

# PEEL

## Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Cumbria Constabulary



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# 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 Cumbria Constabulary against.

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

	Cumbria rate	England and Wales rate
<b>999 calls per 1,000 population</b> 12 months ending 30 September 2018	118	171

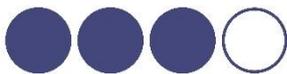
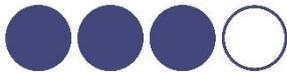
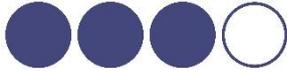
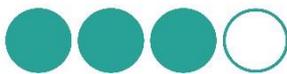
	Cumbria rate	Most Similar Forces rate
<b>Recorded crime per 1,000 population</b> 12 months ending 30 September 2018	67	67

## Cumbria workforce

	FTE in post on 31 March 2018	FTE in post on 31 March 2014	Percentage change
Police Officer	1,096	1,150	-5%
Police Community Support Officer	98	83	18%
Police Staff	586	615	-5%

	Cumbria spend	England and Wales spend
<b>Spend per head of population</b> 2018/19 projection	£220	£192

# Overall summary

	<b>Effectiveness</b>		<b>Last inspected</b>
	Preventing crime and tackling anti-social behaviour	 Good	2016
	Investigating crime	 Good	2017
	Protecting vulnerable people	 Good	2018/19
	Tackling serious and organised crime	 Good	2017
	Armed response capability	Ungraded	2018/19
	<b>Efficiency</b>		<b>Last inspected</b>
	Meeting current demands and using resources	 Good	2017
	Planning for the future	 Good	2018/19

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

## HM Inspector's observations

I am pleased with Cumbria Constabulary's performance in keeping people safe and reducing crime.

The constabulary understands its communities. It is good at preventing and investigating crime. It has a clear focus on protecting [vulnerable people](#). Since our last inspection, it has further improved how it supports people in need.

The constabulary understands well the current demand for its services. It uses this to inform its financial and workforce plans to meet future needs. There is a constabulary-wide culture of continuous improvement.

Senior leaders make sure that the workforce understands the importance of treating the public and each other with fairness and respect. I am pleased that the workforce is using [body-worn video](#) better during its interactions with the public.

Overall, I commend Cumbria Constabulary for sustaining its positive performance over the past year. I am confident that it is well equipped for this to continue.

A handwritten signature in black ink, appearing to read 'Phil Gormley', with a large, stylized flourish at the end.

**Phil Gormley**

HM Inspector of Constabulary

# Effectiveness



# Force in context

	Cumbria proportion	England and Wales proportion
<b>Proportion of officers in a neighbourhood or response function</b> in post on 31 March 2018	45%	40%

## Victim-based crime per 1,000 population

12 months ending 30 September 2018

	Cumbria rate	Most Similar Forces rate
<b>Violence against the person</b>	24	23
<b>Sexual offences</b>	3	3
<b>Theft Offences / Robbery</b>	20	22
<b>Criminal damage and arson</b>	11	9

## Crime Outcomes

12 months ending 30 September 2018

	Cumbria proportion	England and Wales proportion
<b>Proportion of crimes where action was taken</b>	20%	12%
<b>Proportion of crimes where suspect was identified</b>	56%	41%
<b>Proportion of crimes where victim did not support police action</b>	24%	21%

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



## Good

### Summary

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

It is good at protecting vulnerable people. This is a strategic priority. Officers and [staff](#) understand the importance of protecting vulnerable people.

Specialist [safeguarding](#) officers work in the control room. They advise and guide officers dealing with incidents. This means call takers and officers make better quality risk assessments. The constabulary can take the right safeguarding measures at the earliest opportunity.

A 24-hour mental health helpline assists officers and staff in supporting people with mental health problems.

Officers can recognise less obvious signs that a person may be vulnerable.

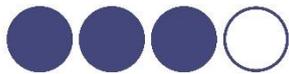
They know how to protect those at risk from modern slavery and human trafficking.

Officers use body-worn video cameras to record evidence at domestic abuse incidents. The constabulary uses arrest, charge and [bail](#) to reduce risk of further harm.

Dedicated officers and staff manage dangerous and sex offenders. They visit them regularly and use court orders to control their behaviour.

In 2016 we judged the constabulary as being good at preventing crime and tackling [anti-social behaviour](#). In 2017 we judged the constabulary to be good at investigating crime and tackling [serious and organised crime](#).

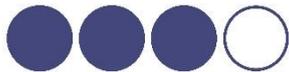
## Preventing crime and tackling anti-social behaviour



**Good**

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

## Investigating crime



**Good**

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

## Protecting vulnerable people



**Good**

Cumbria Constabulary has got better at looking after vulnerable people since 2017. It understands vulnerability well. The workforce know that protecting vulnerable people is very important.

The constabulary responds to incidents quickly enough to keep vulnerable people safe.

It has improved the way it gets information about vulnerable people.

The constabulary is using the law well to support victims. It exchanges information with police forces and authorities in other regions to protect vulnerable people.

It starts managing dangerous people soon after arrest. It is increasing the number of staff who do this.

Cumbria Constabulary is good at protecting vulnerable people.

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

## Understanding and identifying vulnerability

Cumbria Constabulary is good at protecting vulnerable people and has improved since our 2017 effectiveness inspection, when it was also graded as good. It has a clear strategy and definition of vulnerability. The strategic aims of the constabulary are outlined in a simple 'plan on a page'.<sup>1</sup> Protecting vulnerable people is the central objective. The constabulary has made sure that the whole workforce is aware that vulnerability is a priority. It has done this through training courses, continuous professional development events, briefings and internal media campaigns. Everyone we spoke to during our inspection displayed a clear understanding of their responsibilities in protecting vulnerable people.

The vulnerability board, which is chaired by the head of protecting vulnerable people, meets monthly. It discusses how well the constabulary is performing and puts plans and actions in place so that improvement continues. The meeting considers a broad range of data to make informed decisions. The plans follow a [4P](#) approach – prepare, prevent, pursue and protect. Through this simple model, leaders understand what they need to do to improve how the constabulary protects vulnerable people. The constabulary has found that traditional detailed [problem profiles](#) are not the best method for determining its response to vulnerability. It is developing a better way of analysing patterns and trends.

The constabulary has made good progress in improving its strategic partnership working. It now has an effective multi-agency domestic abuse and sexual abuse board. Partners include health services, probation, prisons, charitable organisations, adult and children's social care. This has increased its understanding of vulnerability by improving information sharing and identifying good practice. At a local level, the constabulary has developed local focus hubs which help the exchange of partnership data. Each of the six district and borough council areas of Cumbria has a local focus hub. The hubs bring together police and local agencies such as housing, council services, NHS and charitable organisations to solve those community problems that have the greatest effect on communities and demand on services. These help the constabulary meet the needs of individuals and communities.

The daily management meetings in each of the three geographical policing areas (north, south and west) have protecting vulnerable people as a main objective. These meetings make sure that there are enough resources available to deal with the main risks. For example, ensuring high-risk domestic abuse suspects are arrested promptly.

