On 1 September 2019, this unit was fully resourced with 14 staff who quality assure files sent to the CPS and give training on errors. This team also triages files sent to the tri-force BCH criminal justice administration support unit.

Force analysts monitor how accurately crimes are classified against [national crime recording standards](#). Resources in the investigations management unit (IMU) focus on improving the time it takes to quality assure and link reported crimes, to improve the speed of allocation to officers. This should reduce investigation times and mean victims receive a quicker service. However, this means that IMU staff are less able to deal with the backlog of some 1,400 completed investigations that are waiting to be formally recorded as closed. Until they are closed, these crimes clog up officers' electronic caseloads, with notifications such as supervisory updates still

being generated. This is inefficient. Since our inspection, the force has trained local supervisors to quality assure and file crimes submitted as closed. We will monitor the effectiveness of this change.

In our 2017 efficiency report, we said the force needed to develop clear measures of success to help it evaluate how effectively it is protecting the public from prolific and harmful offenders. We are satisfied that it has addressed this recommendation. It has developed a good performance framework that focuses on outcomes that prevent crime and reduce the risk to vulnerable people. It has a mature understanding of high-harm offenders through its high-harm index. Its performance and continuous improvement unit adds value to this.

We also recommended that the force should make sure that it provides direction on proportionate investigations to progress viable lines of enquiry. There is now good evidence of this in the demand hub, rape investigation team and local investigation units. The force also demonstrates a progressive understanding of other evidence-based alternatives to prosecution where, for example, opportunities to educate an adolescent suspected of low-level domestic abuse might be a better end result than criminalising a young person. The force is working with the [police and crime commissioner](#) (PCC) to broaden such perpetrator programmes. It intends to create a programme that includes a range of high-risk suspects rather than purely those who commit domestic abuse.

Understanding [disclosure](#) rules when preparing cases for court is important, as omissions can lead to the collapse of cases. Mandatory disclosure is well understood by the workforce and officers and staff described the training as impressive. Some 60 officers and staff have also received supplementary training as disclosure champions to further support colleagues. In the rape investigation team, we also saw good evidence that the force seeks early advice from the CPS on the viability of investigations and carries out proportionate lines of enquiry.

In the year 2018/19, the force filed 51 percent of crimes without identifying a suspect, compared with the 45 percent average in England and Wales. Force leads are working hard to develop their understanding of investigation outcomes to improve services for victims. This includes working with victim services to better understand reasons why victims disengage, as well as improving investigation standards and opportunities for early evidence gathering. In our crime file review in January 2019, we said that 49 of the 60 files had identified all viable lines of enquiry. We expect to see further improvements through the investigative standards training that the force has in place.

The recent transformation of the force's operating model, the increase in warranted officers and its efforts to improve standards of investigation should improve its ability to catch criminals and resolve investigations. It has made good improvements since our effectiveness inspection in 2017. We will continue to monitor its progress.

## Protecting vulnerable people



### Good

Cambridgeshire Constabulary is good at identifying and understanding vulnerability. Its workforce knows the factors that make somebody vulnerable, such as hidden harm. Training helps officers and call handlers identify vulnerable people. They include victims of criminal and sexual exploitation, human trafficking and forced labour.

The force shares information with its partner organisations. This helps it understand the scale and nature of vulnerability. It uses an advanced modelling tool to establish and assess the risk to victims as well as offenders. Specially trained officers work with partner organisations to provide an effective response to vulnerable people. A victim and witness hub provides victims with follow-up care and support.

The force needs to make sure that it has enough resources available to respond appropriately to prompt calls for service. This is particularly the case for incidents of domestic abuse. Senior leaders have already taken some action to improve this, which is beginning to have positive results. This force will need to monitor the changes carefully to make sure they don't negatively affect response times in other areas.

The force has a good structure for protecting people from high-harm, violent and sex offenders. But it should make better use of neighbourhood policing officers to support the continuing safeguarding of vulnerable victims and manage the risks that high-harm offenders pose within communities.

Through working with mental health partner organisations, the force supports people who contact the police unnecessarily during a mental health crisis. This results in better outcomes for vulnerable people. It also helps avoid the use of valuable police resources that could be used more effectively elsewhere.

### Areas for improvement

- The force should make better use of neighbourhood policing officers to support the ongoing safeguarding of vulnerable victims and manage the risks that high-harm perpetrators pose within communities.
- The force should ensure that it has sufficient resources available to respond appropriately to prompt (within one hour) calls for service, particularly for incidents of domestic abuse.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

## Understanding and identifying vulnerability

Cambridgeshire Constabulary identifies vulnerable people and demonstrates a good understanding of their needs. It has a clear vulnerability strategy and uses the College of Policing definition of vulnerability. It communicates this clearly to the workforce, who recognise and respond to vulnerability in its many forms.

The force provides extensive training to identify the criminal and sexual exploitation of young people, human trafficking and forced labour. This training takes place on dedicated training days for officers and staff. As part of the force's domestic abuse action plan, it recently held a domestic abuse champions conference that was attended by 69 police officers and representatives from 25 partner organisations. Input included the perspective of survivors as well as updates from national experts and academics. During our inspection, officers spoke consistently of the need to assess the needs of victims and 'do the right thing'. Student officers receive effective training to look beyond the obvious for causes of vulnerability and make swift referrals to partner organisations to help address these causes.

Within the force, there is a good understanding of the nature and scale of vulnerability. This takes into account perspectives from partner organisations such as health and social care. Together they share and use information and data to develop a deeper understanding and support people in accessing services according to their needs.

Officers and staff take proactive steps to reveal hidden forms of child criminal and sexual exploitation. Through the LPR, the force set up a specialist missing, exploited and trafficked team (METHUB). This team works with neighbourhood officers, children's services and partner organisations such as private care providers to reduce the risk of exploitation for victims, who are often young and extremely vulnerable. This includes victims at risk of so-called honour-based violence or female genital mutilation, as well as those who are missing, exploited or trafficked.

The force uses the Cambridge Harm Index to assess risk to victims as well as offenders. It then passes cases to the most appropriate agency and jointly monitors their progress. The force has recently developed a vulnerability assessment tracker: a method of recording and tracking activity to divert children from risky situations. This helps it assess the effectiveness of its interventions. Officers told us they map children who are at risk of being drawn into crime, and work with partner organisations and families to help divert them into education, mentoring or other activities.

Peterborough Safer Schools officers work to identify and divert children who are leaving education and on the verge of criminality. But there are a significant number of schools in the area and only a few of these officers.

Cambridgeshire has a high number of care homes that look after vulnerable young people at risk of being exploited or coerced into gang-related crime. In one example, officers worked hard to support a 15-year-old looked-after child into diversion activities and closer supervision. The boy didn't recognise his own vulnerability, despite being stabbed in a gang-related incident. The force demonstrates a clear commitment to preventing young people from the risks of being drawn into a life of crime.

The force has equipped officers and staff with additional training on stalking and harassment. These offences account for 39 percent of the overall increase in domestic abuse recorded in the 12 months to June 2019, according to force data. Officers show a good understanding of coercion and control offences, and this is echoed in feedback from the domestic abuse scrutiny group. The independent domestic violence advisor (IDVA) service contacts victims of domestic abuse quickly. There are several specialist IDVAs to support Eastern European victims, young people, and victims who have suffered stalking, harassment, coercion and control. The force listens to the views of victims in several ways: through the IDVAs, as well as a victim survey and court user groups. This improves how officers carry out investigations and safeguard victims from further harm.

Staff in the call centre immediately identify vulnerable people when they contact the force. Call handlers triage callers to identify people who are particularly vulnerable and then make sure that their calls receive a prioritised response. The force has invested in extensive training for call handlers, who consistently use the [THRIVE](#) model of risk assessment. One supported an 11-year-old child and their younger siblings through cardio-pulmonary resuscitation when they found their diabetic parent in an unresponsive state. This supports our view that call handlers show empathy and professionalism.

