

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Hampshire Constabulary



Contents

What this report contains	1
Force in context	3
Overall summary	4
Effectiveness	8
Force in context	9
How effectively does the force reduce crime and keep people safe?	11
Summary	11
Preventing crime and tackling anti-social behaviour	12
Investigating crime	12
Protecting vulnerable people	12
Tackling serious and organised crime	18
Armed policing	18
Efficiency	20
Force in context	21
How efficiently does the force operate and how sustainable are its services?	22
Summary	22
Meeting current demands and using resources	23
Planning for the future	23
Legitimacy	29
Force in context	30
How legitimately does the force treat the public and its workforce?	32
Summary	32
Treating the public fairly	33
Ethical and lawful workforce behaviour	34
Treating the workforce fairly	37
Annex A – About the data	39

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 Hampshire Constabulary against.

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

	Hampshire rate	England and Wales rate
999 calls per 1,000 population 12 months ending 31 March 2019	133	175

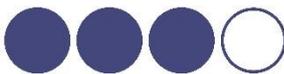
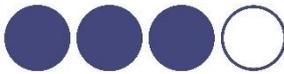
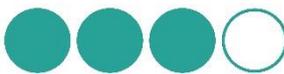
	Hampshire rate	Most Similar Forces rate
Recorded crime per 1,000 population 12 months ending 31 March 2019	80	76

Hampshire workforce

	FTE in post on 31 March 2019	FTE in post on 31 March 2014	Percentage change
Police Officer	2697	3247	-17%
Police Community Support Officer	248	323	-23%
Police Staff	1411	1574	-10%

	Hampshire spend	England and Wales spend
Spend per head of population 2019/20 projection	£162	£203

Overall summary

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

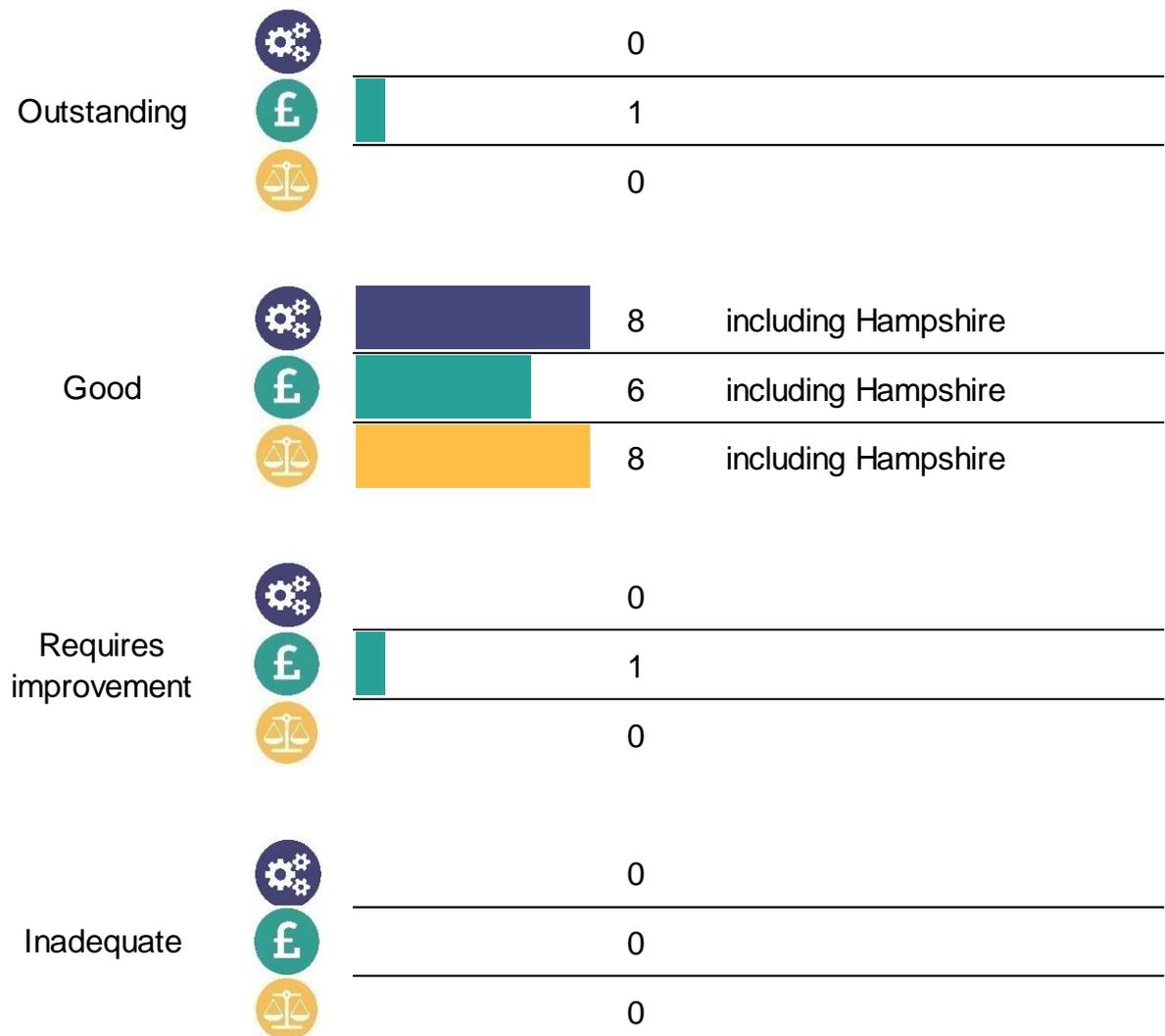
	Legitimacy		Last inspected
Fair treatment of the public	 Good	2017	
Ethical and lawful workforce behaviour	 Good	2018/19	
Fair treatment of the workforce	 Good	2017	