All frontline officers and staff who we spoke to during our inspection had completed training about modern slavery and human trafficking. Many could give examples or recount situations where they had put this training into practice. Examples include educating staff in local hotels and conducting regular visits to car washes that employ migrant workers. At a recent licensing conference, neighbourhood staff

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<sup>1</sup> The 'plan on a page' is a simple one-page summary document that shows the workforce how the constabulary's mission, values, core services, behaviour standards, approach to organisational change and future challenges all fit together. It is used by senior leaders as a communication tool to ensure that the workforce understands what the constabulary is aiming to achieve for the public.

educated licensees and security staff about signs of modern slavery and child sexual exploitation.

Our inspection found that call handlers were identifying vulnerable people when they first contact the police. Officers and staff in the constabulary command and control room (CCR) use the [THRIVE](#) assessment process to identify vulnerable people. We found improvement since our 2017 effectiveness inspection in the quality and quantity of logs with a recorded THRIVE assessment. Most assessments included other elements around safeguarding and stated whether a crime had been committed. The constabulary has an IT system which helps to identify repeat callers. There is also a system of drop-down menus so staff can identify and address a range of vulnerabilities during the call. CCR staff have access to intelligence systems that help them decide on an appropriate response.

The constabulary has gone further in its efforts to improve the quality of service to people when they contact the police. It has introduced a safeguarding help desk. This means detectives trained in establishing, responding to and investigating vulnerability share a workspace with CCR staff. They advise and guide call takers and initial responding officers. And they make rapid referrals to partners, such as social services, to manage the risk to victims better. Most people we talked with during our inspection spoke positively about the effect of this initiative. The constabulary plans to extend this service. During our fieldwork we found examples of officers attending incidents getting advice on safeguarding action, scene enquiries and opportunities to record evidence and these examples support the workforce's positive view.

### **Responding to incidents**

As part of our inspection we reviewed a sample of crime investigation files and incident logs. These show the details of reported incidents and the response. We concluded that the constabulary is responding to incidents quickly enough to keep people safe. There was no evidence that the attendance times increased risk to victims. When there was a change in circumstances, we found officers did a further THRIVE assessment so that any response was still appropriate.

CCR staff are not under pressure to grade incidents according to resource availability. And there are enough review mechanisms that calls are properly graded according to the needs of the caller. The response officers we spoke to during our inspection felt the calls they attended were mostly graded appropriately.

Officers who initially attend incidents are trained to look for risks to other people in the household. Examples might be children or elderly adults who would be more at risk from a situation. To help officers assess all the risks when they attend domestic abuse incidents, the constabulary has developed a 'toolkit'. This gives information on dealing with incidents and a checklist, so that they can record all the information at the scene. Officers complete risk assessment forms directly on their handheld devices. This is important because this information can be shared with partners to make sure there are no other risks to the child. Recording all the information properly helps other officers who may attend future incidents at the address.

In our 2017 effectiveness inspection we concluded that the constabulary needed to improve the quality of information that attending officers identified and recorded.

This would help police and other organisations to act in the right way to protect vulnerable people. We are pleased to note that the quality of these initial risk assessments has improved. The constabulary has a dedicated team that reviews and acts on the information. Team members felt that the information recorded had improved and there were no problems with identifying risks to others in the household, like children. The team still returns some forms to officers for further details, but the numbers were reducing. During our inspection we conducted a dip-sample of forms that had been submitted recently. We found that in most cases there was enough information for the recipient to decide on further action.

Dealing with people with mental ill health is an increasingly complex and demanding area for policing. It is best dealt with in a co-ordinated way with the other agencies involved. NHS mental health services in Cumbria, as elsewhere, are facing significant financial difficulties which present a barrier to better partnership working. Despite this, senior leaders are making sustained efforts to improve its effectiveness.

The constabulary and mental health service provider have a mental health telephone triage scheme. This is a dedicated 24-hour helpline, staffed by approved mental health professionals. They give advice to police call takers and attending officers dealing with incidents involving people with mental health problems. But our inspection found that there was an inconsistent picture in the quality of this service. It appears to work well on occasions, but there were numerous pieces of anecdotal evidence from officers we spoke with about delays in phone answering. We heard that sometimes the advice contradicted the officer's assessment, too. So, it took longer to put protective measures in place. The constabulary has seen the positive effect of the safeguarding help desk within the CCR. It may wish to explore opportunities to develop this help desk and enhance its approach to mental health triage.

This position reflects our findings in last year's inspection. The constabulary has a comprehensive joint operational protocol for inter-agency assistance. This has been signed by all the main organisations that respond to incidents involving people with mental health conditions. But the constabulary still needs to develop its partnership response to mental health. Funding has ended for the multi-agency crisis assessment service, which provided three additional beds as a place of safety. In addition, local consultant psychiatrists have withdrawn from most out-of-hours Mental Health Act assessments. These factors are likely to place more pressure on police resources.

The [force management statement](#) recognises an increasing demand in relation to mental health incidents. As part of its future planning, the constabulary has assessed the projected increase in demand and decided its current resources and processes can cope with this increase.

Our inspection found that Cumbria Constabulary takes positive action to protect vulnerable victims. For example, it uses the power of arrest at domestic abuse incidents when it is necessary and proportionate. The arrest and charge rate for domestic abuse is higher than the national average which shows that the constabulary is good at investigating these crimes. Consistent with national trends there has been an increase in the percentage of victims not supporting police action. The constabulary reviews periodically the use of [voluntary attendance](#) in dealing with domestic abuse suspects to ensure it is appropriate. The constabulary may need to consider including this in its more regular performance management meeting.

## Supporting vulnerable victims

Cumbria Constabulary has a clear policy and process for allocating safeguarding responsibilities in respect of high, medium and standard-risk domestic abuse cases. But during our reality testing some officers did not fully understand the reason for the allocation of cases. The constabulary continues to use proactively the range of legal powers available to support victims. It makes good use of the [domestic violence disclosure scheme](#) and has also used [domestic violence protection orders](#). Recent changes in legislation have resulted in a decrease in the use of bail as a means of protecting vulnerable people. The constabulary has taken steps to improve understanding for officers and custody staff of the powers available. The constabulary reports that this has resulted in an increase in the use of bail conditions to safeguard victims of domestic abuse.

We are pleased to see the constabulary using some innovative approaches to protecting vulnerable people. For example, a covert app which can be loaded onto a domestic abuse victim's phone to give help and advice. A local pubwatch co-ordinator is working with the constabulary to promote the Ask for Angela initiative. Under this scheme vulnerable people can safely contact bar staff if they feel they are at risk of harm. The constabulary utilises the banking protocol<sup>2</sup> to good effect by working in partnership with banks to reduce the risk to vulnerable people from banking fraud.

[Operation Encompass](#) is being introduced throughout the constabulary. Problem-solving staff in the local focus hubs are receiving additional specialist training. The constabulary is piloting Operation Mandarin to reduce the risks to victims from high-risk domestic abuse offenders. This is an integrated, proactive approach that brings together problem-solving staff, investigators, offender managers and safeguarding staff to implement bespoke 4P plans. The constabulary reports early signs of some significant success, with a 58 percent reduction in offending by the top ten domestic abuse offenders. We are interested to see how this innovative approach develops.