Call handlers can quickly give advice and guidance for mental-health-related incidents by consulting mental health professionals in the force control room. Information sharing for known service users helps officers understand the mental capacity of the caller and how they can support them in de-escalating the crisis. Staff routinely apply markers to force systems to highlight repeat victims, victims of domestic abuse and people with mental health conditions. This means if they call again, the system will highlight their vulnerability and help to make sure that the force provides the right response.

## **Responding to incidents**

Cambridgeshire Constabulary routinely meets target times to respond to emergency incidents within 15 minutes. It should attend non-emergency incidents that still need a prompt response within one hour. In 2017, it was taking the force up to ten hours to respond to prompt-grade incidents of serious sexual offences. Under the new LPR model, it states that this has now reduced to an average attendance time of 104 minutes.

During the 12 months to March 2019, force data shows that its response to emergency calls of domestic abuse was 13 minutes, on average. However, some reports that required a prompt-grade response in the period up to April 2019 took officers over three hours to attend. These delays could cause victims to withdraw their support for a prosecution, and the force could be missing opportunities to gather evidence and protect victims. Nonetheless, it is taking positive action. It recently trialled a new supervisory structure that enables it to apply greater scrutiny to its deployment of officers to domestic abuse incidents. And it reports that it is now grading significantly more reports of domestic abuse as needing an immediate response. Although the average time to respond to an immediate-grade call has extended from 13 to 19 minutes, this means far more victims receive an appropriate

response that protects them better. In all cases, if delays do occur, the force keeps victims informed and re-assesses their continuing risk.

Once at the scene, officers take positive action to protect victims. In 39.4 percent of all cases of domestic abuse, officers arrested the suspect. This compares with the national average of 28 percent. The force doesn't use [voluntary attendance](#) to interview suspects where a power of arrest exists. Nationally, for the 12 months to April 2019, nine percent of domestic abuse suspects were interviewed voluntarily. Senior officers report that in June 2019, the force conditionally bailed significantly more domestic abuse suspects than it did the previous year. This shows that it is using police bail with conditions more extensively to protect victims.

The force has a growing understanding of factors that underpin its approach to dealing with domestic abuse. To develop this further, its scrutiny group is progressing an action plan to review the effectiveness of outcomes and identify improvements. Scrutiny also helps establish the reasons why victims withdraw their co-operation and the steps the force can take to prevent this. This is particularly important, because the force moved the investigation of high-risk domestic abuse cases from a specialist team into local investigation units. In the year April 2018 to March 2019, 14 percent of domestic abuse crimes reported to the force where a suspect had been identified didn't proceed because the victim withdrew their support. This is better than the 18 percent in England and Wales.

IDVAs provide victims with support, safety planning and crisis interventions for those deemed to be at high risk of domestic abuse. The force recognises the importance of taking positive action early, to give victims the confidence to support a prosecution. In October 2018, it carried out an operation to deploy IDVAs with response officers to improve the co-operation of victims. It has evaluated the results, which were positive. Although it has no current plans to extend this approach further, it will consider it as part of its overall action plan to improve outcomes for victims of domestic abuse.

Officers and staff routinely complete effective risk assessments using an initial victim needs assessment and make immediate referrals into the MASH. Officers complete a domestic abuse checklist of actions as a minimum standard. They identify children linked to the household who may be affected by domestic abuse and alert their school, which further supports their safeguarding. The force routinely uses body-worn video footage and officers take the time they need to maximise evidence gathering and make people feel safe.

Cambridgeshire Constabulary has a comprehensive mental health strategy and works with a range of partner organisations, including health trusts and charities. Operation Farmington identifies frequent callers to the police who would be better served by other organisations. The force brings these callers to the attention of other organisations, such as community mental health teams, and requests vulnerability screening. For callers who don't take up the support offered, a warning letter is issued to try to manage demand. This means that people who inappropriately contact the police in mental health crisis are diverted to more appropriate services, which reduces future demand on the police.

All frontline officers have received mental health training and some have also received suicide intervention training. Mental health professionals are based in the force control room from 10am to 10pm and give advice to officers. Officers value the service and say this helps them make more informed decisions, particularly when responding to known service users. Out of hours, a social services crisis response is available. In September 2019, the mental health partnership plans to introduce a mentoring service to improve the resilience of people who frequently experience mental health crisis.

### **Supporting vulnerable victims**

Cambridgeshire Constabulary is good at providing support to vulnerable victims. But it should make better use of neighbourhood policing officers to support the continuing safeguarding of vulnerable victims and manage the risks that high-harm perpetrators pose within communities.

A victim and witness hub looks after victims who need support and those who are going to court to give evidence. This is an extensive in-house service, jointly funded by the PCC and partner organisations that include the Mental Health Trust and the charity Victim Support. The hub has 20 victim and witness care co-ordinators who use an assessment process to make sure that appropriate support is provided to victims. Co-ordinators talk to victims about emotional and practical support, which includes an offer of a face-to-face visit by specially trained volunteers who work with the service.

Several specialist co-ordinators also work from the hub, including a community psychiatric nurse and a restorative-justice specialist. Other specialist co-ordinators help victims who may be young, exploited or trafficked, as well as those who have suffered domestic abuse. Another support worker helps victims access support services and looks after them when they go to court. We consider this service to be outstanding practice. It provides continuity to victims and helps them increase their personal resilience.

Hate crime has been a force priority since early 2019 and two PCSO hate crime champions lead in this area. They assess all incidents that affect victims with self-defined [protected characteristics](#) and identify these for early evidence, communications and safeguarding opportunities.

Victims of domestic abuse and household burglary, and other vulnerable people are also able to access a free crime-reduction service called the Cambridgeshire Bobby Scheme. The scheme gives crime prevention advice as well as practical support such as the installation of safety measures such as door locks and chains. Officers, staff and the Victim Support service can make direct referrals. The project has been running for over 18 years and has so far helped more than 46,000 victims. In January 2019, we inspected the force as part of a thematic inspection of crimes against older people. We were impressed that the Cambridgeshire Bobby Scheme was well known to the officers and staff we spoke to and is clearly having a positive effect on older victims of crime.

We examined the extent to which the force uses the full range of powers available to deal with domestic abuse and protect victims. In the year 2018/19, it issued 22 [domestic violence protection notices](#) (DVPNs). The force has reviewed its use of DVPOs and DVPNs as per its 2017 areas for improvement, but despite this, the level of applications remains low. However, force leads have worked hard to make sure that officers consider every opportunity to improve their use of protection orders. Good use is made of police bail with conditions to protect victims. Officers also put victims in touch with the National Centre for Domestic Violence, which aims to support victims with a non-molestation order within 48 hours. Generally, these orders remain in place for longer than some protection powers applied for by the force. We will continue to monitor how the force makes progress in increasing its use of such powers.

We observed a clear risk-based rationale for use of police bail to better protect vulnerable victims. Officers investigating domestic abuse and child protection cases frequently use police bail with conditions. We reviewed a small number of live investigations and all were appropriate.

The force operates a MASH that is one of the few nationally that receives referrals for both children and adults. It is responsible for triaging and assessing all medium- and high-risk domestic abuse referrals. This information is then fed into a daily [multi-agency risk assessment conference](#) (MARAC) process. There is good representation of partner organisations in the MARAC, including housing, social services, IDVAs and offender management officers from both the police and probation service. The MASH is also responsible for managing the Clare's Law [domestic violence disclosure scheme](#). In the six months between 1 October 2018 and 31 March 2019, the force made 32 'right to know' and 21 'right to ask' disclosures, which is a positive step towards safeguarding people from future harm.

