

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Gloucestershire 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.

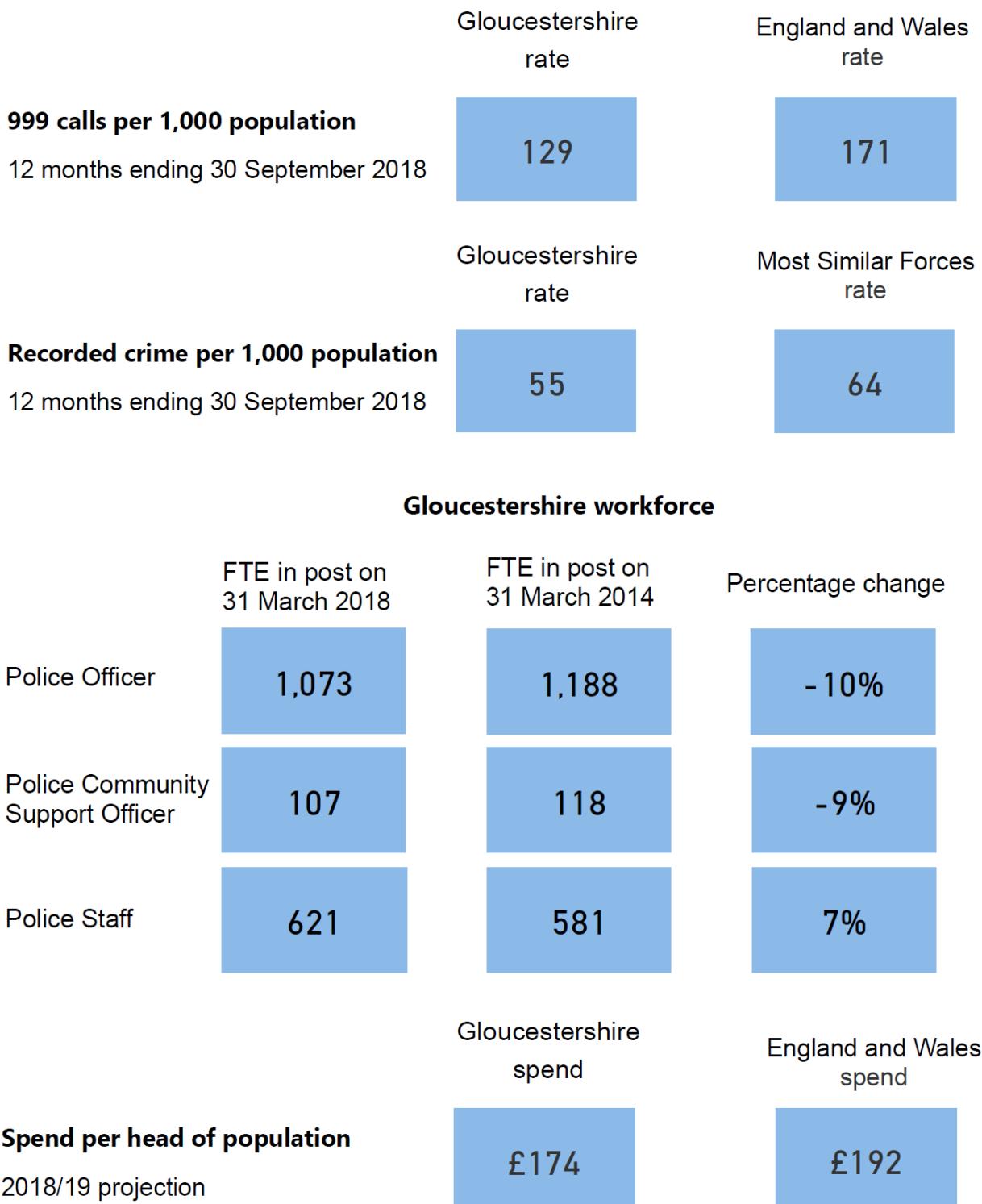
We consider the risk to the public in these areas important enough to inspect all forces every year.

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 Gloucestershire Constabulary against.

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

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

Force in context

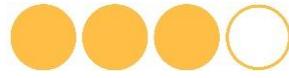


Overall summary

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



Legitimacy



Good

Last inspected

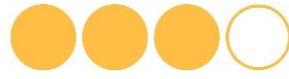
Fair treatment of the public



Good

2017

Ethical and lawful workforce behaviour



Good

2018/19

Fair treatment of the workforce



Good

2017

HM Inspector's observations

I am pleased with most aspects of Gloucestershire Constabulary's performance in keeping people safe and reducing crime. But it needs to improve in some areas to give a consistently good service.

The force is good at preventing and investigating most types of crime. It works effectively with partners to identify and protect vulnerable people. However, while the force has made progress in relation to serious and organised crime, it must do more to increase its understanding of it and target its resources where harm is most likely.

The force understands its demand well. It uses this information to develop financial and workforce plans for the future.

Senior leaders support the workforce. They encourage a culture of continuous learning and ethical behaviour.

Overall, I commend Gloucestershire Constabulary for the progress it has made over the past year. This gives a good foundation for continuing improvement in the year ahead.