The [multi-agency safeguarding hub](#) (MASH) is working well with several partner agencies. The MASH has staff from health and children's services working together in the same building. There is a partnership approach to performance management with all partners providing data to a fortnightly performance meeting. This is leading to better outcomes for vulnerable people. Adult social care services are not working in the MASH. But constabulary leaders are working hard with their partners to address this gap.

About 49 million visitors come to Cumbria each year, which brings added policing problems. The constabulary recognises that there is a significant number of 'away from home' domestic incidents. It ensures that after dealing with an incident, it provides the details to the home police service of the people involved. In this way, any continuing risks can be managed better.

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<sup>2</sup> The banking protocol – a joint partnership between the banking and finance industry and police forces across the UK – was introduced in October 2016 with the aim of protecting vulnerable people falling victim to fraud, by putting measures in place within bank branches to identify potential cases of wrongdoing.

The constabulary ensures it is aware of vulnerable children in local authority care moving to the county. The constabulary established that it was not being told when vulnerable children moved to a care home from another force area. So, it agreed with local authority care homes to share details. The constabulary reports that about 80 percent of care homes in Cumbria are now part of this scheme.

All high-risk domestic abuse victim referrals from partners such as the health service, child protection, housing practitioners, independent domestic violence advisers, probation and other specialists from the statutory and voluntary sectors are considered at the [multi-agency risk assessment conference](#) (MARAC). Because of a higher number of referrals, police referrals first go through a partnership triage process. This means those cases needing additional support from other agencies get appropriate attention at the MARAC. The constabulary has made good progress in its strategic partnership working through the domestic abuse and sexual assault partnership board. The board is developing and publicising learning and recognising good practice.

The constabulary seeks feedback from hate crime victims and takes feedback from partners working with victims of sexual assault. The constabulary has recently engaged Leicestershire Police to obtain direct feedback from domestic abuse victims. Although this project is in the early stages, the constabulary is confident that the feedback will help it improve its approach to domestic abuse.

Cumbria Constabulary makes sure those who pose a risk to vulnerable people are subject to specialist offender management at the earliest opportunity. It does this by including offenders who have been charged with offences as well as those convicted by the courts. Staff involved in [management of sexual offenders and violent offenders](#) (MOSOVO) conduct daily checks of the custody and crime IT systems, contacting investigating officers to give advice and support on obtaining ancillary orders, such as serious harm prevention orders. Our reality testing with officers and staff within the offender management teams found that most staff were up to date with their offender visits. There was no significant backlog in offenders waiting for an up-to-date risk assessment.

We found that people in the teams are trained for the role and have a good understanding of their responsibilities. During our inspection we found variation in the way in which work was allocated among the teams in the three different policing areas and that workloads of staff are above where the constabulary wants them to be. The constabulary has plans to increase the number of supervisors and offender managers. This will give reassurance that the number of offenders and the level of risk managed by each team member is not placing undue pressure on staff and negatively affecting the management of offenders.

The constabulary uses specialist software to identify people who are sharing indecent images of children. It conducts a daily check and has the capacity and capability to develop intelligence and act against suspects. There are no backlogs in intelligence reports being actioned. There are good links with the [regional organised crime unit](#) (ROCU). Staff within the unit have the support from both constabulary and ROCU resources when conducting operations.

Cumbria Constabulary makes good use of ancillary orders such as serious harm prevention orders to protect the public. It takes prompt action against those who are in breach of orders. We found that neighbourhood and response officers were aware of the dangerous offenders and sex offenders living in their area. Officers get regular updates either through direct email from MOSOVO or a bulletin. Officers knew of their responsibilities in submitting intelligence and we found examples in support of this.

## Tackling serious and organised crime



### Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 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.

It is not 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 the chief 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

Cumbria Constabulary has a good understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [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.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. The majority of armed incidents in Cumbria Constabulary are attended by officers trained to an [armed response vehicle](#) (ARV) standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

We found Cumbria Constabulary has good arrangements in place to mobilise specialist officers from outside the county if their skills are required, through agreements with Lancashire Constabulary and the North West Armed Policing Collaboration, including the North West Counter Terrorist Unit.

## **Working with others**

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. As a consequence, 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 one force can call on support from surrounding forces in times of heightened threat.

The arrangements in place with Lancashire Constabulary and the North West Armed Policing Collaboration, including the North West Counter Terrorist Unit, mean that Cumbria Constabulary can call on additional ARV as well as specialist capability if it is needed. This additional capability aligns well with the threats set out in the APSTRA.

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

In addition to debriefing training exercises, we also found that Cumbria Constabulary reviews the outcome of all firearms incidents that officers attend. This helps ensure that best practice or areas for improvement are identified. We also found that this knowledge is used to improve training and operational procedures.

# Efficiency



# Force in context

	Cumbria spend	England and Wales spend
<b>Spend per head of population</b> 2018/19 projection	£220	£192

## Spend per head of population by category

2018/19 projection

	Cumbria spend	England and Wales spend
<b>Visible frontline</b>	£71	£65
<b>Non-visible frontline</b>	£59	£62
<b>Frontline Support</b>	£17	£17
<b>Business support</b>	£50	£41
<b>Other</b>	£24	£8

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



## Good

### Summary

Cumbria Constabulary is good in the efficient way it operates and provides sustainable services to the public.

The constabulary forecasts future changes with detailed demand analysis. Public engagement informs its plans and how it allocates resources.

It now understands what skills it needs to meet future demand. So, it is changing its workforce mix.

Police and partner organisations work together in local focus hubs to resolve community problems. This will reduce long-term demand. Additional officers deal proactively with people who are harming communities.

The constabulary recognises the importance of ICT in the future. It has allocated enough funds to meet its needs. A new system to match skills to demand will help it manage resources better.

A new workforce development programme is helping the constabulary develop talented people and future leaders.

The constabulary has robust financial plans with scenario planning for several possibilities. These are subject to external scrutiny.

An overarching change programme, Cumbria Vision 25, brings together departmental change programmes. So there is a co-ordinated approach to preparing for the future. The constabulary has improved its processes to realise the expected benefits of change. It has good collaborative arrangements with police partners. It is making progress with an ambitious blue light collaboration.

In 2017 we judged Cumbria Constabulary as being good at meeting current demands and using resources.

## Meeting current demands and using resources



### Good

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

## Planning for the future



### Good

Cumbria Constabulary works out what it must do and makes changes to meet future demand. It finds out what the public wants and uses this feedback in its plans.

The constabulary's priorities are listed clearly in the [police and crime commissioner's](#) police and crime plan.

Cumbria Constabulary knows what skills and people it needs now and in the future. It is improving the IT systems it uses to work this out.

The constabulary's leaders understand the finance plans. It will save £4.8m by 2021/22 and needs to save £1.2m after that.

Cumbria Constabulary has a new programme to develop its workforce.

It has a stated plan for the future. The constabulary tests change in a small area before committing itself to full-scale change. It checks its plans using several methods.

Cumbria Constabulary is good at planning for the future.

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

### Assessing future demand for services

Cumbria Constabulary uses a range of procedures to analyse current and future demand for its services. Crime levels, as well as 999 and 101 call demand, have been forecast through to 2022.