The Elms, a sexual assault referral centre (SARC), offers a broad range of support and services to women and men who have been victims of sexual abuse or sexual violence. This includes access to specialist advisors, safeguarding, health screening and medical examinations. The force's rape investigation team is also located in this healthcare setting. The Care Quality Commission recently inspected the SARC and is due to publish its report imminently.

The force effectively manages convicted and high-risk sexual and violent offenders who pose a threat to vulnerable people. In the six months from 1 October 2018 to 31 March 2019, it issued 43 [sexual harm prevention orders](#) and acted on 14 orders that were breached. Detectives in the [management of sexual or violent offenders](#) (MOSOVO) unit have high but manageable workloads. There are no backlogs of high-risk or very high-risk visits and the unit carries out more unannounced high-risk visits than are scheduled. It carries out all other visits in accordance with national guidelines. The department also makes good use of mobile technology during compliance visits to offenders. Officers check the technology that convicted offenders have access to for evidence of offences and use experts in the digital forensic unit when executing warrants.

Cases are effectively supervised and officers and staff well trained and experienced in their roles. Officers proactively escalate or de-escalate risk gradings based on visits, warrants and intelligence. For example, officers paid an extra visit to a low-risk person after receiving information that his partner was pregnant, which might have increased

the risk of him re-offending. In another example, officers increased the risk grading for an elderly man who had been diagnosed with dementia, because of his sexual preoccupation and the effect dementia may have had on his ability to regulate his social behaviour.

The protecting vulnerable people department identifies offenders who seek and share indecent images of children online. Officers and staff in this department use technology to track those who seek indecent images. They check this at least fortnightly and prioritise investigations according to risk. However, this means that limited work takes place to research and investigate low-risk cases. Further checks could reveal perpetrators in a position of trust, which would increase the risk grading. The force should consider what additional measures it could put in place to make sure that it fully understands low-risk cases.

During April 2019, the force assessed 41 percent of registered sex offenders living in Cambridgeshire as low risk. Neighbourhood officers and staff can use force ICT systems to map the addresses of violent and sex offenders living in their policing area, but not all officers do. This means the force could be missing out on opportunities to monitor offenders more effectively. To prevent further offences, it should consider how it tasks its neighbourhood resources to act on reliable and current information.

## Tackling serious and organised crime



### Good

This question wasn't subject to inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

## Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

However, it isn't just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The [Code of Practice on the Police Use of Firearms and Less Lethal Weapons](#) makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires that officer to set out the firearms threat in an [armed policing strategic threat and risk assessment](#) (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

## Understanding the threat and responding to it

Cambridgeshire Constabulary works jointly with Bedfordshire Police and Hertfordshire Constabulary to provide armed policing. This means the standards of training, armed deployments and command of armed operations are assured in all three forces.

The force has a good understanding of the potential harm facing communities in Cambridgeshire. Its APSTRA conforms to the requirements of both the code and [College of Policing guidance](#). The APSTRA is published annually and is accompanied by a register of risks and other observations. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

Last year, we identified some areas where the force's APSTRA could be improved. For example, it didn't include details of how rapidly [armed response vehicles](#) (ARVs) respond to incidents. This is important in determining whether the force has enough armed officers to meet operational demands. The most recent APSTRA includes this detail.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. Most armed incidents in Cambridgeshire Constabulary are attended by officers trained to an ARV standard. However, incidents sometimes occur that need the skills and specialist capabilities of more highly trained officers.

Cambridgeshire Constabulary has adequate arrangements in place should specialist capabilities be needed. Tried-and-tested arrangements that are in place with Bedfordshire Police and Hertfordshire Constabulary mean that specialist officers can be mobilised, should their skills be required. However, we believe there is scope to extend joint working beyond these three forces to include others in the region. This would strengthen operational resilience and bring greater assurance that officers with the right skills are on hand to manage the highest threats anywhere they might occur in the east of England.

## Working with others

It is important that there are effective joint working arrangements between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. Armed officers must be prepared to deploy flexibly, in the knowledge that they can work seamlessly with officers in other forces. It is also important that any force can call on support from surrounding forces in times of heightened threat.

As Cambridgeshire Constabulary provides armed policing jointly with neighbouring forces, armed officers can deploy effectively into adjoining counties if they need to. This means that a greater armed response capacity is available to tackle armed criminals and protect the public.

We note that a programme of work is under way to bring a number of policing services into joint venture in forces in the east of England. The seven-force collaboration programme is designed to make policing services more efficient and economical. We welcome the fact that armed policing forms part of this programme. As well as our earlier comments about the greater sharing of specialist capabilities, we also

recognise that the available firearms training facilities available to Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary are limited. We believe that improved training facilities and greater sharing of specialist capabilities should be prioritised within the programme.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in Cambridgeshire Constabulary are trained in tactics that take account of the types of recent terrorist attacks. The force has an important role to play in designing training exercises with other organisations that simulate these types of attack. These exercises are reviewed carefully so that learning points are identified and improvements made for the future.

As well as debriefing after training exercises, the force reviews the outcome of all firearms incidents that officers attend. This helps make sure that best practice or areas for improvement are identified. This knowledge is used to improve training and operational procedures.

# Efficiency



# Force in context

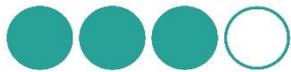
	Cambridgeshire spend	England and Wales spend
<b>Spend per head of population</b> 2019/20 projection	£168	£203

## Spend per head of population by category

2019/20 projection

	Cambridgeshire spend	England and Wales spend
<b>Visible frontline</b>	£56	£68
<b>Non-visible frontline</b>	£61	£66
<b>Frontline Support</b>	£11	£17
<b>Business support</b>	£36	£45
<b>Other</b>	£4	£8

# How efficiently does the force operate and how sustainable are its services?



## Good

### Summary

Cambridgeshire Constabulary is good at operating efficiently and providing a sustainable service to the public.

The force has a clear understanding of the demand for its services. It doesn't suppress demand. It listens to both the public and its workforce, and acts on feedback. It understands what influences demand. Its new policing model gives priority to the types of demand that represent the greatest risk to the public. Its simplified force structure helps it establish and allocate demand more clearly. It has also invested in technology to improve its efficiency.

The force is able to consider a range of likely scenarios to guide future predictions of demand. It works closely with a range of partner organisations and experts to get a clear understanding of the effect of that demand on public services. It consults the public using a variety of methods. It has carefully designed its policing model, and its workforce plans are in line with force priorities. It continues to recruit to meet the number of officers and [staff](#) it needs. But it should make sure it has enough people working in human resources (HR) to support its plans.

The force understands the costs of its services. It has a good track record for financial planning and is on target to achieve the necessary savings. Its collaboration with neighbouring forces helps it provide a more cost-effective service.

## Meeting current demands and using resources



### Good

Cambridgeshire Constabulary has a clear understanding of the demand for its services. It takes a 'right first time' approach and doesn't suppress demand. A new demand hub, with better processes and governance, helps it understand and prioritise calls for service. It listens to the public to find out what matters most to communities. And it listens to its own workforce and acts on its feedback. It also supports them in finding better ways of working. This has led to academic work that has influenced national best practice in tackling serious street violence and the exploitation of adult sex workers.

The force understands what influences demand. Consultants have analysed this and it has used the results to shape its new policing model and align its resources more efficiently. It now gives priority to the types of demand that represent the greatest risk to the public. It had already identified a need to have more people working on business and demand analysis. This is now being addressed.

Cambridgeshire Constabulary works closely with other police forces, emergency services and organisations. It does this through existing joint working arrangements as well as through sharing ideas and good practice. This helps it to be more efficient and provide the best service for the public. It understands the costs of its services and its collaboration with neighbouring forces helps it to be still more cost-effective.

Its simplified force structure helps it establish and allocate demand more clearly. As part of designing the new model, the force completed an audit of workforce skills. This means it can allocate resources more efficiently and knows what current skills gaps it needs to fill.