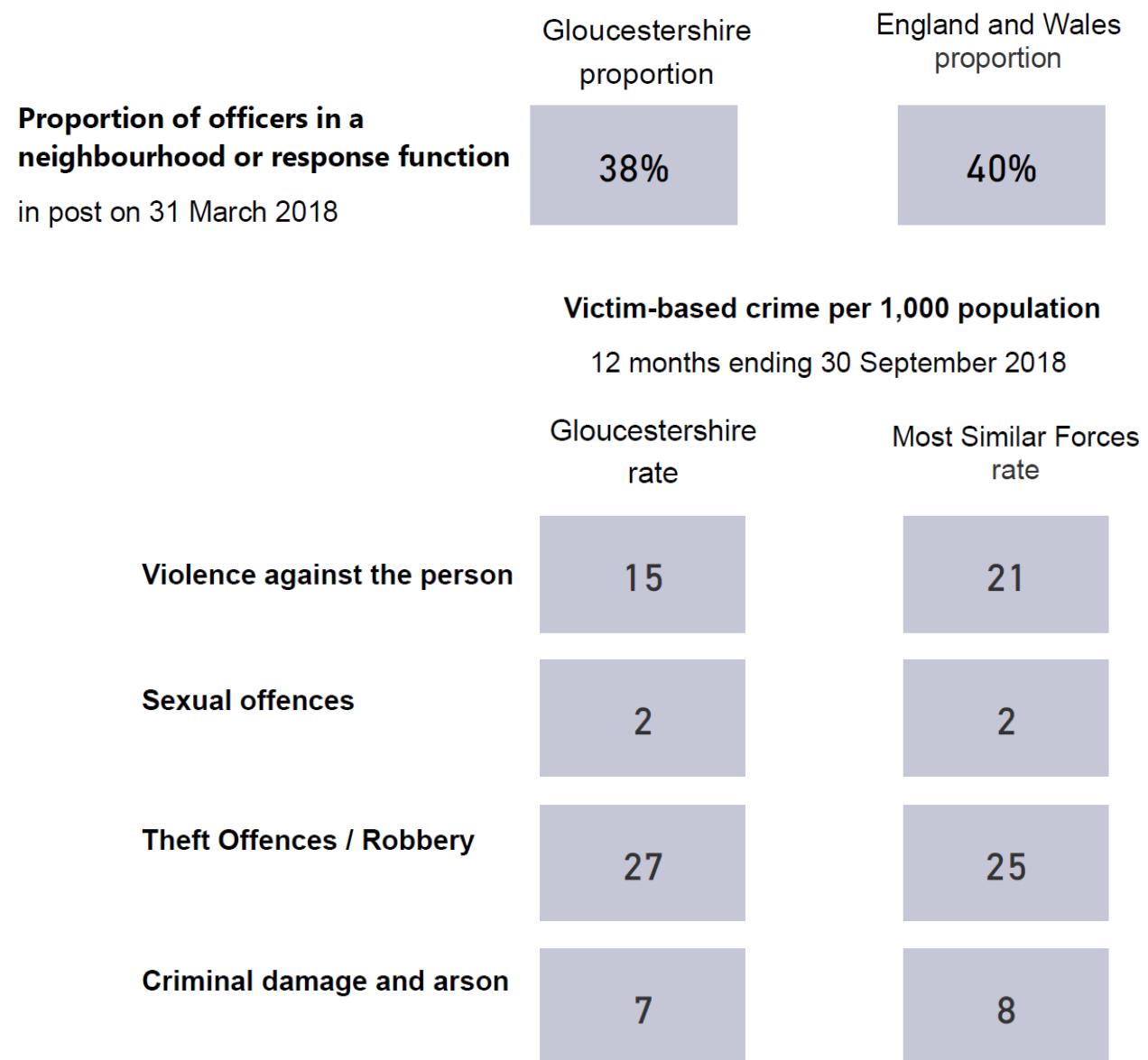
Wendy Williams

HM Inspector of Constabulary

Effectiveness

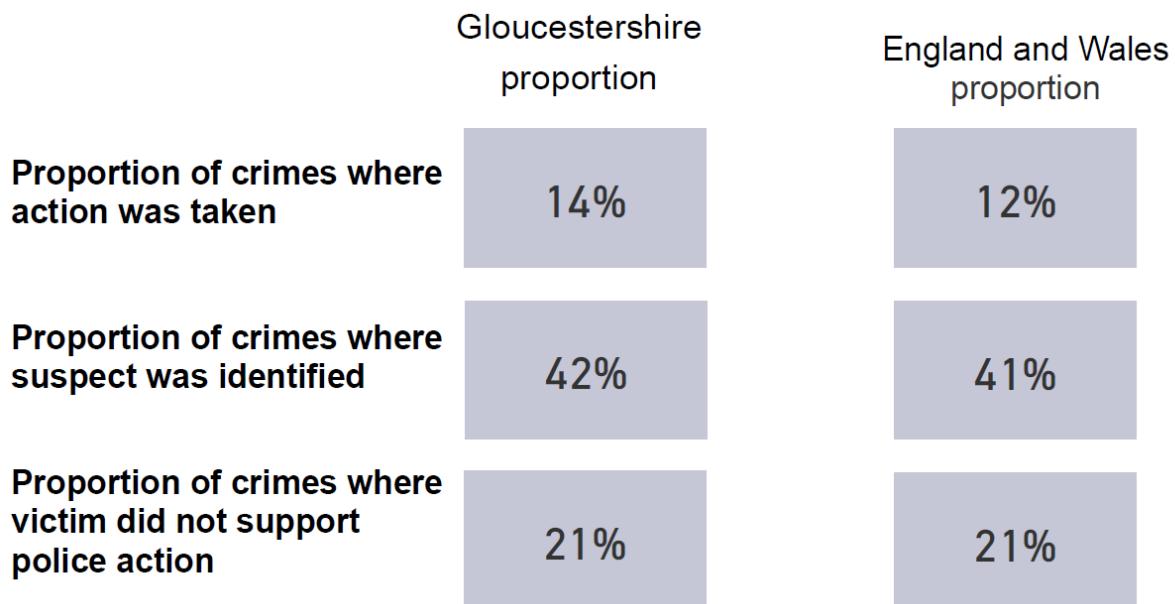


Force in context



Crime Outcomes

12 months ending 30 September 2018



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



Good

Summary

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

The force focuses on preventing crime, rather than just reacting to it. Police officers and police and community support officers (PCSOs) talk with the public to find out what they are worried about. They provide a good service to victims of crime.

The force is good at investigating crime and catching criminals. It needs to make sure that investigations by local teams receive regular supervision.

It protects vulnerable adults and children well. But there are some delays in referring vulnerable children to other agencies, such as social services. Delays in processing [Clare's Law](#) applications are unacceptable.

The force is good at managing registered sex offenders and violent offenders. It works well with the prison service to monitor offenders who have been released from prison.

Gloucestershire Constabulary needs to improve its understanding of the threat from serious and organised crime by collecting more information from other agencies.

The force continues to identify new organised crime groups. It has a good understanding of modern slavery and child sexual exploitation.

The force is working to identify vulnerable young people who might be tempted into serious crime. It aims to help them to avoid getting involved in crime.

Preventing crime and tackling anti-social behaviour



Good

Gloucestershire Constabulary provides the public with effective crime prevention services.

The force has a good understanding of its communities. Neighbourhood policing teams talk with local people at community meetings and events, and also on social media. These teams focus on local problems.

A community harm reduction team works on prevention and early intervention.

The force works closely with different agencies and communities to deal with problems. It has effective information-sharing arrangements with partner agencies.

Dedicated police community support officers work with communities that do not usually contact the police to identify their concerns.

Officers and staff have enough time, support and training to work effectively. They use a problem-solving model in their daily work.

The force uses powers and tactics to help it tackle crime and anti-social behaviour. These include community protection notices, civil injunctions and dispersal notices.

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

Prioritising crime prevention

Prevention is at the centre of Gloucestershire Constabulary's approach to reducing crime and keeping people safe. Force leaders have a clear concept of local policing which is well understood by the workforce. The force gives officers and staff the resources and support necessary to prevent crime. The neighbourhood policing model was introduced in January 2018 and provides the public with effective crime prevention services. Dedicated neighbourhood policing teams are made up of police officers and PCSOs. The force assigns them to communities, where they concentrate on local problems. Neighbourhood teams are proactive in their communities and focus on preventing crime and anti-social behaviour, rather than waiting for it to occur then reacting. The force has set up a dedicated community harm reduction team (CHRT) which concentrates solely on prevention and early intervention. The CHRT is responsible for developing the force's approach to reducing crime and anti-social behaviour in local communities.

The force gives officers and staff enough time, support and training to work effectively with communities. Training includes problem-solving methods, sessions which share the knowledge of what works, discussion forums and one-to-one meetings with supervisors which reinforce learning for officers and PCSOs. Fortnightly neighbourhood tasking and co-ordination meetings direct the work of cadets, special constables and other volunteers to ensure that they use their time effectively to solve local problems.

Protecting the public from crime

The force has a good understanding of its communities. It assesses threats effectively using information which comes from talking and listening to people in the community. This approach enables the force to understand where harm is most likely to occur. Neighbourhood policing teams (NPTs) engage with their communities at a variety of community meetings and events, as well as through social media. The force uses an app called 'Neighbourhood Alert' to communicate directly with the public by text, email or voicemail. The force uses this to give crime prevention advice to people who might not otherwise engage with the police. Using local [problem profiles](#), the force completes [management of risk in law enforcement](#) (MoRILE) processes to identify risks and harm. Dedicated PCSOs work with those communities which traditionally have less involvement with the police and identify emerging concerns. They have developed particularly strong relationships with rural, faith, transient, sex worker and eastern European communities.

The force has effective information-sharing arrangements with partner agencies at both county and local levels. Since our last inspection in 2017, the force has made considerable progress in agreeing a problem-solving and community-building approach with partner agencies. The force works closely with different agencies and communities to tackle problems. This collective approach tries to identify and deal with the underlying causes of crime and anti-social behaviour, rather than just reacting to the symptoms. The force has made a comprehensive evaluation of this approach in partnership with Gloucester City Council, the Barnwood Trust and the office of the [police and crime commissioner](#) (PCC). The results show positive effects on community safety and wellbeing, and increased trust and confidence in the police.

The force has developed a tool for its local policing teams which gives up-to-date information about crime hot spots, trends and vulnerable people who live in the community. This approach has improved the use of information and intelligence.

The force also works closely with a range of local community groups who receive money from the PCC's fund. This fund comprises 1 percent of the PCC's budget and gives financial help to charities and organisations which support vulnerable and disadvantaged people.

The force has continued to introduce the [OSARA](#) problem-solving model for use by all officers and staff. This model uses different steps based on outcomes, scanning, analysis, response and assessment. Most of the time, PCSOs and NPT officers lead the work. They have been trained to solve problems and the force gives them adequate time to work effectively with communities. We found good examples of problem solving and preventative tactics being used as part of the daily work of local officers. During our inspection, we reviewed several examples of long-term problem solving. The quality of the information recorded within the plans varied. Some plans were detailed, with good supervisory oversight and evidence of evaluation. Others lacked detail and did not adequately reflect the extent of continuing work to tackle problems. This means there is a risk that the force is not co-ordinating or evaluating work to address neighbourhood problems as effectively as it should. This contrasts with the use of analysis and evidence to inform problem-solving work at a force level, where we found that several projects had been thoroughly evaluated. These include the use of a mental health car to provide a

specialist response to incidents involving vulnerable people, vehicle crime reduction projects and community engagement work with partner agencies. The force has increased the capacity of its analysis and research team so that it can give extra support. The team handles more than 200 requests from within the organisation each month for research work and analytical support.

Alongside its problem-solving work, the force makes use of the powers and tactics which are available to help it to tackle crime and anti-social behaviour. During our inspection we noted evidence of the force using community protection notices, criminal behaviour orders, civil injunctions and dispersal notices.

Investigating crime



Good

Gloucestershire Constabulary gives clear instructions to officers and staff on how they should allocate crimes, and the level of investigative skill needed.

Most of the investigations we looked at were satisfactory. The force has changed its investigation teams so that they include people with the right training and experience.

An initial investigation team conducts telephone investigations. The force checks the risk allocated to telephone cases to make sure that they are investigated appropriately.

We saw examples of good handovers to investigators, which included results of initial enquiries.

Although it has made improvements, the force needs to do more to make sure that the standard of supervision is consistent throughout all teams. Supervision has a direct effect on the quality of each investigation.

The force provides victims of crime with a good service. We found that officers contact victims regularly and record this on crime files. But it does not have enough data to find out whether this contact meets victims' needs.

Gloucestershire Constabulary is good at catching criminals.

The force makes effective use of bail legislation to keep the public safe.

It reviews investigations effectively and examines outcome data to improve services to the public.

Area for improvement

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

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

Investigation quality

Most investigations conducted by Gloucestershire Constabulary are of a satisfactory quality. We reviewed a sample of 60 files and found that most of the investigations (55 out of 60) were conducted effectively, particularly in the more serious crime categories.

The force has restructured its investigation teams to create sufficient capacity and capability to cope with investigative demand. In 2017, we reported that the force was allocating some cases to officers within the local investigation teams who did not have the right skills or experience to investigate certain types of crime. Earlier this year, the force created local investigation teams to deal with low-harm crime in each of the six command areas. Each local investigation team has a trained detective sergeant and detective constable who work with uniformed colleagues. In addition to the detective sergeant, each team is led by a detective inspector. The force retains a central criminal investigation team (CID) to investigate more serious and complex crimes. CID officers have been trained to the [Professionalising Investigations Programme](#) (PIP) levels 2 and 3.