The constabulary carries out 'understanding demand' reviews each year. It has used these to forecast how many officers it will need in any specific area at any time over the next two years. The understanding demand review 2018 included in-depth analysis of 506 incidents reported to the control room. The review identified all activity linked to those reports. The review also analysed each crime type to identify areas where demand is likely to increase in the future. These areas include cyber-crime and crimes committed against vulnerable adults. The constabulary uses this information to determine the resources and skills it will need in the future to deal with specific tasks.

The constabulary has examined the role of its supervisors. It carried out a 'day-in-the-life' review of sergeants to determine how efficiently and effectively they are working and what additional skills they will need for the future.

Cumbria Constabulary has recently completed a review of demand relating to serious and complex crime. This is informing the number of detective and other specialist officers needed over the next two years.

The demand reviews and day-in-the-life activity analysis has helped the constabulary to recognise the work done by officers and staff that cannot be deduced from analysing performance data such as incident and crime reports. Understanding this hidden and emerging demand lets the constabulary predict more accurately the resources it needs in each area.

We found that the constabulary has already started to change its workforce mix to meet the future demands on its services.

The local focus hubs are an example of how police and its public service partners work together to reduce vulnerability and prevent crime. The constabulary is developing a performance framework to make sure it understands the demand for its prevention and problem-solving work. This framework will help it quickly identify and respond to any new demand streams. The constabulary has recruited an additional 25 officers this year. They will work in a proactive local policing role to support the work of the hubs.

In response to a forecast doubling of cyber-crime in the next four years, the constabulary is evaluating future resource needs. The understanding demand review found that crime scene examiners were attending fewer crime scenes. As an interim measure to reduce the gap in cyber-crime skills, the constabulary trained these examiners in digital examination of smartphones.

The constabulary has assigned £15.6m in its capital programme for ICT schemes. These include:

- developing digital public contact channels, to give more ways for the public to contact and report to police;
- digitalisation of criminal justice processes to improve how case files are prepared and shared with Her Majesty's Court Service and other criminal justice partners; and
- rationalisation of command and control systems to improve the ICT infrastructure.

Cumbria Constabulary has already made a significant investment in its mobile working programme. It has supplied 1,500 handheld smart devices and 850 laptops to officers and staff. This means police information is available immediately. This has reduced the amount of travelling time to and from police stations. Given the rural geography of Cumbria, this is realising significant benefits. The capital programme includes Windows 10 upgrades for the mobility programme.

The constabulary has invested in a new IT system which draws together data and business information from several of the constabulary's databases. This is set to enable more effective analysis and accurate planning. This will include four-year forecasts on incidents and crimes matched with plans for relevant new skills requirements. The new system is not yet fully functional. But it is expected to improve further how the constabulary manages its resources and predicts its future needs to meet demand.

### **Understanding public expectations**

Cumbria Constabulary uses several methods to engage with the public and understand their expectations. These include annual public surveys, police and crime commissioner (PCC) force priority-setting arrangements and local neighbourhood engagement processes. Each of the 15 local policing areas has an engagement plan. The constabulary uses this consultation to inform future plans. For example, the PCC consulted the public about using a precept increase to fund additional officers; as a result the constabulary recruited 25 extra officers to work in local policing. The work of these officers is specifically linked to public priorities relating to neighbourhood problems and anti-social behaviour.

Within the local focus hubs, the constabulary and the University of Central Lancashire (UCLan) are working on a project called 'Connected Communities'. Citizens in policing initiatives, such as cadets and the mini-police scheme, gather information from the public. The information is used to focus on particular community areas, test residents' views and thoughts and gauge community feeling. UCLan analyses the results to provide a detailed understanding of local problems and the opportunity to develop bespoke solutions. This is still in its early stages, but we look forward to seeing how it progresses.

Improving digital access to police services by the public is an important element of how the constabulary plans to provide future services. It is incorporated within the change plan, Cumbria Vision 25. The aim of the strategy is to provide digital services that are accessible, relevant and easy to use for the public. The constabulary aims to:

- let the public record and track incidents and crimes online;
- give self-help options; and
- help the public find and access appropriate partner organisations for support.

It also plans to expand social media services to warn, inform and engage with the public. It will eventually develop a Cumbria community messaging service.

### **Prioritising**

The constabulary is good at using its understanding of public expectations to create a richer picture of its current and future demand. It works in conjunction with the office of the PCC to gain a better understanding of what the public want from police services. The expectations of the public are clearly reflected in the PCC's police and crime plan 2016–20.

The constabulary has designed its own change plan, known as Cumbria Vision 25, to help it achieve these priorities as well as ensure the constabulary is equipped for the future:

- local policing;
- workforce;
- specialist capabilities;
- business support; and
- digital policing.

The constabulary has a robust and effective governance framework which oversees each of the five elements of Cumbria Vision 25.

### **Future workforce**

Cumbria Constabulary has reviewed its current capability to respond to demand and evaluated its future workforce requirements based on anticipated changes in demand. It has completed its understanding crime review, which has given senior leaders a good understanding of the demand in both the crime and safeguarding teams and throughout territorial policing. This work has informed the future resource allocation process. Workforce planning is based on sound evidence.

The constabulary acknowledges that existing ICT systems do not communicate easily with one another, and don't make it easy to recognise current and future capability gaps. The new performance information IT system offers the potential to improve the quality of business information on which to base workforce plans. In the meantime, clear workforce governance arrangements at district and constabulary-level are still able to identify capability gaps. For example, the constabulary is predicting the doubling of cyber-crime offences over the next four years and workforce plans have been adapted to increase the right level of specialist resources available. The constabulary is working with local organisations such as Sellafield Ltd<sup>3</sup> to explore opportunities to increase its digital media investigation capacity.

Cumbria Constabulary, in common with many other forces, is finding it difficult to increase detective numbers and is exploring ways to increase recruitment. The constabulary has retained several retired detective officers on short-term contracts to help with major crime investigation and local investigations with the crime and safeguarding teams. Through its detective resilience action plan, the constabulary is working to both increase and make the best use of its investigative resources. The plan aims to create additional capacity to deal with anticipated increases in crimes such as child sexual exploitation and cyber-crime.

The constabulary is using [fast-track](#) promotion processes to nurture and develop talent, and has one sergeant and two inspectors on the scheme. It has joined the [College of Policing's direct entry programme](#) to recruit senior leaders. In the next 12 months, two people are joining the constabulary from outside policing directly into

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<sup>3</sup> Sellafield Ltd is responsible for the safe and secure operation and clean-up of the Sellafield nuclear site. Licensed under the Nuclear Installations Act 1965 and holder of the licence for the Sellafield nuclear site, it is the legal entity responsible for Sellafield, which is owned by the Nuclear Decommissioning Authority.

inspector ranks. This means it can actively develop a more diverse pool of talent as leaders of the future.

There are plans to increase the pool of suitable candidates for the special constabulary by introducing distance learning. The constabulary is varying the training to be more specific to the roles it needs people to perform. It is working to match skills to each role. For example, a special constable who is an ICT professional is deployed within the digital media investigation unit, to make the best use of their skills. Similarly, another special constable who has particularly relevant skills is undertaking offender management work. The constabulary is also exploring how best to recruit and use volunteers. It has set up a new web page to record what people can offer in terms of skills and experience. The constabulary will use this information to match volunteers with suitable roles. However, this was not a consistent picture throughout the organisation. Some police staff felt that the constabulary did not always know about or make best use of the skills that they had acquired outside their main role. A more comprehensive audit of police officer and staff skills could offer opportunities to make better use of the entire workforce.