The force invests in technology to help it operate more efficiently. This also helps it improve its ability to investigate crimes.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### Assessing current demand

Senior leaders take monitoring demand and analysing the productivity of the workforce seriously. The force has invested in sophisticated software to enable it to measure, manage and plan for future demand. However, a lack of resources in the corporate development department means that it doesn't have enough people to make effective use of this tool. In its 2019 [force management statement](#) (FMS), it identified this as a critical need that it is planning to address. In the meantime, it is using student interns to assist it in meeting its growing needs for business and demand analysis.

In our 2017 effectiveness report, we said the force should put in place better processes and governance to understand the prioritisation of calls to help it meet current and likely future demand. This year, we spent time during fieldwork with

staff in the demand hub and are now satisfied that it has addressed this area for improvement.

The force fully understands the nature and volume of calls for service from the public and other organisations. Changes to improve the allocation of domestic abuse calls is evidence that steps have been taken to make sure it effectively prioritises demand and allocation. It also anticipates and plans for seasonal changes in demand, such as public holidays or major sporting fixtures. Detailed daily analysis allows the force to adapt resource allocation to meet any surges in demand. Its new force structure supports this.

The performance framework for the force's neighbourhood policing strategy helps it to establish and act on concerns that matter most to communities. It has increased its use of social media through the proactivity of its corporate communications officers. These officers work alongside neighbourhood teams to help them identify and contact diverse communities such as the elderly, young people and migrant workers. This approach provides officers with more capacity to attend local meetings, while communities are kept updated digitally on steps taken to reduce issues such as rough sleeping and knife crime.

Together with the education authority and the youth offending service, the force makes notable efforts to tackle knife crime through a joint serious street violence strategy. It uses accident and emergency admissions data to assess demand and inform its approach. The referrals and strategy meetings it holds in the [MASH](#) and METHUB also give the force a good understanding of the demand created by hidden crime types such as modern slavery and human trafficking. Where data isn't available, senior leaders give clear explanations to [chief officers](#) about partnership work and the alternative approaches that could meaningfully reduce demand. One example of this is the ambition expressed by the head of protecting [vulnerable people](#) department, who has secured the agreement of partner organisations to develop evidence-led alternatives to prosecution.

### **Understanding factors that influence demand**

Chief officers have a good understanding of factors that influence demand. They are carefully monitoring the effect of the recent major changes in the LPR and new [Athena](#) ICT system. The chief constable is accessible to officers and staff, and listens to their experiences and suggestions at formal workshops and during impromptu visits. The force encourages feedback, and this has led to the reinstatement of the role of support officers for victims of rape. The chief constable has identified the need to invest in the wellbeing of the workforce and has nominated a chief superintendent to make this a priority.

There is an emphasis placed on business leads understanding business benefits. The force encourages leaders to remove obstacles that hinder performance to make sure that benefits can be achieved and the force is run effectively. For example, the strategic lead for [safeguarding](#) reinstated email referrals to the MASH because Athena was not doing this effectively. This was necessary to overcome backlogs and maintain a good standard of timely information sharing with partner organisations. A review of how the force deploys to reports of domestic abuse led to a substantial increase in

those graded as needing an emergency response. This means that the force takes a 'right first time' approach and doesn't suppress demand.

Long-standing and effective partnership arrangements help the force manage demand and improve efficiency. A strategic demand assessment (SDA) has enabled it to analyse the effect of this demand across all its services. It also highlighted opportunities for efficiency through the joint use of estates, specialist equipment and training.

The force has also identified demand that would be better dealt with by other agencies. It reports that an evaluation of Operation Farmington saved almost £80,000 of officer time in just six months. It plans to offer the most frequent callers with mental health issues a multi-agency mentoring programme designed to help them become more resilient. This should help it meet other priorities, such as improving its response times to reports of domestic abuse.

The force encourages officers and staff to seek better ways of working and supports research through academia, national groups and the [College of Policing](#). We found good evidence of this during our inspection, such as the improvement in crime allocation and management of risk in the demand hub, which, in turn, improves the service to vulnerable victims.

### **Working with others to meet demand**

Opportunities to work with media and television broadcasters help the force to raise public awareness of the demands and issues it faces. A recent example is its involvement in a TV documentary that reported on drugs activity and the exploitation of vulnerable people. [County lines](#) and [cuckooing](#) are national problems that the force has been keen to address through increasing awareness. This helps the public recognise how vulnerable members of their own communities are prone to exploitation.

The force shares good practice nationally. A specific example is the work it carried out to highlight the exploitation of sex workers through adult websites and bring the offenders to justice. The force states that experts believe these websites are one of the most significant enablers of sexual exploitation, which accounts for just under half of all exploitation occurring via modern slavery and human trafficking. The force has a good track record for innovation in tackling these offences. It makes effective use of its links with [ERSOU](#), which reports that, in June 2018, 136 modern slavery and human trafficking operations took place across the eastern region. The force is proactive in addressing this. It reports that its officers submitted more than 300 intelligence reports that year relating to concerns about modern slavery.

The force takes a leading role in many partnerships. The [PCC](#) sits on the strategic public service board and chairs the county-wide community safety partnership, which includes local authority and NHS leads. These relationships have helped clarify the financial challenges faced by all partner organisations and make sure that pressures don't adversely affect one service. The PCC has an ambition to locate multi-agency community teams, rather than just community policing teams, across districts.

## **Innovation and new opportunities**

Cambridgeshire Constabulary has a culture that encourages and supports officers and staff to seek improvements through academic excellence. The findings of various research programmes has informed national approaches, such as using the Cambridge Harm Index to identify concentrations of crime around prolific offenders. This has helped to justify why police forces in the UK need to adopt more analytical approaches. It is now used in the force briefing and tasking process. Officers and staff are also working with universities to examine improvements in recruitment and responses to domestic abuse.

The force has made both internal and external improvements via two working groups called the 100 Club. The internally focused group has improved the resilience and working environments of officers and staff. The externally focused group has helped the force review the effectiveness of third-party hate crime reporting. These insights give the force access to a more reliable account of the scale of hate crime, so it can determine future steps to make reporting easier.

## **Investment and benefits**

Senior leaders take a long-term approach to business planning. The force is meeting the challenge to better understand current and future demand by investing in officers and staff to realise the benefits of Athena. It expects that once the system is more established, it will be able to deploy these officers and staff elsewhere. However, this work doesn't currently have a clear timescale and the force isn't yet in a position to understand how effective this investment will be.

The force carries out some evaluation of business benefits within departments such as finance and in major projects. But chief officers acknowledge that there is a gap in its ability to evaluate business benefits expertly and routinely. The force has highlighted this gap in its FMS. It will consider this when making improvements to its corporate development department.

The force has simplified its structure, reducing from six districts to two policing areas. This has helped it establish and allocate demand more clearly. Senior leaders monitor demand through the daily management meeting. The new structure allows leaders to move resource to meet identified spikes in demand more effectively.

Cambridgeshire Constabulary benefits from having 218 members of the Special Constabulary. The force reports that approximately 65 percent of these volunteer officers have together contributed over 38,000 hours of policing support during the year 2018/19. This includes effective use of some specialist skills, including cyber expertise. This investment is maximised by the force, as 25 percent of Special Constables go on to join the force as regular officers.

## **Prioritising different types of demand**

The LPR provided a sophisticated understanding of the resources Cambridgeshire Constabulary needs to be able to prioritise an approach that safeguards vulnerable people and tackles criminality. It has worked hard to match its resources to the types of demand that represent the greatest risk to the public. The extensive investment in services provided through the demand hub ensures that the force assesses all demand and provides proportionate but considered responses. It has built in effective monitoring and quality assurance stages to escalate the response if risks change.