The force gives clear direction to staff on how they should allocate crimes, according to harm and crime type, and the level of investigative skill required. There are now sufficient numbers of skilled and experienced officers and staff to conduct investigations and investigators' caseloads are manageable. The force has introduced an initial investigation team to conduct telephone investigations. The force reviews and risk assesses all telephone cases to ensure that they are investigated appropriately. We reviewed cases investigated by this method and found that officers and staff handled them appropriately, passing them to local investigation teams when further enquiries were needed.

In most of the cases we looked at, officers attending crime scenes made the most of opportunities to gather evidence in the 'golden hour'. This is the hour immediately after a crime has been committed. If officers can gather evidence during this hour, they are much more likely to be able to gather significant evidence which may not be available when more time has elapsed.

We saw examples of comprehensive handovers to investigators which outlined the results of initial enquiries such as CCTV location, house-to-house calls and actions to find suspects. The force uses investigation plans and these range in complexity according to the type of crime which officers are investigating. Although most of the investigation plans included a summary of the case and a list of proposed work to be done, some lacked clear aims and objectives.

Since our last effectiveness inspection in 2017, the force has improved its supervisory oversight. In most of the cases that we reviewed during our inspection we found evidence of supervisory involvement. However, the quality of recording was inconsistent. In specialist units and the CID, recorded supervision was more intrusive and informative, and supervisors actively made direct enquiries. In the local investigation teams, the recording of supervision was generally less detailed.

Although the force has made improvements, it needs to do more to ensure that the standard of supervision is consistent across all teams because this has a direct bearing on the quality of each investigation.

The force provides victims of crime with a good service. We found that officers contact victims regularly and record this on crime files. However, investigators did not record the frequency and nature of the contact which they had agreed with victims. This means the force cannot analyse and evaluate whether the type and frequency of contact it provides meets victims' needs. The force has recently developed a plan to improve the quality of the service it provides to victims. This includes the introduction of victim contact agreements and other measures to improve the force's understanding of victims' experiences. Many of the force's investigators have been trained to conduct 'Achieving Best Evidence' interviews. This means it is more likely that appropriately trained staff will interview victims and witnesses. The force encourages its investigators to pursue prosecution in cases where the victim does not support action. The number of occasions where the force finalises such cases without a prosecution is in line with the rate for England and Wales. In our 2017 effectiveness report, we said that the force should take steps to understand the reasons why victims do not support police action in a high proportion of crimes it investigates. This year we found that the force has improved its understanding. Analytical work has been carried out to understand the reasons behind victim disengagement and the force crime registrar and the force crime management unit dip-sample crimes to ensure that outcomes are being recorded accurately.

Catching criminals

The force is good at catching criminals and resolving investigations. It has an effective process to manage people who fail to appear on police bail, people who are named as having committed a crime and suspects identified through forensic evidence. We found that the force manages enquiries to trace wanted suspects and offenders on the Police National Computer (PNC) effectively and officers prioritise their location and detention. Investigators have a good understanding of the need to make appropriate enquiries to try and trace offenders before circulating them on the PNC and they are competent in the process they use to circulate the details of wanted suspects and offenders. The force has a wanted and suspected persons (WASP) manager who maintains an overview of cases and gets regular updates from investigators to ensure that officers take appropriate action to trace offenders. Crime files remain open on the force crime-recording system while these enquiries continue, which enables the WASP manager and local line managers to hold investigating officers to account. These processes are effective and the force arrests offenders in a timely way. Officers regularly consult Immigration Enforcement to manage arrested foreign nationals and they work effectively with [ACRO](#) and Immigration Enforcement to obtain relevant information about overseas convictions. Protocols are in place with Immigration Enforcement to carry out checks and to review options for the removal or deportation of people who have committed serious crimes or who pose a threat to communities.

The force makes effective use of bail legislation and investigators use it to manage offenders robustly by imposing bail conditions in appropriate cases to keep the public safe; for example, to protect victims of domestic abuse. The force has a dedicated bail manager, who supports investigation units by giving advice and guidance. The bail

manager uses bail management software. This collects data from crime files, custody records and voluntary attendance suites to give direction and to promote good practice on the effective management of bail cases from initial bail to 28-day extensions and three-month court bail extensions. The bail manager has also collected examples of court applications that have received favourable feedback from local magistrates. The bail manager uses these to ensure that similar applications are of a consistent quality. Where suspects are released under investigation (RUI) from custody without bail, the custody officer risk-assesses each case. In each investigative team, RUI champions maintain an overview of bail management for their local teams. We determined that this has led to improvements in the management of RUI cases. The force is also designing a bail/RUI dashboard for officers and staff to complement these processes.

The force reviews investigations effectively and scrutinises outcome data to improve services to the public. For example, the force conducted a serious case review which led to improvements in officer training, in the quality of safeguarding referrals and in investigation standards.

We found that officers with responsibility for investigations have a good understanding of their disclosure obligations. Some of those we spoke to have had formal training. Crown Prosecution Service (CPS) lawyers have also given guidance to investigators. This ensures that investigators apply disclosure rules effectively when they compile criminal case files. The force has an effective process to ensure that investigators complete disclosure schedules to a good standard. Supervisors and the force's criminal justice department check the quality of the files before the force submits them to the CPS.

Protecting vulnerable people



Good

Gloucestershire Constabulary has a clear definition of vulnerability and a good strategy for protecting vulnerable people, which the workforce understands well.

Officers and staff use a tool to identify patterns of offending and the safeguarding measures needed to protect people who are at risk of harm.

The force is good at identifying vulnerable people when they first contact the police. Call handlers respond to calls quickly and use a structured risk-assessment process to make sure that they respond to incidents in a consistent way.

At incidents, officers complete a domestic abuse risk assessment for victims and other vulnerable people in the household. Delays are occurring when the force sends risk assessments to the multi-agency safeguarding hub (MASH) for review, which means some victims might not get the protection they need soon enough.

The force uses feedback from victims to improve the services it offers.

Gloucestershire Constabulary works with other agencies and exchanges information with them to support vulnerable people and meet the needs of victims.

The MASH team is not reviewing Clare's Law applications quickly enough. This could increase the risks to victims and their families. The force must deal with this problem as a matter of urgency.

The force is good at managing the risk posed by registered sex offenders. It uses preventative and ancillary orders to protect the public from dangerous and sexual offenders. It responds effectively when offenders break the rules of these orders.

Area for improvement

- The force should ensure that the capability and capacity of the MASH enables it to process referrals promptly and effectively; it should ensure this approach is sustainable for the long-term.

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

Understanding and identifying vulnerability

The force has a clear definition of vulnerability and an effective strategy for protecting vulnerable people. The force communicates its strategy and definition well and the workforce demonstrates a good understanding of the nature and scale of vulnerability. The force works closely with local authorities and other partner agencies to interpret data which helps it to understand where harm is concentrated and what types of exploitation exist in local communities.

The force has provided licensed [College of Policing](#) vulnerability training to all frontline and public-facing staff and supervisors, including police officers, PCSOs, detectives, call-handlers and reception staff. It has also invested in training and continued professional development (CPD) for officers in its public protection team. The force holds a CPD training event every six months. The public protection team also works with the local authority to run a four-day multi-agency vulnerability training course.

The force has arranged a joint workshop with 2gether NHS foundation trust. This was based on the College of Policing's guidelines on vulnerability, 'Looking Beyond the Obvious'. The workshop was designed to improve the knowledge which frontline officers, local investigation teams and staff from the force control room have about vulnerability. It explained the theory behind what makes people vulnerable and taught delegates about the agencies which can offer appropriate support to victims.

In our 2017 effectiveness inspection we found limited evidence of the use of analysis to understand any patterns in offending against vulnerable people. The force has since developed a 'dashboard' for officers and staff which gives up-to-date information on types of crime, repeat victims and vulnerable people within communities. It enables the force to identify patterns of offending and to implement safeguarding measures to protect people who are at risk of harm. The force has also introduced a monthly survey of victims of domestic abuse. It obtains feedback from 15 victims, including

those who choose not to pursue a prosecution. This has helped the force to learn from the experience of victims and to improve the services it offers.

We found that the force encourages officers and staff to use their professional curiosity to investigate and uncover vulnerability and hidden harm; for example, the trafficking of vulnerable people who are forced to work without being paid or made to work against their will. Officers and staff work well with partner organisations to take proactive steps to uncover ‘hidden’ harm. We found that the force has increased the number of staff in the child sexual exploitation team and has also introduced a multi-agency missing and child exploitation meeting to exchange information about victims and offenders. This helps to safeguard vulnerable people who might be at risk of exploitation.

Gloucestershire Constabulary is good at identifying vulnerable people at the point when they first contact the police. This includes the identification of repeat victims, victims of domestic abuse and people who have mental health conditions. Call handlers respond to calls quickly and follow a structured risk-assessment process to ensure that they respond to incidents in a consistent way. All call handlers have been trained in the national risk-assessment tool known as [THRIVE](#). In the sample of calls we listened to, we found that operators applied this method well. The force’s IT systems allow it to identify cases involving vulnerable people easily using markers, but the system does not identify repeat victims, including victims of domestic abuse, automatically. Instead, call handlers must search systems manually. We found that call handlers have a good understanding of the needs of vulnerable people who have mental health problems. The mental health crisis team can offer support and advice to make sure that callers receive the appropriate service. Officers and staff in the control room apply their training and show a good understanding of the importance of acting at once if necessary to protect people experiencing mental health problems.

We spoke to officers who respond to incidents. They said that they get regular updates from control room staff while on their way and these help them to be aware of the vulnerabilities and risks that might be present when they arrive at an incident.