### **Finance plans**

The constabulary's financial planning is closely aligned with the Cumbria Vision 25 change plan and workforce and ICT plans. Our inspection confirmed that senior leaders are well-engaged in financial planning and oversight and understand the financial challenges and the need to align resource planning with the change programme.

The constabulary has a good record of achieving savings and has plans to make a further £4.8m of savings by 2021/22. However, there is still an expected outstanding budget gap of £1.2m by this date. The constabulary is working towards making these additional savings from its investments in change. In particular, these investments are in ICT infrastructure and the future workforce mix. At the time of the inspection the constabulary's medium-term financial forecast contained assumptions of a precept increase of 5.92 percent for 2019/20. The constabulary will link such an increase with a pledge like that for the additional 25 officers for local policing, which it fulfilled in 2018/19. Beyond 2019/20, assumptions about funding were prudent. This assumed that government funding would stay static and precept increases would be limited to 1.95 percent.

Cumbria Constabulary maintains a [reserves](#) strategy that covers a ten-year period through to 2028 and mirrors the capital strategy. During this period, it is set to maintain a £3m general reserve (3 percent of the net revenue budget). The constabulary also keeps a budget utilisation reserve to smooth intermittent costs and includes a chief constable contingency reserve. The budget utilisation reserve is replenished through the next budget cycle.

The constabulary also maintains earmarked capital reserves set aside for capital schemes. The capital reserves are shown as £12.8m as at March 2018 and are forecast to be fully used by March 2022. The capital programme is ambitious. It has been designed to provide the constabulary with the estate and ICT infrastructure it needs through to 2025 and beyond. Over the next three years the capital programmes will receive £27.3m of investment. This includes £7.8m investment into

the estates programme to build a new deployment centre and consideration of a territorial policing headquarters in West Cumbria.

The constabulary will invest £13.8m in ICT programmes. These include:

- a new command and control system;
- the new crime management system;
- the digital policing project; and
- implementation of the emergency services network to replace existing police radios.

The constabulary is not planning to rely on borrowing to fund this capital expenditure. It will use a combination of reserves, capital grants, revenue funding and £1.94m of capital receipts.

Following its 2010 consultation about revaluing public-sector pensions, the government announced, in 2016 and 2018, reductions in the discount rate it uses to set contribution rates for the unfunded public service pension schemes. These include the police service pension scheme. A lower discount rate will result in higher contribution rates for the employer. The official notification of a lower rate in September 2018 did not allow PCCs time to include the effect of this in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC. It allocated funding to each force to specifically help the police pay for these increased costs in the next year. PCCs must now plan for how they will finance the increased costs in the following years, assessing the effect on their officer numbers and their ability to provide effective and efficient services.

### **Leadership and workforce development**

Cumbria Constabulary has a promotion plan in place but no formal leadership development programme. A benefit of being a smaller constabulary (in terms of workforce numbers) is that it knows when people are due to leave. As a result, it can plan accordingly, so that skills are developed and available to replace those of leavers and retirees. The constabulary is exploring a more formal leadership development scheme and is reviewing a scheme operating in the City of London.

In July 2018 the constabulary introduced its new workforce development programme called Your Career, Your Future. The emphasis is on people taking responsibility for their own careers and accessing organisational support to achieve their aspirations. It requires supervisors having one-to-one meetings with their staff every 15 weeks. All supervisors are receiving training in holding 'strengths-based conversations'. The conversation is intended to be collaborative and supportive, to identify what is working well and which areas need to improve, using tried and tested coaching techniques. The 15-week review links into the performance review process. All information is held on one central system, so the constabulary can spot trends and problems. However, despite the good intentions we found little awareness of the new scheme among the workforce. The constabulary has deliberately undertaken a 'soft launch' of Your Career, Your Future, so that it grows alongside the strengths-based conversations.

The constabulary advertises specific development opportunities for staff. We found a view among the workforce that senior leaders are committed to creating development opportunities for staff. But some felt the current financial climate made it harder for line managers to release staff from their main function for such opportunities.

In addition to the fast-track scheme, the constabulary has revised its recruitment and selection process so that it is more inclusive. There is a clearer application form and an interview process that is more focused on the individual and their skills.

The constabulary has changed its training provision for officers who transfer from other police forces. This has allowed the constabulary to accept transferees from Police Scotland and to deploy them sooner. Similarly, there is a streamlined training programme for graduate recruits who were previously special constables. This means they can be deployed after just three weeks of training.

### **Ambition to improve**

The Cumbria Vision 25 plan is ambitious and provides a clear view of where the constabulary wants to be in the future. To manage the change and enable the vision to become a reality, the constabulary has drawn together all programmes of improvement activity under one overarching programme of work, known as the 'roadmap for 2025'. This was published in June 2018.

Some programmes of work that were already in progress have been absorbed into the roadmap. These include the roll-out of the local focus hubs and the continuing improvement of mobile data technology and devices to equip an agile and responsive workforce.

Some large ICT infrastructure programmes, including the introduction of the crime management IT platform and the new command and control system, are progressing well. The constabulary expects to complete these by summer 2019. Other elements of the change programme are at an earlier stage of development. These include future digitalisation of public contact and the leadership development work.

The constabulary's approach to change is to conduct reviews, such as that of local policing, and then to trial options. For example, the Copeland Hub was a pilot for local focus hubs. The constabulary evaluated it before committing itself to full implementation.

Following a review of crime investigation, the constabulary brought together CID teams and safeguarding teams in Carlisle to form the first of its crime and safeguarding teams. This has proved successful in increasing detective capacity and has been implemented throughout the constabulary. The detective resilience review has taken this work a stage further to enable better planning to ensure it has the right people with the right detective skills to tackle the changing nature of crimes such as child sexual exploitation and cyber-crime.

The business improvement unit provides effective challenge to planning and evaluating service provision. It gives more internal audit capability for the constabulary. This means that the constabulary can be reassured that its plans are robust.

The constabulary has a well-established training collaboration with Lancashire Constabulary and with Durham Constabulary for the intelligence IT platform. The constabulary works with a range of public services partners at strategic and tactical levels. For example, the local focus hubs include staff from local councils, housing, NHS and local charities. The constabulary has entered into an ambitious blue light collaboration with Cumbria Fire and Rescue service. This is still in its early stages.

Cumbria Constabulary has a clear understanding of its financial, workforce, service and demand requirements over the next three years. It has sound plans in place to achieve its objectives. A well-considered approach to change management and benefits realisation puts the constabulary in a strong position to meet its future challenges.

# Legitimacy



# Force in context

## Comparison of Cumbria workforce ethnicity with local population

as of 31 March 2018

	Cumbria proportion	Local population proportion
<b>Black, Asian and minority ethnic</b> as % of those with stated ethnicity	0.7%	1.5%
<b>White</b> as % of those with stated ethnicity	99.3%	98.5%
<b>Not Stated</b> as % of total	2.6%	

	Cumbria proportion	England and Wales proportion
<b>Proportion of female officers in post</b> as of 31st March 2018	38%	30%

## Stop and search by ethnicity

12 months ending 31 March 2018

Cumbria  
disproportionality

Stop and Search likelihood of  
BAME individuals compared to  
white individuals

1.8

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

7.7

Cumbria  
rate

Number of stops and searches  
per 1,000 population

3.0

England and Wales  
rate

4.8

12 months ending 31 March 2018

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



## Good

### Summary

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

The constabulary is good at treating the public fairly. Senior leaders make sure officers and staff understand the importance of fairness and respect when dealing with the public. Neighbourhood teams engage with communities to understand their problems and keep them updated about actions. Schemes such as the mini-police in schools help to improve understanding.