The new force structure provides enough capacity for a dedicated training day once every five weeks. The force rarely needs to abstract officers to cover other positions outside their primary role. However, neighbourhood sergeants often have to cover gaps in custody sergeant positions. It isn't clear whether the force monitors these abstractions for frequency and effect.

## **Assigning resources to demand and understanding their costs**

Cambridgeshire Constabulary has an up-to-date understanding of the costs of its services. The LPR shows that it can achieve savings through an optimum model that meets demand. This has provided it with a stable structure on which it has modelled future demand projections.

The force has a good understanding of cost pressures. Officer recruitment takes account of the necessary abstraction of new recruits due to the [police education qualification framework](#) (PEQF), which comes into effect from June 2020. The extended training requirements mean the force won't realise the full effect of these unprecedented recruitment levels for three years. However, the efficiencies created through the tri-force collaboration with Bedfordshire Police and Hertfordshire Constabulary extend to the joint procurement of a PEQF training provider.

The force SDA is used to anticipate workforce planning needs. This comprehensively considers current and future demands on all areas of business. The 2018 assessment identified a critical risk with regard to capacity in the force's covert authorities bureau. It has now addressed this through additional resources. Operationally, it is set up to cope with multiple demands and joint working arrangements through BCH collaboration. This means it is quickly able to access additional support at times of extraordinary demand, even in specialist departments such as CAISU.

## **Productivity and making good use of resources**

The BCH HR department provides administrative services across the three forces. It has extended workforce plans from one to four years. The initial focus is on succession planning for critical leadership posts, which helps the force to plan for retirements over the next three to five years. A succession-planning toolkit is helping managers identify critical posts, roles and skills. New HR software due in September 2019 will improve self-service functions.

As part of the LPR, the force carried out a complete audit of skills across the previous complex structure of 173 teams. It recorded the results on HR systems to establish where there were gaps and allocate resources against an optimum model. This means it can make better use of officers' generalist skills, but also retain their specialist skills where required.

### **Workforce capabilities**

The prudent nature of police budgeting means that training courses have to be booked on reliable forecasts of demand. The SDA informs BCH schedules for training, which the three forces have planned to meet those forecasted demands. However, higher than anticipated levels of recruitment across all three forces was challenging Cambridgeshire Constabulary's ability to secure enough driver training courses for new officers who can respond to emergencies. This is now being addressed by the force.

Investigative capacity is good, and the force doesn't suffer the difficulties in detective resilience that many forces do. The force states it has 20 vacant detective posts in an establishment of 265, and its effective detective training programme has improved the pass rate of applicants. Talent management programmes are now fully open to all and the workforce considers it has good access to academic opportunities.

### **More efficient ways of working**

Chief officers acknowledge that the force doesn't routinely record its activity well, particularly when considering major change. It currently commissions change management expertise for specific projects such as the LPR through agency recruitment. It relies on business and departmental leads to represent its interests in local and collaborated change projects. This is because it doesn't have a dedicated change management resource. It also has no business benefits analysis expertise to draw on, which affects its ability to measure and realise benefits from change. It has acknowledged these issues and plans to develop continuous improvement capacity within its corporate development department.

In December 2018, the force published a review following the implementation and evaluation of its LPR. It reports that this saved it £3.1 million, increased frontline resources and reshaped demand management to prioritise high-risk incidents and the needs of vulnerable people. However, it accepted feedback that it still has work to do to improve follow-up with victims and improve perceptions of visibility. It went on to commission Social Change UK to conduct a baseline assessment of its visibility within the community. This has helped it establish opportunities to improve communication and reassure rural communities.

## **Working with others**

Cambridgeshire Constabulary works well with others. It has a long-standing commitment to co-operation and collaboration with other forces, emergency services and organisations to realise efficiencies and provide the best service for the public. The chief constable commits 25 percent of the budget to the tri-force BCH collaboration. This mature collaboration brings significant benefits through a range of shared services, including HR, information management, ICT and specialist armed capabilities. Its enduring and progressive nature also continues to result in more efficient ways of working. The joint procurement of a PEQF provider is a recent example of this.

Broader joint working arrangements take place through the seven-force eastern region collaboration. This has moved beyond finding economies of scale in support departments such as procurement. Future opportunities are set to enhance operational efficiency and effectiveness in areas such as armed policing and training.

As a leading partner organisation in the MASH, the force continues to identify opportunities to make improvements that progress its priorities. It has commissioned Social Change UK to carry out qualitative research with 11 to 16-year-olds and their parents in Cambridgeshire to explore their understanding of child sexual exploitation. Its report was used to help the force produce a public video to raise awareness and encourage reporting of these crimes.

## **Using technology**

The force has made good investments in technology, helping it to operate more efficiently and enhance its investigative capability. Frontline teams have personal mobile devices that allow them to carry out a comprehensive range of tasks at the scene of an incident. Photographs and statements can be uploaded remotely, which means officers don't have to return to the station to carry out administrative tasks. They also have access to an application that helps them identify fraud and access specialist guidance on matters such as cryptocurrency. The force has trained 30 officers to download evidence from seized devices in remote kiosks. However, downloads aren't automated or linked to force systems, which leads to some duplication of effort when evidence is found.

The force has a strong understanding of the factors that influence reporting. It has used social media to increase public awareness of force priorities and campaigns. The chief constable and PCC held a series of community-based consultation events that were live-streamed, reaching an audience of 38,000 people. The force is also set up to receive digital evidence, such as dash-cam footage, from members of the public.

In June 2018, Cambridgeshire Constabulary merged its ICT department into the shared services it has as part of its tri-force BCH collaboration. There is also a shared BCH digital strategy. The department's performance is monitored against key performance indicators. This requires it to explore and provide a range of new technologies, which includes making increasing use of cloud-based services.

The force reports that the implementation of Athena presents new opportunities to improve its analytical capability. It states that new ICT systems within HR will create efficiencies through self-service activities such as [occupational health](#) referrals.

## Planning for the future



### Good

Cambridgeshire Constabulary has a good understanding of potential future demand. This understanding is detailed and up to date. It is able to consider a range of likely scenarios to guide future predictions. It does this by using demand analysis software and its own analysis tools, which it has developed with healthcare partner organisations.

The PCC chairs the county-wide community safety strategic board. This board has introduced a system-wide public health approach to reducing crime, which is positive practice. The force works closely with public sector partner organisations and a social research expert to gain a clear understanding of the effect of demand on public services.

A detailed plan for community engagement helps the force understand public expectations. There is still a strong and visible local police presence. The force consults the public using a variety of methods – it makes good use of social media and research to reassure and gather their views about what matters to them.

The force has carefully designed its policing model. Its workforce plans are in line with its priorities. It continues to recruit to meet the number of officers and staff it needs. But it needs to make sure it has enough people working in its HR department to support the plans.

There is now a range of routes into Cambridgeshire Constabulary. Officers and staff are generally positive about the development opportunities available to them. To develop future leadership capacity, the force works with the University of Cambridge to prepare talented officers for senior leadership positions. It now has a better understanding of leadership skills and development.

The force has a good track record for financial planning. It has based its plans on sensible assumptions. It is on track to achieve the necessary savings. Its alliance with Bedfordshire Police and Hertfordshire Constabulary provides significant savings while also improving resilience in the three forces.