When they attend incidents, officers and staff use a structured process to assess the risks presented to victims and to other vulnerable people in the household. Officers complete a domestic abuse risk-assessment process called the VIST (vulnerability identification screening tool) to ensure that they use opportunities to take early safeguarding action. This includes recording details of children who live in the household, irrespective whether or not they were present when the incident took place. Officers and staff clearly understand their responsibility to identify children and make referrals about them to other agencies for assessment and support. Staff at the MASH review risk assessments every day to check that an assessment of risk is appropriate. However, we found that delays sometimes occur when the force sends VIST risk assessments to the MASH for review. The force is aware of this problem and is taking steps to resolve it. There is a risk that some victims do not get the protection they need within the necessary timeframe. This is worrying, and we will continue to monitor progress until the problems are resolved.

The force’s domestic abuse and safeguarding team makes appropriate use of legal powers to protect victims of domestic abuse when victims need enhanced safeguarding, or when victims need additional measures such as [domestic violence](#)

protection notices (DVPNs) and domestic violence protection orders (DVPOs). In the 12 months to 31 March 2018, the force applied for 19 DVPOs. The courts approved all of these, and offenders breached seven of the DVPOs. In the same period, the courts approved 20 applications for DVPNs, none of which were breached.

Responding to incidents

The force responds to incidents involving vulnerable people promptly to keep them safe. During our visit to the force control room calls were answered efficiently. Call handlers apply their training and use THRIVE well. They now spend more time accurately identifying the needs of each caller to make sure that they assess risks fully. To ensure that the control room maintains call-handling performance at times when there are a lot of incoming calls, multi-skilled staff move flexibly between different roles. We found that officers attend incidents appropriately and that they reassess risks when they receive more information. Call handlers offer interim safeguarding advice to callers over the phone to reduce the risk of further harm. The force monitors deployment targets daily and produces a performance report which includes updates on incidents and examples of good work.

Officers are good at identifying risks to victims and consistently identify risks to other vulnerable people in households, such as children. Officers complete VIST risk assessments and forward them to the MASH, which reviews them. Response officers attend bi-monthly development days where they receive updates on important operational themes relating to vulnerability. These updates include domestic abuse, mental health, stalking and harassment. These events give officers an opportunity to share learning and identify how they can improve the quality of service which the force provides to vulnerable people.

Gloucestershire Constabulary has one MASH for the county. The force works with a range of partner agencies, including education, probation, health and children's services to ensure that safeguarding arrangements are in place for vulnerable people. However, we were concerned to find delays in the processing of VIST referrals made to the MASH. Every day, the force reviews all domestic abuse incidents to assess risks and to put urgent safeguarding actions in place. However, officers and staff might not have the most up-to-date information on either risk or victim needs.

The force is aware of the problems and is taking steps to resolve them. Solutions include the relocation of the MASH premises, which are shared with the local authority, and changes to existing structures and processes. The commissioning of a new IT solution should enable officers and staff to put VIST forms directly onto the force's records management system.

The force has a mental health triage process. Officers, staff and other agencies told us that this helps everyone. The force has introduced a mental health triage car in partnership with the 2gether NHS foundation trust. This is a response car which is staffed by a mental health nurse and a police officer. The officer and the nurse can give advice to staff in the contact centre; they also attend incidents where mental ill-health might be a contributing factor. The mental health triage car is only available between Tuesday and Thursday each week, from midday to 10.00pm. Outside these hours, officers must contact practitioners who can then give advice about mental health. Frontline officers and staff have a good knowledge of mental

health conditions and joint training with mental health partners takes place regularly. Evaluation of the triage facility shows that officers have an improved awareness of what they can do to help people experiencing mental health problems. The force reports that over the last 12 months there has been a 20 percent reduction in the number of people officers have detained under [section 136 of the Mental Health Act](#). Improvements in the force's methods of identifying people who dial 999 repeatedly has meant that the force and the health services can intervene earlier at times of crisis.

The force is effective at protecting victims of domestic abuse and it prioritises attendance at these incidents. In the 12 months to 31 March 2018, officers attended 80 percent of domestic abuse incidents as an emergency or priority call. Our inspection found that the force does not generally deal with domestic abuse victims over the telephone.

Gloucestershire Constabulary made 42 arrests for domestic abuse per 100 domestic abuse-related offences in the 12 months to 31 March 2018. It could not provide specific data about the use of [voluntary attendance](#) in domestic abuse investigations.

The force has effective, well-developed relationships with external partner organisations such as the 2gether NHS foundation trust and local authorities. These enable it to support vulnerable people and address the needs of victims. The force has established processes which enable it to analyse data and exchange information about vulnerable people with other safeguarding agencies. This exchange of information takes place at different contact points including the MASH, in mental health triage, and through the vulnerability single points of contact based in local policing teams.

Supporting vulnerable victims

Neighbourhood teams are involved in the continuing safeguarding of vulnerable victims, including children who are at risk of sexual exploitation, people with mental health conditions and repeat victims of domestic abuse. The force has introduced single points of contact in each local policing area to support victim care, interventions and crime prevention for vulnerable people.

Force data indicated that the numbers of 'right to know' and 'right to ask' ([Clare's Law](#)) applications are increasing. In the 12 months to 31 March 2018 there were 105 applications to the 'right to know' scheme and the force made 26 disclosures. There were also 56 applications to the 'right to ask' scheme and the force made 19 disclosures. All domestic violence disclosure scheme applications are received in the MASH. The MASH team carries out initial research and sends the information to the domestic abuse safeguarding team to review the risk. We have previously referred to problems in the MASH. These problems include a backlog of Clare's Law applications. The MASH team has not met the target time for completing 25 of these. The MASH team should respond to a request for information within 35 days (five weeks). We found an application that was six weeks old. These delays are unacceptable and could increase the risks which offenders pose to potential victims and their families. The force must address this problem as a matter of urgency.

Multi-agency risk assessment conference (MARAC) processes in Gloucestershire are effective. The force and other agencies work together to produce plans which will support victims; every victim has a plan which takes their specific needs into account. The force assesses all domestic abuse incidents and exchanges information with relevant agencies. If the force has completed all appropriate safeguarding work, then the case will not be discussed at a MARAC. Instead, the force updates every agency with details of the safety plans and the actions which have been agreed. If any agency disagrees and feels that a case should be discussed at a MARAC, they can challenge the decision. This means that the force protects victims without the delays that can sometimes occur in waiting for the next MARAC to take place.

The force regularly seeks and uses feedback from vulnerable victims and other users so that it can improve its services. In our 2017 effectiveness report we said that the force should improve its processes for obtaining feedback from the victims of domestic abuse, including those who do not support police action. The force now conducts surveys of domestic abuse victims, whether or not the victim supports a prosecution. This involves a survey of 15 domestic abuse victims each month. The continuous improvement team administers this survey and sends feedback directly to the supervisors of the officers involved in each case. The force encourages supervisors to make use of this feedback in one-to-one meetings to ensure that officers strive to improve the service they provide.

The force manages the risk posed by registered sex offenders (RSOs) effectively. In our 2017 effectiveness report we said this was an area for improvement, and the force has responded positively. The number of resources allocated to the management of sexual and violent offenders has been increased and this has improved the capacity of the unit. The additional resources have reduced the backlog of visits pending for high and medium-risk registered sex offenders. At the time of the inspection there was a backlog of 43 visits to medium and low-risk registered sex offenders. The force makes risk assessments on these offenders using the nationally recognised active risk management (ARMS) model and involves external agencies in the process. We noted that the application of national guidance has improved the accuracy of risk assessments, enabling the force to manage low-risk offenders in a more proportionate way and allowing it to pay greater attention to high-risk offenders. The force is proactive in its approach to identifying those who share indecent images of children online. The indecent images unit is adequately resourced. Several organisations, including the National Crime Agency (NCA), make referrals to the force. The force uses specialist software which allows it to identify potential offenders; data supplied by the force shows it has achieved a high conviction rate (99 percent) from cases where an offender has been charged.

The force routinely uses preventative and additional or ancillary orders to protect the public from dangerous and sexual offenders. The force reports 48 sexual harm prevention orders were issued in the year to 31 March 2018, four of which were breached. The force responds effectively when such breaches occur. During our visits to local stations we saw evidence that neighbourhood policing teams are fully aware of the RSOs living in their local areas and are actively working to supervise them to reduce the risk to the public.

Tackling serious and organised crime



Requires improvement

Gloucestershire Constabulary has made progress in understanding the threat posed by serious and organised crime. But its local profile still does not include enough data from other agencies. It needs to do more to increase its understanding and to use its resources where harm is most likely to occur.

The force has identified five priority areas: child sexual exploitation, ‘sextortion’, dangerous drug networks, domestic abuse and human trafficking.

Neighbourhood officers are encouraged to identify crime groups operating in their local areas and to submit intelligence reports about them.

The force expects that the demand from cyber-related and cyber-dependent crime will continue to increase, so it is investing in workforce training and new technology.

Gloucestershire Constabulary is working with other agencies to identify people who might get involved in serious and organised crime, including gang-related crime.

It is improving its approach to disrupting and investigating serious and organised crime.

The force has made progress in recording and evaluating serious and organised crime disruption work. It has used independent reviews to obtain feedback. It also evaluates local operations to highlight good practice and ‘lessons learned’.

Gloucestershire Constabulary’s approach to tackling criminal finances within serious and organised crime is not effective. But it has recently appointed an economic crime lead for serious and organised crime so that officers investigating organised crime groups can get expert help.