Officers and staff are trained to use force and [stop and search powers](#) appropriately. Frontline staff use body-worn video cameras, giving extra reassurance that they act professionally. Internal scrutiny of these powers ensures they are being used properly. The constabulary publishes data for the public. But there could be better external scrutiny.

The workforce is good at behaving ethically and lawfully. Policies and processes align with the [Code of Ethics](#). The workforce understands the principles of the code. But the constabulary should improve how it discusses ethical dilemmas with the workforce.

All officers and staff are vetted to the correct level, with minimal backlogs.

The outcomes of complaint and misconduct investigations are published. This ensures lessons are learned about acceptable standards of behaviour.

The constabulary has a good capability to tackle potential corruption. But it needs to improve its ability to gather intelligence proactively.

Officers and staff have a good awareness of the problem of [abuse of position for a sexual purpose](#). They have been trained to look for warning signs.

In 2017 we judged Cumbria Constabulary as good at treating its workforce fairly.

## Treating the public fairly



### Good

Officers and staff understand that it is important to treat people fairly and respectfully. The constabulary works with the public to prevent crime.

Officers and staff understand when and how to use force. Since 2017 the constabulary has improved its use of body-worn video cameras. It scrutinises how it uses force and it tells the public how it uses force. But it should improve external scrutiny.

Officers and staff understand stop and search powers. The constabulary scrutinises its use of these powers. It uses what it finds to make better use of the powers. It asks the public to scrutinise its use of stop and search, too, but could do more in this area.

Although overall Cumbria Constabulary is good at treating the public fairly, we found the following areas in which it needs to improve:

#### Areas for improvement

- The force should ensure effective external scrutiny of its use of force.
- The force should ensure effective external scrutiny of its use of stop and search powers.

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

### Treating people fairly and respectfully

The senior leadership team has worked hard to develop a culture of learning and development within the constabulary, based on the ethos of treating everyone with fairness and respect.

The constabulary has a clear mission “to deliver an outstanding police service to keep Cumbria safe”. How it will achieve this is explained succinctly in the constabulary's ‘plan on a page’. This outlines its values, main policing services, approach to providing those services, and how the constabulary will change to meet future challenges. Although few officers and staff mentioned the plan explicitly, they did show a good understanding of the plan's principles. And they showed us they understood the importance of treating the public with fairness and respect.

All new and revised policies are subject to external scrutiny by the ethics and integrity panel. This ensures they reflect the values of treating people fairly and with respect. Internally, equality impact assessments help to ensure that all policies, procedures and training courses have due regard to legal responsibilities and constabulary values.

The constabulary has established effective channels to engage with local communities and respond to their needs. These include face-to-face meetings between

neighbourhood teams and residents. The constabulary also makes good use of a range of social media. Local Facebook chat groups help neighbourhood teams to identify and respond quickly to local concerns. For example, at the time of our inspection the Carlisle Facebook group had 317 active members. As a result of comments posted about mobile phone use when driving and anti-social parking, neighbourhood officers and police community support officers were able to respond swiftly to public concerns. Afterwards they reported back to the Facebook group. It is also used to publicise events and campaigns, such as road safety. For those who don't use social media, neighbourhood teams offer leaflets and focus on face-to-face community engagement.

We found the external neighbourhood web pages were generally up to date and reflected local concerns and action taken. Following public consultation in 2017, the public wanted a newsletter as their main communication with the constabulary, followed by social media. In response, the constabulary introduced a newsletter and reports that it has already about 4,000 people signed up to receive it. Through the constabulary website the public can also sign up to receive email updates on local issues.

The constabulary is using both traditional and new ways of involving people in crime prevention activity. It is reviewing its approach to the special constabulary to attract the right people with the right skills in the right areas. It uses cadets and volunteer schemes.

The constabulary reports that the mini-police scheme has been particularly successful with over 25 schools and 538 children engaged in activities. It makes good use of this scheme as an indirect way of encouraging engagement. It focuses on those communities which have traditionally had less confidence in the police.

We saw good examples of initiatives to re-engage communities that have felt they have not had the level of service they expect. The introduction of the Farmwatch scheme with good neighbourhood policing support is an example. Neighbourhood teams attended events such as farmers' markets and livestock auctions and listened to farmers' concerns. They acted on their concerns and worked together with the farmers to develop a plan which met their needs. This was valued by farmers who had become disaffected with the constabulary response to dealing with rural crime.

The constabulary tries to engage with those people and communities who are less likely to have contact with the police. A diversity channel on Twitter focuses on the various strands of diversity. It encourages those who are facing any type of crime to report it. The constabulary is working to make sure that it serves the public fairly. Most of the workforce we spoke to had either had or were about to receive [unconscious bias](#) training. The aim is to help the workforce understand the effect of unconscious bias on their working lives, to work towards eliminating discriminatory behaviours and to make the constabulary a more diverse, inclusive and productive place to work.

Community work in the Kirby Stephen area has successfully addressed the concerns of local people following the Appleby Fair. During this annual fair 10,000–15,000 English, Welsh, Romani, Scottish and Irish gypsy Roma travellers gather to buy and sell horses, meet with friends and relations, and celebrate their culture.

The constabulary is considering innovative ways to develop closer working with communities. The 'connected communities' pilot is an integrated approach to understanding communities' needs. It uses joint problem solving to work with the community in meeting those needs. We are interested to see how this develops.

### **Using force**

Cumbria Constabulary provides effective initial training and annual refresher training to officers and staff about the appropriate use of force. The constabulary regularly reviews and updates its training courses so that they reflect any changes to legislation, policy or process. Changes to policies and procedures are communicated through the internal website's 'need to know' link.

All officers and staff we spoke to showed a good understanding of their powers and the tactics available. They could tell us about the principles of legality, proportionality, respectfulness and fairness as their main considerations in using force. They showed a good knowledge of the requirement to complete use of force forms on their handheld devices.

The constabulary has addressed the area for improvement from our 2017 legitimacy inspection in respect of the use of body-worn video. Officers understand the benefits and now use it regularly in interactions with the public. Among the workforce there is a positive view of the benefits of using body-worn video cameras.

Since April 2018, the constabulary has significantly reduced the backlog of officers waiting for refresher training. It has focused on frontline officers and is now reducing the backlog of officers in other roles. Officers and staff spoke positively about the quality of this training to prepare them to deal with a broad range of situations.

The constabulary still complies with all the [National Police Chiefs' Council's](#) use of force recording criteria, apart from the ability to record use of force in public order incidents. We noted this in our 2017 legitimacy inspection. The constabulary has not made progress. Officers still can't access the reporting forms for use of force in public order incidents. The constabulary is aware of the problem and is in the process of renegotiating an ICT contract that will ensure all appropriate reporting forms are available to officers on their hand-held devices.