### Areas for improvement

- The force should make sure that future recruitment and staff development are supported by a functional and adequately resourced human resources team.
- The force should develop a comprehensive skills strategy to identify what future capabilities its workforce will need.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### **Assessing future demand for services**

Cambridgeshire Constabulary has a sophisticated, comprehensive and up-to-date understanding of demand. It uses commercial demand analysis software as well as its own bespoke analysis tools developed with healthcare partner organisations. Together with the PCC, the force is exploring new partnership-based approaches to tackling crime. The PCC now chairs the county-wide community safety strategic board. This board has introduced a system-wide public health approach to reducing crime, which is positive practice. This approach embraces:

- Primary prevention, to stop problems starting in the first place – work streams including health, safer schools and 'think' communities to develop resilience and capacity.
- Secondary prevention, to stop problems escalating – through innovation funds, the force was an early adopter of the new approach to conditional cautions and has strengthened pathways to housing and employment for offenders; it has an active youth offending board, drug and alcohol partnerships and a mental health concordat; and [early help hubs](#) are in place, led by the local authorities.
- Tertiary prevention, to ensure an effective partnership response to high-risk issues such as county lines criminality and serious organised crime.

This means the force is in a good position to assess and predict likely future changes in demand. It is using this purposefully, to plan for the investment that will be needed to meet those demands.

In 2017, the force reviewed the way it provides policing services. It developed and implemented a new operating model for local policing that better aligns demand with future needs and the resources available. It has carried out work to understand the scale and nature of the county's demographic and population changes. Its population is set to rise by 25 percent in the next decade. The PCC and chief officers work with public service partner organisations and social research experts to develop a clear understanding of the effect this will have on public services. The force uses predictive modelling to consider a range of likely scenarios to inform future predictions.

The force has worked hard, even throughout periods of financial challenge, to maintain a strong and visible local policing presence. It is also making good use of technology – such as mobile data and handheld devices – to help officers use their time more productively. Its SDA helps it understand where its greatest risks lie in meeting future demand. It then mitigates these by aligning its resources to meet that demand and the priorities it sets.

## **Understanding public expectations**

A comprehensive community engagement strategy sets out how the force involves the public to understand their expectations. The force used social media and held community consultations to seek the views and feedback of its partner organisations and diverse communities in shaping the new policing model. In response, the force retained its enquiry offices, and the LPR model shaped policing services to meet the needs of neighbourhoods, rather than neighbourhood policing being a standalone function. The force published a formal evaluation and the PCC and chief constable carried out community engagement on outcomes and future plans. This was live-streamed via the internet. It is now acting to improve perceptions of visibility because of that consultation.

The force has a thorough demand management strategy. It brought in consultants for the LPR, and purchased demand analysis software and trained its workforce to use these tools. It uses this capability to prepare its FMS, which also sets out a sophisticated way to allocate resources according to risk and priority. For example, the 2018 SDA identified the most significant demand risk as being in the covert authorities bureau. The force then completed a baseline assessment of demand within the bureau, established the required capacity and capability, and factored changes into financial planning.

The force sees the LPR as an evolution and continues to work in specific areas to make further improvements. It monitors domestic abuse victim feedback and has consequently made changes to service provision. It looks for ways to encourage digital access to its services. It continues to work hard to realise the benefits of its investment in Athena. It uses demand management technology well, as it strives to improve incident deployment. It has an informative website and will be one of the later forces to adopt Single Online Home.

## **Prioritising**

The LPR provided the force with an affordable and scalable plan that helped it prioritise how it used its resources through a one-team approach. This simplified a previously complex, layered and territorial approach. It means the force is more likely to have the right resource with the right skills to meet force and local priorities.

It uses an effective suite of monitoring tools to systematically monitor and assess demand. It displays the results of this in a matrix. This enables the force to assess the areas in its communities where demand and harm is greater, as well as understanding its current capacity to respond effectively. This means it can establish those areas where its ability to meet demand needs additional resources or development. The 2019 FMS has identified continuous improvement capacity within its corporate development department as its highest risk. The force is now addressing this identified risk. It plans to invest the extra income it will receive from the council tax precept and grant in increasing police officer numbers, primarily in frontline positions. This will help it meet future demand and public expectations.

## Future workforce

Cambridgeshire Constabulary actively continues to recruit to meet the optimum numbers of officers and staff to achieve its well-researched policing model. It has aligned its planned 2019/20 workforce increase to meet the priorities of the PCC's police and crime plan. However, it doesn't yet have enough understanding of, or plans for, its future workforce skills and capabilities. This is primarily because it prioritised the recent LPR audit of existing workforce skills. Delays in the procurement of new HR software have also hindered any meaningful progress in achieving a coherent plan. Current processes require departmental leads to project annual workforce requirements into the workforce governance board. But not all departmental leads do this, which is inefficient and creates additional stress on limited HR resources.

Changes to student officer development created by PEQF have led to some uncertainty with respect to practical requirements, such as the levels of tutor constable support and the amount of abstractions required for the new officers to complete the qualification. Police officer establishment in the force is set to increase to 1,496 by 31 March 2020, with the recruitment of 135 officers during 2019/20. However, there has been a big reduction in PCSO posts, from 126 in 2018/19 to 80 in 2019/20. These numbers have reduced through officers leaving and not being replaced, but the force has meaningfully deployed the remaining PCSOs in neighbourhood policing roles.

The force reports that it isn't currently under-resourced in HR, owing to apprenticeships and agency working. However, it should consider that its plans for achieving continuous improvement and greater efficiency are likely to rely on professional HR support, of which there is insufficient capacity.

## Finance plans

Cambridgeshire Constabulary has a strong track record in sound and rigorous financial planning. It provides good value for money and costs £156 per head of population, compared with the national average of £192.

The force has built its [medium-term financial plans](#) on prudent assumptions about known cost pressures. In 2019/20, it states that it will receive £10.8 million more funding than the previous year. This is from a central government grant of £1.5 million, a council tax precept increase of £7.9 million and a grant needed to fund the police pension scheme of £1.4 million. However, extra cost pressures – including additional recruitment, inflation and increases in demand – considerably reduce the benefits of this increased funding.

Despite the additional income, force data shows that it faces a budget gap of £7.4 million over the medium term to 2023. The medium-term financial plan contains a savings plan to bridge the current funding gap over the four-year period with some reliance on general [reserves](#). These savings have been projected through the LPR efficiencies, estate and collaboration opportunities. The force reports it has already found almost £3.5 million of this as part of the 2019/20 budget-setting process. It will make use of its reserves to bridge the remaining funding gaps up to 2021, after which it will develop further plans to remove its reliance on reserves in future years. We consider that the force is on track to achieve the total savings planned.

The FMS identifies the aims of the force's capital programme. This focuses on the renewal of the force's estate and how it can use this to generate funding in the future. By 2020/21, it will have used up all the money it received from the sale of surplus estate by investing in capital projects. After this, it will have to finance all capital spending through external borrowing, which adds additional burden to the annual revenue budget to service the interest repayments.

## **Leadership and workforce development**

In our 2017 inspection, we identified understanding of leadership skills and development as areas for improvement. The force has made some progress to date. But it still doesn't have a structured plan that links the many opportunities for development that it does provide. It is now introducing efficient HR software to help meet these needs.

The appointment of the chief constable in 2018 and deputy chief constable in 2019 has diversified the senior leadership team in terms of expertise in local policing, partnerships and business planning. To develop future leadership capacity, the force has partnered with the University of Cambridge to prepare talented officers for senior leadership positions as part of a three-year programme. This includes academic study and senior mentoring to evidence competence for senior leadership positions. The force has built upon this relationship and is looking at options to develop a new [fast-track](#) recruitment programme that it will use in 2020 to further enhance the national [direct entry scheme](#). This will allow the force to target recruitment at elite universities as well as its own workforce.

The force is considering how it can make further use of the national [apprenticeship levy](#), but we couldn't find evidence of it carrying out any predictive analysis of longer-term future requirements. It has undertaken capability assessments for chief inspector rank and above, and the police staff equivalent, and achieved a return rate of 75 percent. Plans to survey the wider workforce were in progress when our fieldwork was completed. We now expect it to consolidate this assessment of workforce skills and capacity to predict future needs.