Areas for improvement

- The force should further develop its serious and organised crime local profile to enhance its understanding of the threat posed by this criminality and to inform activity with partner organisations to reduce the threat.
- The force should ensure that lead responsible officers maintain up-to-date management plans for all active organised crime groups as part of a long-term, multi-agency approach to dismantling these groups, taking a balanced approach across the ‘4P’ framework which should have a consistently good knowledge of available tactics.

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

Understanding threats

Although Gloucestershire Constabulary has continued to make progress, its understanding of the threat posed by serious and organised crime requires improvement. In our 2017 effectiveness report, we stated that the force should develop its [serious and organised crime local profile](#) in conjunction with partner organisations. However, its local profile still doesn't include sufficient partnership data to enable it to fully understand the threat which serious organised crime poses in the county. The force is working with its partners to tackle this and has organised joint events to increase the understanding of the harmful effects that organised crime has on local communities.

The force uses structured methods to assess threats and to prioritise resources and work, including MoRiLE and thematic profiles. It has identified five thematic areas as a priority:

- child sexual exploitation;
- 'sexortion' (using sexual images as a means of coercion);
- [county lines](#);
- domestic abuse; and
- human trafficking.

These thematic areas acknowledge local, regional and national concerns. The force continues to identify new organised crime groups (OCGs). Neighbourhood officers are encouraged to identify crime groups operating in their local areas and to submit intelligence reports about them. Emerging threats include organised child sexual exploitation, modern slavery and cyber-crime. The force reviews these themes at a monthly threat assessment meeting. Specialist analysts and researchers attend these meetings and collate intelligence and information to inform the risk-assessment process.

The force has restructured its neighbourhood teams and local inspectors now act as [lead responsible officers](#) (LROs) for the OCGs in their areas. The force prioritises vulnerability when identifying threats and risks to the public. This is reflected in the current operational priorities, which acknowledge the clear link between the criminal exploitation of vulnerable people, serious organised crime and public protection. The force takes proactive steps to identify organised criminal activity and to spot the developing signs of serious organised crime at the earliest opportunity. It expects that the demand from cyber-related and cyber-dependent crime will continue to increase so it is investing in workforce training and new technology now to be able to respond to the emerging threat.

The force's intelligence team actively monitors and evaluates information about different threats and crime types. The team prioritises these using an established tasking process. However, the force acknowledges that there are gaps in the intelligence it holds on child sexual exploitation and modern slavery. There is limited partnership data available to address these gaps. The force needs to do more to increase its understanding of serious and organised crime and to prioritise the use of its resources where harm is most likely to occur.

The force shares intelligence well with the [regional organised crime unit](#) and the NCA. Over the last 12 months it has been working with the south west regional organised crime unit and the newly formed regional organised crime threat assessment team. Working together, they have introduced a new [OCG mapping](#) process, using the MoRILE matrix, enabling them to make risk assessments for OCGs, priority offenders and vulnerable locations. The force currently has 20 mapped OCGs, which equates to 32 OCGs per million population and is line with the England and Wales rate. During inspection fieldwork nine mapped OCGs were identified as county lines. Once the force has identified OCGs, it then maps and reviews them regularly in accordance with national guidance. The majority of the 20 mapped OCGs are linked to the illegal supply of drugs. Many of these OCGs are also involved in other serious criminal activity associated with violence, exploitation, money laundering and serious theft, robbery and burglary. The force assesses if street gangs exist, but as yet there has not been enough evidence to map them or call them an [urban street gang](#).

Serious and organised crime prevention

Gloucestershire Constabulary is proactive in identifying people who might be vulnerable to being drawn into serious and organised crime, including gang-related crime. There is a variety of well-established, force-wide diversion programmes including the Great Expectations and Aston projects which work with young people to divert them from crime. The diversion programmes are recognised by the Home Office and as best practice nationally. The force has started a programme to raise awareness throughout the workforce of the effects of adverse child experiences on people's behaviour.

Effective arrangements are in place with partner agencies to identify vulnerable young people and divert them from becoming involved in gang activity or organised crime. For example, during an investigation into an OCG in Gloucester, officers identified 32 vulnerable young people who were being exploited by gangs, and who were trafficking drugs. Officers worked alongside partner agencies to talk to the young people and their families and to put protective measures in place. These measures included the use of 11 gang injunctions. The work has led to a large reduction in offending among the young people involved.

The force also works effectively with the regional organised crime unit and the prison service to ensure that it monitors OCG members who are serving prison sentences. The force tells local policing teams about potentially harmful offenders before these offenders are released from prison. The management of lifetime offenders has recently moved to the [integrated offender management](#) (IOM) team so that the force can manage offenders more effectively in communities. At the time of our inspection, the force was still in the early stages of developing the governance and structure of the IOM team so we couldn't evaluate its effectiveness. The force currently has 18 serious crime prevention orders (SCPOs) in place. The IOM team manages these and records activity on the [ViSOR database](#). Each SCPO in the county has been assigned to an intelligence officer who works collaboratively with the LROs and the neighbourhood policing team to monitor compliance and to support the use of disruption tactics.

Disruption and investigation

Gloucestershire Constabulary is taking steps to improve its approach to disrupting and investigating serious and organised crime. The force manages its response to serious organised crime through the strategic tasking review meeting and the service delivery board. The assistant chief constable chairs both meetings. They oversee the monthly tasking meetings which allocate resources to emerging and existing threats. The force has recently re-introduced and restructured an OCG management meeting to provide guidance and tactical advice to LROs on subjects such as ways to tackle county lines. The lack of meetings over the last ten months has limited the force's ability to review work to ensure that it is making adequate progress in tackling serious organised crime.

We found that the force has improved its use of the [4P](#) structure (pursue, prevent, protect and prepare). However, only nine of the 20 mapped OCGs have a 4P plan in place. This is an improvement on 2017, but the force's adoption of these plans needs to be more consistent to ensure that work is fully effective.

The force has a strong and well-established relationship with the regional organised crime unit and we saw recent examples of joint work to disrupt serious organised crime. LROs have been trained to use the full range of techniques available to disrupt OCGs. We found examples of the force using neighbourhood policing teams to disrupt OCGs.

Over the last 12 months the force has made progress in recording and evaluating serious and organised crime disruption work. The force has used independent reviews to obtain feedback. These include a peer support review (August 2017) and a county lines locality review conducted by the violence and vulnerability unit (March 2018). The growth of its evidence base means that the force is now in a better position to evaluate the effectiveness of its disruption operations. The force also evaluates local operations to highlight good practice and lessons learned. For example, Operation Argo targeted an OCG involved in drug supply and other serious offending in Gloucester. It resulted in the arrests of OCG members, the seizure of class A drugs and the closure of three properties using closure orders. The force evaluated the operation and its effect on the local community then publicised the outcomes to promote public awareness.

The force currently has an ineffective approach to tackling criminal finances within serious organised crime. It has a small fraud investigation team and members have been given enhanced training to help them investigate the most complex and serious cases of fraud and disrupt and dismantle OCGs. Members of the fraud team support investigators who have less expertise. Cases are allocated using professional judgment on a case-by-case basis to ensure that team members use their time effectively, but it is not possible to manage financial investigations in all mapped OCGs. The force has identified this problem and has recently appointed an economic crime lead for serious organised crime to ensure that officers who investigate OCGs have sufficient access to expertise.

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

Currently, Gloucestershire Constabulary operates joint arrangements with Avon and Somerset Constabulary and Wiltshire Police to provide armed policing. The force has an adequate understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The force publishes its APSTRA every year, and the APSTRA 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 which armed officers perform. Officers trained to an [armed response vehicle](#) (ARV) standard attend most armed incidents in Gloucestershire Constabulary's area. However, incidents sometimes occur which require the skills and specialist capabilities of more highly trained officers.

We found that Gloucestershire Constabulary, Avon and Somerset Constabulary and Wiltshire Police have good joint arrangements in place to mobilise specialist officers should these forces need them. Gloucestershire Constabulary therefore has sufficient specialist capabilities if it should need them.

Working with others

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists are not constrained by county boundaries. Therefore, 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 current arrangements in place with Avon and Somerset Constabulary and Wiltshire Police mean that Gloucestershire Constabulary can call on additional ARV or specialist capabilities if it should need them. This 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 Gloucestershire Constabulary are trained in tactics relevant to recent terrorist attacks. Gloucestershire Constabulary also has an important role in designing training exercises with other organisations which simulate these types of attack. We found that the force reviews training exercises carefully so that it can identify learning points and make improvements for the future.

We found that Gloucestershire Constabulary regularly debriefs incidents attended by armed officers and best practice is identified locally. However, it does not always share best practice and areas for improvement with other forces. We recommend that the force reviews operational debriefing procedures to address this. It is important that it does not overlook opportunities to improve performance.