There is a robust internal monitoring and scrutiny framework to oversee the appropriateness of the use of force. The constabulary monitors and analyses a broad range of data and uses it to improve the way in which force is used. For example, a review of data showed that officers were selecting other tactics rather than using their PAVA [incapacitant spray](#). This reluctance to use PAVA was leading to an increase in injuries to officers and offenders. The training syllabus was revised to improve decision-making on its use. Consequently, the number of injuries has reduced.

Scrutiny of body-worn video footage by inspectors and the business improvement unit gives added reassurance about its appropriate use. The unit conducts a monthly dip sample of use-of-force forms and body-worn video footage. They give feedback to officers and also submit a report to the use-of-force board. This means that the constabulary can act on anything needing a more co-ordinated, constabulary-wide response.

The ethics and integrity panel recently did a dip-sample of body-worn video footage. They found that officers were highly professional in the use of force and their communication. The constabulary told officers about this positive feedback.

The constabulary is open with the public about its use of force. It publishes the data on its public-facing website. Although there are internal groups monitoring use of force, there are limited external scrutiny arrangements. After an external review the constabulary implemented recommendations and changes to improve the quality of recording of the use of force. There are plans to involve further the ethics panel in considering some future elements of the use of force, such as spit guards.

The constabulary's geography makes it difficult to adopt traditional methods of external scrutiny, such as a single constabulary-wide use-of-force external scrutiny panel meeting. The constabulary should consider the different methods of public engagement. And it should consider how technology could help.

### **Using stop and search powers**

Our inspection found that all frontline officers are trained in the use of stop and search and have a good understanding of their powers. They receive regular updates of changes in policy or legislation through briefings, 'need to know' internal website updates or the best use of stop and search newsletter. Despite this level of understanding, several officers had not used their powers of stop and search for a considerable length of time. Some told us they were too busy for proactive work. Others lacked confidence in using the powers.

Within the constabulary there is again extensive internal scrutiny of stop and search. We reviewed a representative sample of 100 stop and search records to assess the reasonableness of the recorded grounds. We found that 93 percent had reasonable grounds recorded. Our assessment is based on the grounds recorded on the record by the searching officer and not the grounds that existed at the time of the search.

The business improvement unit scrutinises every form and gives feedback to officers through their supervisors, either positive or developmental. The unit collates the findings of scrutiny and provides monthly performance information to each area superintendent in their 'Quality Counts' performance pack.

The community safety department presents a quarterly performance report on the overall use of stop and search powers to the local policing and specialist capability board. The report draws out learning points and officers can access them on the constabulary 'need to know' intranet page.

The rigorous scrutiny arrangements provide appropriate assurance that powers are not abused, and also help to ensure that lessons are learned and good practice is highlighted. For example, the scrutiny identified that officers were unclear on the use of stop and search based on the smell of cannabis. The constabulary gave amended training to all frontline officers to ensure a more consistent understanding. Officers we spoke to who had completed this training explained the issue clearly to us.

However, an unintended consequence of this high level of oversight and governance is that there is little involvement from first-line supervisors in directly monitoring their own staff's use of stop and search. The constabulary may be losing an opportunity for

supervisors to be more actively involved in supporting and assisting their staff in the proper use of their powers. The constabulary recognises this and hope that its new performance information system will provide better data for supervisors to identify those staff who may need additional support.

There are more formal external scrutiny arrangements for stop and search than for use of force. There is an external stop and search scrutiny panel, with a remit to review a sample of stop and searches that have been carried out. The panel reports to the strategic [independent advisory group](#). However, membership numbers are low despite constabulary efforts to increase them. As with the use of force panel, the constabulary finds it hard to recruit and keep a diverse membership that reflects its communities. Members have not had any formal training but are still confident to challenge the constabulary and have a good understanding of stop and search.

The constabulary makes good use of community forums, set up to deal with planned events, in seeking feedback on stop and search. During this year's Appleby Fair, the constabulary shared and reviewed daily the use of stop and search tactics with the community adviser group. This ensured fair and appropriate use of the power and provided both greater understanding and reassurance in its use among the community.

As with use of force, the constabulary should consider how technology can help improve its external scrutiny arrangements for stop and 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.

We found that the constabulary has partially complied with this recommendation. But it doesn't identify 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); and
- prevalence of possession-only drug searches, and the extent to which these align with local or force-level priorities.

The constabulary has taken steps to comply with our 2017 national recommendation on publishing an explanation of any disparity in stop and search data. It has recently published on its website an explanation of disproportionality in the stop and search of black, Asian and minority ethnic (BAME) people.

## Ethical and lawful workforce behaviour



### Good

Cumbria Constabulary promotes the Code of Ethics in different ways. It uses the code when it makes policies and procedures. The workforce understand the code better than they did in 2017. The constabulary could do more to encourage the workforce to discuss ethics.

The constabulary has worked hard and cleared the workforce vetting backlog that we found in 2016.

It assesses the risk of corruption among its workforce. But it should develop this process further.

Cumbria Constabulary intervenes early where there is a corruption risk.

Its [counter-corruption unit](#) is small, but leaders have approved a plan to increase capacity.

We saw good knowledge of the problem of abuse of position for a sexual purpose. The constabulary exchanges intelligence about this with other organisations. It needs to continue to develop these relationships.

Although overall Cumbria Constabulary's workforce is good at behaving ethically and lawfully, we found the following areas in which it needs to improve:

#### Areas for improvement

- The force should ensure that its counter-corruption unit:
  - has enough capability and capacity to counter corruption proactively and effectively; and
  - continues to build effective relationships with individuals and organisations that support and work with vulnerable people.
- The force should ensure it has an effective process for the workforce to refer and discuss ethical concerns.

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

#### Maintaining an ethical culture

Senior leaders in Cumbria Constabulary continue to promote the Code of Ethics through a variety of means. These include roadshows, an 'ask the chief' section on the internal website, supervisor briefings, intranet video briefings and leadership training. Officers and staff we spoke to during our inspection understood the principles of the Code of Ethics. Trainers running courses in, for example, mental health awareness, encourage ethical discussions as part of the learning.

The ethics and integrity panel reviews all policies to check that the Code of Ethics is the basis for policies and procedures. The principles of the code are integrated into the constabulary's revised 'plan on a page'. The workforce clearly has a better understanding of the importance of ethics than we found in our 2017 legitimacy inspection. But there was little mention of the 'plan on a page' during our reality testing. Senior leaders may wish to tell the workforce about it again in different ways. That way they can be confident everyone fully understands the central role the code plays in achieving the constabulary's mission of "delivering an outstanding police service to keep Cumbria safe".

While the ethics and integrity panel is able to provide robust challenge to senior leaders' policies, decisions and actions, there is no established mechanism for the workforce to refer or discuss ethical dilemmas outside the training environment. Officers and staff can ring the [professional standards department](#) (PSD) on a dedicated number to seek advice and guidance on ethical dilemmas. But we found that this was not widely known or used by the workforce.