Officers and staff are generally positive about the opportunities available to them through secondments and lateral development. To develop the potential of the wider workforce, the force provides the personnel programmes 'Be You' and 'Further You', which are tailored to the needs of the individual. This improves development opportunities for those who may be under-represented in certain roles. The force is revising [personal development reviews](#) (PDRs) under the banner 'My Conversation'. This approach recognises that professional development is a natural and gradual process through a series of conversations and not a tokenistic annual event. 'My Conversation' also provides a route to promotion. A mentoring programme is available to all officers and staff. It sets consistent standards in further supporting them on a one-to-one basis.

The force has taken positive steps to embrace the full range of routes into the service. As well as a fast-track detective programme, the force makes good use of interns and has new officers that follow the police apprenticeship scheme. It also makes good use of television broadcast opportunities to inform the public and broaden its appeal to potential recruits.

## **Ambition to improve**

Cambridgeshire Constabulary has a strong track record in police-to-police collaboration through its tri-force strategic alliance with Bedfordshire Police and Hertfordshire Constabulary. This accounts for 25 percent of its budget. This is a long-established arrangement that provides shared operational and back-office functions, saving money and adding resilience to each force involved. It is now developing further collaborative approaches with the wider seven-force alliance across all forces in the eastern region.

The two significant change programmes that the force successfully implemented within weeks of each other clearly show it is able to effectively plan and manage change. We consider that the LPR was well led, managed effectively and delivered on time ahead of Athena going live. The force also worked hard to minimise the disruption of implementing Athena shortly thereafter and continues to work to influence future improvements that will benefit frontline officers.

It is also showing ambition to continue to improve its efficiency and make savings to reinvest in priority areas. Of the £3.5 million savings it says it requires, the force has already found £1.8 million and is confident it can achieve the remaining amount. It maintains pressure to remove inefficiencies and reduce costs, but also has the financial agility to mitigate risks within its operational functions. It demonstrated this in the LPR evaluation and in the revision to the required savings required from its joint protective services.<sup>1</sup>

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<sup>1</sup> Joint protective services (JPS) is a shared service of 901 staff committed by Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary. JPS provides a range of operational and specialist capabilities including armed policing, dog support, scientific services, major crime and roads policing.

# Legitimacy



# Force in context

## Comparison of Cambridgeshire workforce ethnicity with local population

as of 31 March 2019

	Cambridgeshire proportion	Local population proportion
<b>Black, Asian and minority ethnic</b> as % of those with stated ethnicity	4.4%	9.7%
<b>White</b> as % of those with stated ethnicity	95.6%	90.3%
<b>Not Stated</b> as % of total	1.2%	

	Cambridgeshire proportion	England and Wales proportion
<b>Proportion of female officers in post</b> as of 31st March 2019	30%	30%

## Stop and search by ethnicity

12 months ending 31 March 2019

Cambridgeshire  
disproportionality

**Stop and Search likelihood of  
BAME individuals compared to  
white individuals**

2.7

**Stop and Search likelihood of  
Black or Black British individuals  
compared to white individuals**

6.6

Cambridgeshire  
rate

England and Wales  
rate

**Number of stops and searches  
per 1,000 population**

2.1

6.4

12 months ending 31 March 2019

# How legitimately does the force treat the public and its workforce?



## Good

### Summary

Cambridgeshire Constabulary is good in the way it treats the public and its workforce.

It is good at behaving ethically and lawfully. It encourages a culture of learning. Its workforce has a good awareness of most corruption issues, but the force needs to train its officers and [staff](#) on the [abuse of position for a sexual purpose](#). Officers and staff know how to challenge unethical conduct.

The force has recently made encouraging progress in improving its vetting procedures. It is good at tackling corruption. It can identify those who are potentially at risk of being corrupted and is effective at taking early action to intervene. It works with other organisations to look for signs of officers or staff abusing their position for a sexual purpose.

In 2017, we judged that the force was good at treating the public fairly. But it still needs to get better at monitoring its stop-and-search data. It needs to develop a better understanding of whether its [find rates](#) differ between people from different ethnicities and across different types of searches.

In 2017, we judged that the force was good at treating its workforce fairly.

### Treating the public fairly



## Good

This question wasn't subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 100 stop-and-search records to assess the reasonableness of the recorded grounds. We found that 91 percent of those records contained reasonable grounds. Our assessment is based on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

In our [2017 legitimacy report](#), we recommended that all forces should:

- monitor and analyse comprehensive stop-and-search data to understand reasons for disparities;
- take action on those; and
- publish the analysis and the action by July 2018.

The force met the recommendations as they were set out in 2017, but improvements to effective practice means there is more it can do now. It should monitor the extent to which find rates differ between people from different ethnicities and across different types of searches (including separate identification of find rates for drug possession and supply-type offences). Additionally, it isn't clear that it monitors enough data to establish the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the force's website and found no obvious mention of analysis it had carried out to understand and explain reasons for disparities or any subsequent action taken.

## Ethical and lawful workforce behaviour



### Good

Cambridgeshire Constabulary is good at behaving ethically and lawfully. The workforce is clear about the importance of ethical behaviour and the need to do the right thing. The [Code of Ethics](#) frames the force's guidance to its workforce. Local policing commanders engage the workforce in practical conversations on ethics and fairness.

The force has a culture of learning. It takes a proportionate approach to establishing learning from misconduct cases or genuine mistakes. An independent scrutiny panel identifies opportunities to improve and examines a range of cases.

The force doesn't yet fully comply with all elements of national vetting standards. But a recent restructure has created more efficient processes and capacity and it has already reduced its backlog.

The force is good at identifying and tackling corruption. It can identify those who are potentially at risk of being corrupted and is effective at taking early action to intervene. Its workforce demonstrates a good awareness of [unconscious bias](#) and most corruption issues. At the time of our inspection, all officers and staff had received corporate messages to raise awareness on the abuse of position for a sexual purpose. The senior lead in the [professional standards department](#) (PSD) has developed a credible plan across the force to use university interns to help supervisors deliver and evaluate further training to frontline officers on this important message.

The force routinely monitors officers and staff use of data for evidence of misuse. We viewed samples of corruption-related intelligence reports and investigations and, in all cases, the force had taken appropriate action. Officers and staff consider leaders

to be positive role models and told us there was greater openness in decision making, such as in promotion processes.

### **Areas for improvement**

- The force should ensure all staff have received at least the lowest level of vetting clearance for their roles and clear any backlogs ensuring it is fully compliant with the national vetting guidelines.
- The force should improve its workforce's knowledge and understanding of the abuse of position for a sexual purpose.
- The force should ensure that its counter-corruption unit has enough capability and capacity to counter corruption effectively and proactively.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

### **Maintaining an ethical culture**

During our fieldwork, we spoke to many officers and staff in different ranks, roles and parts of the force. Every member of the workforce we spoke to was clear about the importance of ethical behaviour and spoke confidently of the need to 'do the right thing'. They demonstrated a practical understanding of their responsibility to act ethically and showed confidence in both their supervisors and the procedures for challenging and reporting unprofessional conduct.

The deputy chief constable oversees the ethics, equality and inclusion group. Its meetings feed information into the tri-force BCH board, which maximises learning across the three forces. Local policing commanders discuss ethics as a standing agenda item at their meetings. We saw examples where officers and staff had challenged masculine cultures, fairness in promotion processes and use of force in a healthcare setting. The force has branded its guidance to officers and staff in line with the Code of Ethics and the chief constable reinforced this during workshops to evaluate the LPR.

The force has a culture of learning. It takes a proportionate approach to misconduct and gives due consideration to severity and learning opportunities. One example concerned inappropriate access to force systems following the arrest of a celebrity. It took swift action and used the opportunity to educate those concerned. This was proportionate and reinforced a culture of learning and openness.