Since our inspection, the three forces have agreed to end the joint working arrangements effective from 1 April 2019. Current ways of working mean that standards of training, armed deployments and the management of armed operations are the same in all three forces. Ending the current arrangements may undermine this position. In particular we have concerns about:

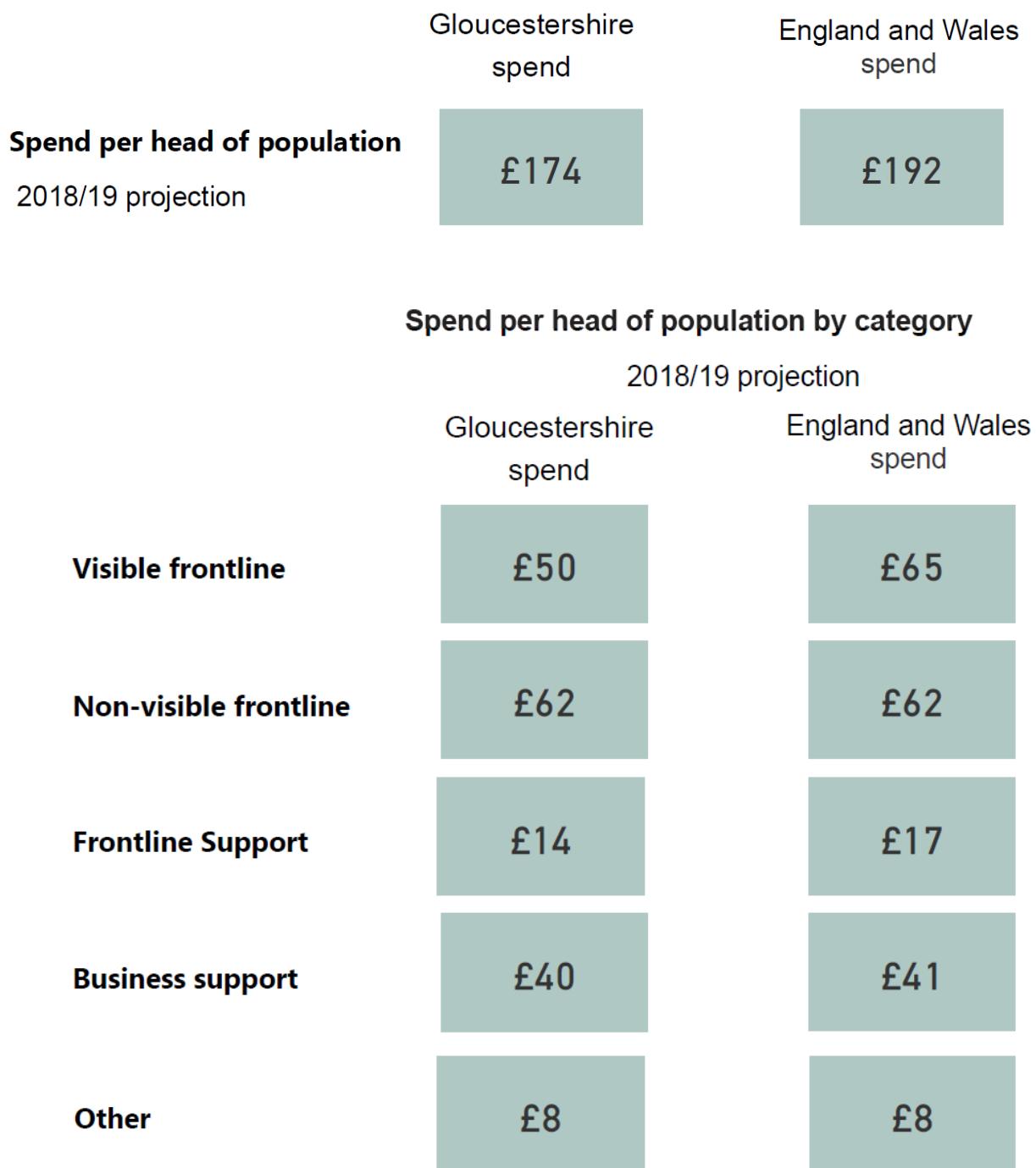
- the development of isolated practices and procedures which other forces in the region do not recognise; and
- the possibility that armed officers in the three forces will not be able to work together as effectively in the future.

We recognise however that there are plans in place for the three forces to continue to train together. We will track these developments carefully to check that the force maintains standards and that public safety is not adversely affected.

Efficiency



Force in context



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



Good

Summary

Gloucestershire Constabulary is efficient in the way it operates and its services are sustainable.

The force is good at working out what demand for its services might be like in future. It uses police data for this, but it would be better if it also used data from other agencies.

It has enough skilled and experienced people and the financial resources to meet current and future demand.

The force has invested in the skills and equipment it needs to protect the public from cyber-crime. It has invested in IT.

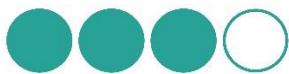
Frontline officers and staff use mobile working. Officers and staff like the technology and say that it is efficient.

The force has recruited specialist staff so that it can digitise as many of its services as possible.

It has made £33m of savings since 2011 and has invested in priority areas. The [medium-term financial plan](#) has a good balance between savings and investment in important areas. It has identified savings which will balance the 2018–19 budget without using its [reserves](#).

The force's future plans are realistic. It understands how increased demand can affect an organisation.

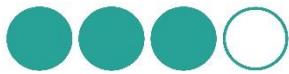
Meeting current demands and using resources



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

Gloucestershire Constabulary is good at planning for the future. It assesses what skills and tools it needs. It has a good ICT strategy to help address future demands.

The force has a good understanding of public expectations. It works well with local communities and carries out surveys to find out about the experiences and opinions of local people. The force uses feedback to improve its services.

Gloucestershire Constabulary is good at managing its many priorities, using its understanding of future demand and changing public expectations. Its change plans focus on making sure it can meet the needs of the public.

It has recruited people who have the specialist skills needed for digitalisation. It has worked hard to improve the diversity of the workforce by recruiting from outside the police service.

The force's medium-term financial plan balances making savings with investing in priority areas.

It recognises that workforce development and holding on to specialist skills are important. It has a good plan that focuses on supportive leadership and wellbeing. Leadership training for officers and staff includes a talent management scheme to help people to reach their full potential.

The force is planning to develop a greater understanding of where it needs to improve workforce capabilities to meet future demand. Its plans for the future are realistic.

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

Assessing future demand for services

Gloucestershire Constabulary is effective in assessing future demand for its services and has made extensive use of consultants to help with this process. Current work on demand is predominantly informed by police data and could be improved by using information from other agencies. We are pleased to note that the force has developed an in-depth understanding of some types of 'hidden crime', such as modern slavery and child sexual exploitation.

The force uses three years of data as the basis for demand planning and aims to adjust its resources accordingly. It has done work to predict the skills and capabilities which it needs now and in the future. It is well placed in terms of resilience, capability and capacity to meet existing demand effectively and to prepare for future challenges. The force is responding to the growing effect that cyber and digital crime is having on its communities. Its demand analysis predicts growth in the number of victims of digital crime and it has invested in the skills it needs to protect the public from harm.

The force has a clear vision and a realistic ICT strategy through which to address future demands. The force ICT lead is a member of the senior executive team which enables the lead to identify where ICT opportunities can improve productivity or efficiency. The frontline members of the workforce use mobile technology and speak positively about the quality of equipment they have been given. They see this functionality as a major contributor to efficient working.

Understanding public expectations

The force has a good understanding of public expectations and is committed to finding out about the experiences and opinions of local people. The force engages well with communities. Examples include the intensive survey work it has carried out to assess the effect of 'strength-based policing' in deprived neighbourhoods. All PCSOs have received intensive engagement training and those working in neighbourhood and community harm reduction teams work with partners to identify hidden harm and intervene. This gives a good insight into how the force, working in partnership with other organisations, can improve the lives of local people. For example, the force has collaborated with the Gloucestershire Association of Refugees and Asylum Seekers, the Syrian community, unaccompanied children to the UK and foster parents to support minority communities. The force and its partners have run face-to-face sessions to teach people how to avoid internet criminality. It has also provided cyber-crime prevention advice through live webcasts.

Although no longer a Home Office requirement, the force still runs frequent user satisfaction surveys and local community surveys. It also surveys the victims of domestic abuse. The force can describe how it uses feedback to improve its services. Examples include sensitive call-handling to reassure domestic abuse victims and feedback to investigators about the experiences of victims. Community surveys give the force an insight into levels of confidence, cohesion and wellbeing. These surveys have identified the anti-social use of motorbikes and drugs as local problems. We have also seen how the force prioritises the PCC's objectives on projects designed to tackle bad and illegal driving.

Communication plans are ambitious, and the force shapes them to reflect the changing use of the web and social media as methods of talking to the public. The communications and engagement team works alongside the force control room to develop streamlined digital contact through online forms, webchat and social media. At present, most online contact is by email, which is inefficient. Often the force must ask for more information from members of the public who have sent emails.

Prioritising

The force manages numerous and competing priorities effectively. Its priorities are informed by its understanding of both future demand and changing public expectations. The priorities in the police and crime plan for 2018–21 are consistent with recent structural changes which the force has made, aligning policing to local public and partner needs. The force has costed these over the medium term and has prepared its change plans to meet public need. The deputy chief constable chairs a meeting that co-ordinates all change projects to ensure that they meet these needs.

The working ethos of Gloucestershire Constabulary is to ‘localise and digitalise’. The force has restructured its operating model into one which is based on local policing. This is supported by local investigation teams, centralised CID, public protection services and specialist major crime teams, well equipped to meet future demand. Gloucestershire Constabulary has made £33m of savings since 2011 and has used its funds to invest in priority areas. The force’s medium-term financial plan produces savings of about £1m each year, with additional funds raised through precept increases invested in priority areas.

The intended use of the force’s reserves represents a good balance between the general reserve, which is held to cover uncertainty over future funding and a contingency for major incidents, and investment in planned infrastructure upgrades. This supports the force’s ambitions well. The estates strategy supports the ‘localise’ feature of the force’s ambition. ‘Digitalise’ is supported by £5m of reserves funding which includes the next generation of mobile devices and [body-worn video](#) cameras.

Future workforce

The force uses volunteers productively. Over the last two years it has recruited 65 police support volunteers who work in areas such as rural crime prevention and [digital crime](#). A Crown Prosecutor has volunteered to train officers so that they can improve file quality.