We found limited evidence of first and second-line managers having regular ethical discussions with their staff, either individually or collectively. The move to 15-week strength-based conversations with individuals, replacing the 15-week performance review, may improve the level of ethical discussion that takes place. Those people trained in the new approach spoke positively about the benefits. But because of the 15-week cycle, relatively few managers and staff have experienced the new strength-based conversation. The constabulary should consider how it can engage better with the workforce on ethical issues. This should make sure it continues to develop the culture that is integral to the success of the 'plan on a page' and Cumbria Vision 25.

We found that officers and staff are aware of the confidential reporting line to report wrongdoing. But not all were confident that it was truly anonymous. As part of its change programme the head of the PSD is implementing an action plan. This includes measures to improve the relationship between the PSD and the workforce.

In our 2016 national report about legitimacy we recommended that the workforce should all have received at least the lowest level of vetting by December 2018. The constabulary has worked hard to clear its vetting backlog. It is now compliant with our 2016 recommendation. The constabulary informally monitors all vetting decisions to work out whether there is any disproportionality in decision-making, for example in respect of people from a black, Asian and minority ethnic background. But this is still in the early stages and so there isn't enough information to assess its effectiveness.

Cumbria Constabulary complies with most of the [Authorised Professional Practice](#) for vetting. But it does not complete Special Branch checks on some contractors who have only limited access to constabulary buildings, although we note that it does conduct some other security checks. During our inspection we reviewed the records of a sample of officers and teams in posts subject to enhanced vetting. All were vetted to the appropriate level and were well within date.

The constabulary has an effective mechanism for recording lessons learned and recommendations for improvement from other sources. Such recommendations come from serious case reviews, near-miss incidents and misconduct cases.

The constabulary incorporates this organisational learning into its improvement plan. Managers in the relevant business area are given specific actions to implement based on this. The business improvement unit monitors progress monthly.

The constabulary highlights this organisational learning in briefings, the intranet and the PASS (people we know, areas we work, standards of professional behaviour, systems we use) newsletter. Most officers and staff we spoke to during our inspection knew of the PASS newsletter. And they knew about the reinforcement of standards through the 'need to know' briefing section on the intranet.

Officers and staff showed a good understanding of the expected standards of behaviour and their responsibilities concerning business interests, notifiable associations and gifts and gratuities. We reviewed the PSD page on the intranet and found that it had information on most areas of conduct. We understand that the web page is being reviewed in line with the PSD action plan. It will be relaunched with additional information available, such as tackling abuse of position for a sexual purpose.

The constabulary meets its obligation to record and share intelligence so that the College of Policing can keep up-to-date lists of people who have been subject to gross misconduct or other serious disciplinary matters. It complies with its obligation to notify the College of Policing for the barred lists of people who have been dismissed or resigned while under investigation for gross misconduct.

### **Tackling corruption**

Cumbria Constabulary completes a strategic threat assessment for both corruption and wider PSD matters. It has a comprehensive control strategy which reflects this assessment and shows gaps in the constabulary's understanding of corruption risks. The control strategy describes the intelligence, prevention, enforcement and reassurance/support priorities. These documents are reviewed every six months. The constabulary should consider developing this process further to profile corrupt officers, corruptors and any corruption hotspot locations.

The constabulary makes good use of information it holds on its workforce. This includes information it receives on business interests, gifts and gratuities and notifiable associations. The constabulary is good at responding to initial notification and intelligence in these areas. But it does not currently routinely and proactively monitor compliance with any decisions or conditions imposed.

It uses early interventions appropriately, including ethical interviews to resolve concerns and debt management referrals in financial difficulty cases. But it could do more to evaluate the effectiveness of such interventions.

The constabulary has good capability for monitoring its IT systems where it suspects there may be improper use. But this is confined to responding reactively to intelligence received. It could make greater use of its monitoring software to actively look for corruption risks. It could regularly check that officers and staff that have reported notifiable associations are not misusing systems.

The constabulary has begun developing links with external agencies, such as adult social care and the local child safeguarding board. This is supported by an email group for dissemination of appropriate messages.

It holds corruption intelligence locally on a dedicated stand-alone system which was recently upgraded. We found this to be up to date, managed well and the data fully searchable. During the file review we found several cases where potential development opportunities were not pursued. In some cases, this may have been a recording problem, but this was not the case in all instances.

The counter-corruption unit is small, so the constabulary has limited capacity to use covert investigative techniques. But we found the staff in the unit were aware of relevant tactics. We examined one case where the constabulary used covert regional resources to conduct a proactive and intrusive investigation. Of the 31 cases reviewed, five needed referring to the [Independent Office for Police Conduct](#). All were referred appropriately. Four of the investigations reviewed needed referring to the local authority designated officer and this was completed in each case.

The constabulary is aware that it is reactive in its approach to counter-corruption at the moment. Although it does have the systems in place to be proactive, there are not enough staff within the counter-corruption unit to conduct proactive intelligence development. The PSD action plan includes a restructure of the department by revising processes, roles and responsibilities. Senior leaders have approved this and hope it will help to provide additional capacity.

Cumbria Constabulary is good at finding and tackling cases of abuse of position for a sexual purpose. It recognises this as serious corruption, and this is reflected in the constabulary's local corruption strategic threat assessment. The constabulary's response to the 2016 national recommendation plan on abuse of authority for sexual gain has been submitted.

The constabulary's business improvement unit has governance over the implementation of the plan. It is part of the constabulary improvement plan. The head of the PSD provides monthly updates, so the plan stays on track. Good progress is being made on all actions within the plan.

Further work is needed, particularly in respect of proactive work to identify corruption risks. The constabulary needs to continue to develop partners' awareness of abuse of position for a sexual purpose and provide information so any risks of this are identified quickly.

The constabulary offers effective material and briefings to raise awareness of the problem of abuse of position for a sexual purpose, including material on recognising the warning signs for supervisors and colleagues. The constabulary reports that over 1,200 officers and staff have attended PSD roadshow training events focusing on abuse of position for a sexual purpose and ethical behaviour. The chief constable has given a video briefing. And there has been a series of media campaigns.

Cumbria Constabulary conducted a benchmarking exercise to establish the levels of understanding of the workforce of abuse of position for a sexual purpose. After six months this had notably improved from 55 percent to 73 percent. During our inspection we spoke to officers and staff throughout the constabulary. All had a

good knowledge of abuse of position for a sexual purpose and could describe the warning signs. Most said that if they had any concerns they would speak to their line manager in the first instance. The inclusion of integrity-related matters in the 15-week strength-based conversation between line manager and individual is an encouraging development. This should improve further the constabulary's understanding of these matters. In future inspections we will examine how well the process is informing the constabulary's response.

The constabulary has links with external partners, including adult and children's services, charitable organisations and victim support services. Partnership events have raised awareness and encouraged the exchange of information and intelligence about abuse of position for a sexual purpose. The PSD action plan supports continued engagement, extending its reach to include agencies involved with sex workers and local gyms.

### **Treating the workforce fairly**



**Good**

This question was not subject to detailed 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.

### Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2017 population estimates. This was the most recent data available at the time of inspection.

## **Survey of police staff**

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 32 and 365. 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 January and 31 March 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Midlands Police and Greater Manchester 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 December 2018 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 inspection. So 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 30 September 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.
- 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 2018](#).

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

We took this data 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 2018/19 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 2018](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

## **Vetting data (workforce without up-to-date security clearance)**

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

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