A PSD scrutiny panel encourages honesty and openness and provides the force with opportunities to improve. The panel is a diverse group of people from professional, academic and community backgrounds. The panel examines:

- use of force;
- stop and search;
- decision making in misconduct; and
- how well the force educates others to understand and spot the signs of corruption.

This level of scrutiny encourages improvements in the force and helps it demonstrate integrity to partner organisations and marginalised communities. The force shares its anti-corruption policy with partner organisations and evaluates the training it provides. The head of the PSD gave us examples that showed the force seeks good practice from outside the service, including the construction industry, and through its links with the professor of ethics at the University of Hertfordshire.

A BCH tri-force vetting department completes workforce vetting checks. The force doesn't yet fully comply with all elements of national vetting standards. This is largely due to extensive recruitment across the three forces. However, a recent restructure has created more efficient processes and more vetting capacity. The department reduced its backlogs from 18 percent in April 2019 to 16.7 percent in May 2019, which is encouraging, given that the force also recruited an additional 40 staff that month. It takes its vetting responsibilities seriously and has routinely carried out more extensive pre-employment checks than had been required, including social media and drug testing of new recruits. It suitably vets all people in designated posts – that is, those that need a higher level of vetting because of the nature of their work. We are satisfied that [chief officers](#) frequently monitor plans and will act to ensure full compliance.

The [College of Policing](#) requires the force to create [Flagstone records](#) to update barred and advisory lists. These lists prevent people who have left the service under investigation, or whom the force has dismissed, from re-joining or working in law enforcement. The force routinely complies with this requirement.

All forces need to understand if people's ethnic background disproportionately affects the results of vetting checks. Cambridgeshire Constabulary does monitor and scrutinise these outcomes, which senior staff check for any learning or bias. Vetting officers routinely attend recruitment events to give the best advice and guidance to potential applicants.

Senior leaders in the PSD meet regularly with other heads of departments to discuss officers and staff who may be at risk of corruption, and use learning from cases they have investigated. They frequently brief all officers and staff to reinforce and clarify unacceptable standards. To maximise the reach and effect, the head of professional standards has carried out face-to-face surgeries with officers and staff across the three forces to debunk myths and provide openness about professional standards investigations, ethics and culture. This included a four-hour workshop on predatory behaviour. These sessions have begun to clarify understanding among the workforce. Across the tri-force area, 77 staff have volunteered to become PSD champions in their own departments. The force initially trialled use of champions within the Special Constabulary and found it to be effective.

The three forces have recently introduced 60-second professional standards briefings, which are pop-up bulletins that appear when officers and staff first logging on to force ICT systems. The intention is to use known and credible champions to promote learning among colleagues and cement ethical discussions. The BCH forces have agreed to use a rolling programme of interns in the PSD. They will work alongside policing supervisors to support this approach and carry out evaluations.

Conventional monitoring of ethics and standards through annual [PDRs](#) also includes an [integrity health check](#). This is a document that guides managers through a checklist with officers and staff that includes standards, gifts and hospitality, notifiable associations and business interests. However, there is no current process to record responses and compliance. The BCH forces also commission the University of Durham to carry out workforce surveys. The latest survey, in May 2019, sought the views and perceptions of officers and staff on clarity, ethics and leadership.

During our fieldwork, we spoke with officers and staff and examined how the PSD communicates the outcomes of misconduct cases to improve their understanding. They make good use of the force intranet, Nimbus, and have access to an extensive range of useful guidance. They get information from Shield, the PSD publication that communicates information and outcomes. They also read force bulletins and chief officer blogs.

Most officers and staff said they had received some level of training, whether through e-learning or direct training, to recognise unconscious bias. Although they said they felt confident in challenging unacceptable behaviour – one member of staff provided an example about reference to sex industry workers – they also said they hadn't received any recent training on abuse of authority for a sexual purpose. They did consider their senior leaders to be positive role models, however, and said there was greater openness in decision making, such as in promotion processes. We also noted that the PSD shares its severity assessments, which it uses to risk assess the severity of complaints and determine proportionate management.

### **Tackling corruption**

The force is good at identifying and tackling corruption. It has assessed the threat of corruption and developed a counter-corruption control strategy. It uses information held about officers and staff well, to identify those potentially at risk of corruption, and is effective in taking steps to intervene. Force briefings to champions are beginning to improve the understanding of the wider workforce and highlight important concerns. This shows that the force doesn't wait to react to intelligence, but, instead, takes good steps to prevent corruption.

Supervisors conduct integrity checks during annual performance reviews and, through these, staff know they must declare any business interests. Recent force communications have also reinforced awareness of notifiable associations and abuse of position for a sexual purpose. We saw an example where one member of staff sought guidance from PSD on a notifiable association. That approach was met with practical advice and support.

The force acknowledges that current staffing levels are only enough to deal reactively with incoming intelligence, with limited capacity for proactivity. However, departmental leaders have applied for additional staff to proactively monitor the force's extensive range of ICT systems. We saw that the force uses effective techniques to follow up intelligence and investigate cases. It routinely monitors staff use of data, including hand-held devices, for evidence of misuse. We reviewed a sample of intelligence reports and investigations linked to corruption and the force had taken appropriate action in all cases.

As well as its own confidential reporting line, the force makes use of Crimestoppers to deal with anonymous reports made by the public. It handles material appropriately and makes mandatory referrals to the [Independent Office for Police Conduct](#), which confirms that, when necessary, its guidance is sought on less clear cases.

A corruption prevention officer has been in post for two years and works with other managers to target presentations at new recruits as well as mid-service officers who haven't received recent training. The prevention officer has also trained representatives of partner organisations to look for signs of potential abuse of position for a sexual purpose. They trained Cambridgeshire IDVAs in September 2018 and have given presentations to community groups and a private business that works with [vulnerable](#) young people. We reviewed a sample of investigations into this type of behaviour and found the force had dealt with each one appropriately.

### **Treating the workforce fairly**



#### **Good**

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over.

# Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

We set out the source of this report's data below.

## Methodology

### Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

### Most similar groups

We compare each force's crime rate with the average rate for forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors which relate to crime. We could not identify any forces similar to City of London Police. Every other force has its own group of up to seven other forces which it is most similar to.

An MSG's crime rate is the sum of the recorded crimes in all the group's forces divided by its total population. All of the most similar forces (including the force being compared) are included in calculating the MSG average.

[More information about MSGs can be found on our website.](#)

## **Population**

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2018 population estimates.

## **Survey of police workforce**

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 0 and 372. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

## **BMG survey of public attitudes towards policing (2018)**

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

[The findings of this survey, and previous surveys, are available on our website.](#)

## **Review of crime files**

We reviewed police case files for these crime types:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 June and 31 August 2019 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Yorkshire Police where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

## Force in context

### 999 calls

We collected this data directly from all 43 police forces in England and Wales.

### Recorded crime and crime outcomes

We took this data from the October 2019 release of the Home Office [police recorded crime and outcomes data tables](#).

Total police-recorded crime includes all crime (except fraud) recorded by all forces in England and Wales (except BTP). Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2019 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, [Crime outcomes in England and Wales: year ending March 2019](#).

### **Domestic abuse outcomes**

In England and Wales, 29 police forces provide domestic abuse outcomes data through the Home Office data hub (HODH) every month. We collected this data directly from the remaining 14 forces.

Domestic abuse outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

### **Workforce figures (including ethnicity and gender)**

This data was obtained from the Home Office annual data return 502. The data is available from the Home Office's published [police workforce England and Wales statistics](#) or the [police workforce open data tables](#). The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

### **Spend per head of population**

We took this data from the [HMICFRS value for money profiles](#).

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2019/20 value calculated by assessing the trend for the last five years. [More details on this data can be found on our website](#).

### **Stop and search**

We took this data from the Home Office publication, [Police powers and procedures, England and Wales year ending 31 March 2019](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

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