The force has worked innovatively to recruit specialists; it pays competitive wages for certain posts and works with both the British Computer Society and the Chartered Institute of IT to establish a competitive salary for ICT contractors. This has helped to recruit people who have the specialist skills needed for digitalisation, including ICT security, and a public-sector installation expert. These new recruitment methods have enabled the force to become an organisation that people want to work for. In turn, those new recruits support its vision of digitalisation.

To address the imbalance in black, Asian and minority ethnic (BAME) representation in the workforce, the force has put recruitment ambassadors into neighbourhood policing teams to promote policing as a career opportunity. The force supports

candidates well through the recruitment process and offers a mentor to each BAME recruit.

The force supports [fast track](#) and [direct entry](#) candidates and has made considerable efforts to improve the diversity of the workforce through external advertising and recruitment. It has used social media to target communities which are under-represented in its workforce. Messages include positive statements about the force's recruitment policies and encouragement to apply for jobs. The force has had two candidates on the direct entry programme and now has two candidates on the College of Policing's fast track programme for officers who are identified for progression to the rank of superintendent.

Finance plans

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.

The force's medium-term financial plan strikes a good balance between required savings and investment in priority areas such as neighbourhood policing, public protection, estates and ICT reform. Assumptions about future funding settlements are cautious. The force's proven record of savings since the beginning of austerity brings certainty to its financial position. There is a clear link between the PCC's plan, the force's medium-term financial plan and workforce planning. The force has identified savings to balance the budget for 2018/19 without using its reserves.

Leadership and workforce development

The force recognises the need to develop its workforce and retain specialist skills. It has set out a clear plan which concentrates on supportive leadership and wellbeing. A 12-month programme of work began in July 2018. The chief constable chairs a steering group which guides and monitors this plan. The supportive leadership and wellbeing activity group implements the plan. The group is made up of 25 staff volunteers who do this work in addition to their day jobs.

The force has recently established a programme to identify its most talented staff and to offer them career pathways. It has implemented and evaluated a trial leadership course. Officers said that when they returned to work after they had completed that course, they were able to use the new skills that they had learned. As a result, this course is now being extended throughout the force and is publicised widely. Many people we spoke to during the inspection had either already been on the course or were planning to take part. All leaders within the force, both

officers and staff, are expected to take part in a leadership development programme to ensure that they have the right skills for the future.

The force gives officers and staff the opportunity to complete academic studies relevant to their roles, for example a master's degree for collision investigators, or support to complete their accreditation for Chartered Management Institute certificates.

Ambition to improve

The force's plans for the future are realistic. If the force implements these successfully, it should improve the service it provides to the public. The force identifies savings plans every year through the planning process and makes good use of benchmarking information, including identifying the benefits achieved from new technology. The force is planning to develop a greater understanding of where it needs to enhance workforce capabilities to meet future demand. For example, this year the budget for 2018/19 has increased by £1.7m, principally for neighbourhood policing and child protection. The plans are built on sound assumptions and resources are in place to achieve change to improve performance and meet public expectations.

The force understands how increased demand, financial constraints, and reduced resources affect other organisations. It has shown that it can improve efficiency and develop effective ways of managing demand. For example, the force has made a thorough evaluation of its joint working arrangements with the mental health crisis team. This has reduced the number of mental health detentions and has produced better outcomes for people who live with poor mental health.

Gloucestershire Constabulary has made considerable efforts to understand what its workforce needs to be digitally competent and capable. In collaboration with Durham Constabulary and Essex Police, the force is running a comprehensive digital transformation pilot scheme to develop a local operating reference model. The project's purpose is to make digital investigations and intelligence methods part of day-to-day policing. It aims to ensure all that officers and staff have access to the latest digital capabilities, including the ability to examine digital devices, such as smartphones, for evidence.

The force has established several collaborations with neighbouring forces. These collaborations include work on serious organised crime, major crime, and counter-terrorism services. The force has recently withdrawn from the tri-force (Gloucestershire, Avon and Somerset, Wiltshire) collaboration (dog section, roads policing and firearms) and will now provide these services on its own. The regional firearms training centre will continue to provide training services but will need to adapt to ensure that it meets the individual requirements of all three forces.

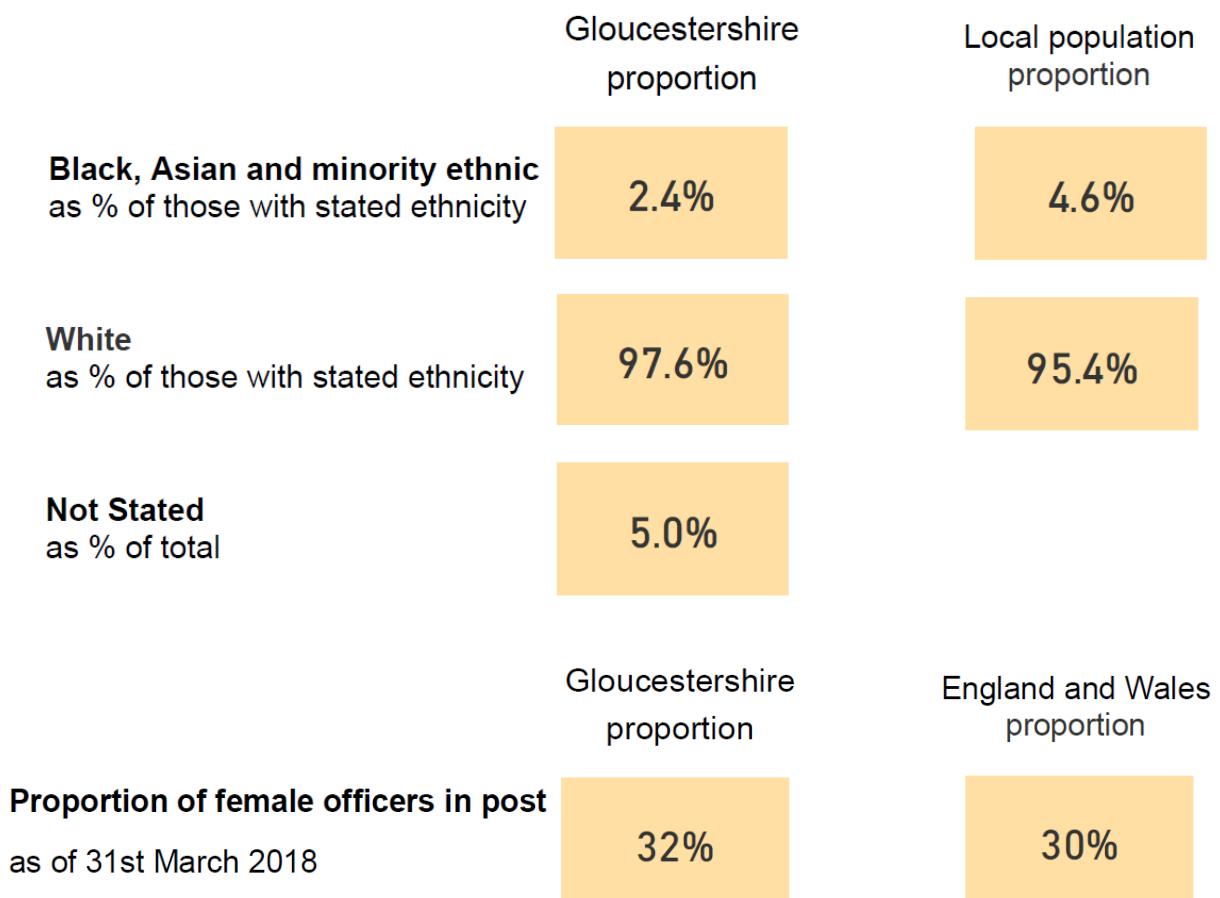
Legitimacy



Force in context

Comparison of Gloucestershire workforce ethnicity with local population

as of 31 March 2018



Stop and search by ethnicity

12 months ending 31 March 2018

Gloucestershire
disproportionality

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

4.3

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

13.6

Gloucestershire
rate

England and Wales
rate

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

2.8

12 months ending 31 March 2018

4.8

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



Good

Summary

Gloucestershire Constabulary's leaders act as positive ethical role models. Officers and staff understand the force's values. Leaders use these values when they make decisions. There is an annual integrity check. The promotion process includes an assessment of ethical behaviour.

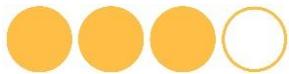
Leaders foster a no-blame culture that does not try to blame people for mistakes but instead learn from what went wrong. Officers and staff feel that the force supports them if they have made mistakes.

Although the force has vetted all officers and staff, it has a backlog of employees who have worked for the force for over ten years but whose vetting has lapsed. The constabulary has not re-vetted them. This poses a considerable security risk. It has recruited more vetting staff to solve this problem.

The force has effective methods of telling all officers and staff about the standards of behaviour it expects. It manages and identifies any risks of corruption. But the counter-corruption unit (CCU) does not have enough resources to monitor the workforce's use of internet searches and social media, which presents a possible risk.

Officers and staff understand the harm caused by abuse of position for a sexual purpose. The force has trained supervisors to recognise the warning signs of this type of serious corruption.

Treating the public fairly



Good

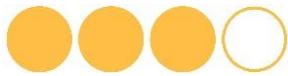
This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 182 stop and search records to assess the reasonableness of the recorded grounds. We found that 91 percent contained reasonable grounds. Our assessment is based on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

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

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

We found that the force has complied with some elements of this recommendation. It monitors and analyses stop and search data to understand reasons for disparities. However, it does not identify the extent to which [find rates](#) vary between people from different ethnicities and across different types of searches (including separate identification of find rates for drug possession and supply-type offences). It also isn't clear that the force monitors sufficient data to identify the frequency of possession-only drug searches or the extent to which these align with local or force-level priorities. We reviewed the force's website, but were unable to find information, analysis of the reasons for the disparities or any explanation of action it may have taken to address the imbalance.

Ethical and lawful workforce behaviour



Good

Leaders in Gloucestershire Constabulary act as positive, ethical role models. Officers and staff understand the force's values and ethics well.

The promotion process now includes an assessment of ethical behaviour. Supervisors have training in ethical leadership. Force policies and procedures about business interests and notifiable associations support an ethical approach and the workforce understands them.

We found that the force is not meeting all national vetting standards because it is not routinely vetting all officers and staff after ten years. This means that it cannot find out about any security risks that might have appeared during that time.

Gloucestershire Constabulary identifies and manages organisational corruption risks adequately. It has completed a counter-corruption strategic assessment and control strategy, but it could improve this.

The CCU does not have enough resources to actively collect intelligence information. The force cannot monitor the use of all its ICT systems routinely and does not know when it will be able to introduce this. As a result, it has a gap in its anti-corruption capability. The CCU can monitor open source and social media, which includes internet searches.

Gloucestershire Constabulary has an effective, confidential system for its workforce to submit information about corrupt behaviour.

Areas for improvement

- The force should ensure all officer and staff have at least the lowest level of vetting clearance for their roles and clear any backlogs, so it complies fully with the national vetting guidelines.
- The force should monitor its vetting decisions to identify disparities and disproportionality (e.g. BAME groups) and act to reduce them where appropriate.
- The force should ensure its counter-corruption unit:
 - has enough capability and capacity to counter corruption effectively and proactively; and
 - can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.

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

Maintaining an ethical culture

Leaders act as positive, ethical role models and reinforce the importance of the [Code of Ethics](#) and the standards of professional behaviour. Officers and staff understand the force's values and ethics well. Leaders use these values and ethics when they make decisions. Chief officers set out clear expectations of workforce behaviour, and leaders are expected to act ethically and lawfully. The force uses the monthly force bulletin and the weekly chief officer blogs to promote these expectations. Both publications have a section produced by the [professional standards department](#) (PSD) which gives useful information about misconduct cases. The force has introduced a new personal development process. This includes an annual integrity check together with the expectation that supervisors use it to reinforce ethics and values. The force's promotion process now includes an assessment of ethical behaviour. Supervisor training includes inputs about ethical leadership. Force policies and procedures about business interests and notifiable associations support an ethical approach, and the workforce understands expectations. The force reviews policies every year and sends them out to the workforce for consultation as part of the review process. The force reviews each policy to ensure that it complies with the Code of Ethics. It also assesses each policy to see how it affects equality, making sure that a policy does not discriminate against or disadvantage anyone. These measures mean that the force is more likely to be successful in maintaining an ethical culture.

The force has an [ethics committee](#) with an independent chair. There is a well-established process by which officers and staff can refer ethical dilemmas for discussion. The committee aims to raise awareness and promote good practice. It is open to the public and all attendees are invited to discuss ethical dilemmas in an open and accessible way. The committee shares learning and recommendations with the workforce. It publishes full meeting minutes on the force website and in internal bulletins, so both the public and the workforce can review decisions. The force governance board considers the ethics committee's recommendations and has changed some policies and procedures as a result. Recent examples include the acceptance of alcohol as a gift under certain circumstances, and the abolition of the rule which said that male staff should wear ties when they were not in uniform.

The force encourages learning and engagement with the workforce. Force leaders promote a no-blame culture and encourage organisational learning. If there are things which the force needs to change, it will change them. Leaders aim to learn from mistakes, instead of blaming people for things which have gone wrong. The force holds a quarterly senior leadership forum which raises cultural and ethical topics and makes recommendations. Similar forums exist for officers below chief inspector rank and for police staff equivalents. This encourages openness and honesty. Officers and staff understand the standards of behaviour and feel that the force supports them if they have made genuine mistakes.

During the inspection, we considered the extent to which the force was developing and maintaining an ethical culture through effective initial vetting. We found that the force does not comply with all aspects of the national vetting standards. Employees are not routinely re-vetted, as they should be, ten years after their initial vetting. This means that the force is not aware of the security risks posed by those who have not been vetted. The force is in the process of re-vetting all officers and staff. During the inspection the percentage of the workforce without appropriate

security clearance was 14 percent, which equates to approximately 300 officers and staff. This is a more recent figure than the one included in the legitimacy data section (which showed that 17 percent of the workforce had up-to-date security clearance, as at 1 April 2018). In 2016 we made a national recommendation that forces should ensure that by December 2018 all of their workforce have up-to-date vetting clearance. The force has not been able to comply this recommendation. This presents a risk to the force.

The force states that all members of its workforce have been vetted at some point. However, it acknowledges it has a backlog of employees whose vetting needs to be renewed where it has lapsed. The force re-vets all officers who have been promoted, as well as those who transfer from other forces. Overall, the force vets its officers and staff in accordance with the [National Police Chiefs' Council](#) (NPCC) standard. The force is aware of those members of its workforce who do not hold the required clearance for their current roles and is addressing this. It uses a structured process for assessing and managing vetting risks. Various factors are used to decide how to prioritise vetting cases. These include the sensitivity of the role and, in the case of contractors, both the frequency of their contact with the force and the type of systems they may have access to. However, we found that the force is not considering the amount of time that has passed since an individual's vetting lapsed when it prioritises cases. The backlog includes some people whose vetting expired over three years ago, and this presents a risk to security.

The force is taking positive steps to increase the capacity and capability of its vetting team. This includes the recruitment of additional vetting team members. This should increase the team's ability to address the backlog. The force has an appropriate risk management process for cases where people need to take up roles at short notice without holding appropriate vetting. In such cases, the deputy chief constable reviews the circumstances and makes the decision whether or not to depart from established procedures. In making these decisions, the deputy chief constable completes a detailed form which includes an assessment of risk, together with the rationale supporting each decision.

During our inspection, we found that all people in roles that require a higher level of vetting had the required level of checks.

The force offers a good standard of vetting aftercare. It identifies those who need additional support because of vetting difficulties and helps them if it can. There were 40 cases where advice and assistance were being provided to people experiencing financial difficulties. Most cases require an annual review, although there is a small number of cases that are reviewed twice-yearly. The force has recently introduced counter-corruption checks as part of the review process. It does not, however, monitor vetting decisions about new recruits and BAME candidates to identify disproportionality. This means that the force is not being proactive in identifying potential barriers to recruitment.

The force complies with its obligations to give the College of Policing details of people for the barred and advisory lists. This helps to prevent people from re-joining or working in law enforcement when they have left the service under investigation or been dismissed.

The force has effective channels for clarifying and reinforcing acceptable and unacceptable standards of behaviour. The PSD takes a proactive approach to clarifying and reinforcing these standards. Staff from the PSD engage with officers and staff throughout the force to share learning. The CCU has developed a video which promotes high standards of behaviour; this has been distributed widely throughout the workforce. New recruits and recently promoted officers and staff are told about ethics and expected standards of behaviour. The force promotion process includes an assessment of ethical behaviours. The force publishes the findings of misconduct hearings on the intranet, and the learning from each case is reinforced in the chief constable's blog and through PSD publications.

Tackling corruption

Gloucestershire Constabulary identifies and manages organisational corruption risks adequately. The force has produced both a counter-corruption strategic assessment and a control strategy, but it could improve the standard and content of both. These two products are subject to governance and review processes. The force uses the integrity register to record business interests and notifiable associations. Intelligence is developed to identify officers and staff who are at risk of becoming a corruption threat. The force assesses these risks and, where appropriate, puts support in place to help people and to mitigate the risk of corruption. However, we found little evidence to show that the force monitors and evaluates the effectiveness of such interventions.

During this inspection we reviewed 60 cases. We found that once the force had identified a potential problem, the assessment and development of intelligence was generally of a good standard. However, the CCU has insufficient resources to undertake proactive intelligence gathering. The force is currently unable to monitor the use of all its ICT systems routinely. This creates a gap in its anti-corruption capability. The force recognises that it has technical problems in monitoring IT, but systems limitations make it unclear when this can be rectified. The CCU does have the capability to monitor open source and social media, which includes internet searches.

Effective links exist with external agencies which support vulnerable victims of crime. The force has given presentations to statutory partners and a range of voluntary agencies, including the independent domestic violence advisers, to raise awareness of corruption and the abuse of position for a sexual purpose.

The force has adopted the NPCC strategy to tackle the problem of police officers and staff who abuse their position for a sexual purpose. The force recognises the abuse of position for a sexual purpose as serious corruption and this is reflected in its local counter-corruption strategic threat assessment. However, the force has only made limited progress on its plan to address our national recommendation about the abuse of position for a sexual purpose. The CCU lacks capacity, and its inability to monitor ICT systems remains a risk.

Reassuringly, our interviews with officers and staff showed that the workforce has a clear understanding of the harm caused by the abuse of position for a sexual purpose. The force circulates information and gives briefings to the workforce to reinforce this message. Officers and staff are informed of the likely consequences if they develop inappropriate relationships with members of the public. Supervisors have

been trained to recognise the warning signs that someone might be abusing their position for a sexual purpose. Effective, confidential reporting systems are available to staff through which they can submit information about corrupt behaviour.

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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