How does the force compare with similar forces?

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

Hampshire Constabulary's MSG forces are Hertfordshire Constabulary, Sussex Police, Essex Police, Leicestershire Police, Thames Valley Police, Avon and Somerset Constabulary and Staffordshire Police.

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



HM Inspector's observations

I am pleased with Hampshire Constabulary's overall performance, and the force continues to improve despite being one of the lowest funded forces in England and Wales.

The force has successfully addressed many of those areas where we identified it could do better in our previous inspections. We have seen improvements in how it investigates and records crime, protects [vulnerable people](#) and treats its staff and the public. In other areas, work is in progress.

I am particularly pleased to see the work that the force does to protect victims of domestic abuse. It is making good use of a range of options to both support victims and to protect them by preventing offending behaviour by perpetrators.

The force has made a good assessment of future demand and used this to develop a workforce plan moving staff into high priority areas of activity. This is good as it means that resources are focussed into the areas of highest risk to the public. Senior leaders are clear though that this means that they can't always give the level of service they wish in every area of activity. We will monitor the impact of the expected increase of 156 officers on the how the force resolves this issue.

Staff are well trained to recognise when a person is vulnerable, and there are good arrangements in place for officers to assess and record this. The force works well with local partners using this initial information to keep people safe.

The chief constable has made the values in the [Code of Ethics](#) central to all force activity. This means that the workforce understands the importance of treating the public and each other with fairness and respect. While the force needs to reinforce the training given to staff about the signs and symptoms of [abuse of authority for a sexual purpose](#), overall, it continues to uphold an ethical culture and promote well the standards of professional behaviour it expects.

I strongly commend Hampshire Constabulary for sustaining its positive performance over the past year.



Zoë Billingham

HM Inspector of Constabulary

Effectiveness



Force in context

	Hampshire proportion	England and Wales proportion
Proportion of officers in a neighbourhood or response function in post on 31 March 2019	43%	40%

Victim-based crime per 1,000 population

12 months ending 31 March 2019

	Hampshire rate	Most Similar Forces rate
Violence against the person	28	25
Sexual offences	3	2
Theft Offences / Robbery	28	30
Criminal damage and arson	9	9

Crime Outcomes

12 months ending 31 March 2019

	Hampshire proportion	England and Wales proportion
Proportion of crimes where action was taken	14%	12%
Proportion of crimes where suspect was identified	52%	46%
Proportion of crimes where victim did not support police action	17%	24%

Outcomes for crimes flagged as domestic abuse

12 months ending 31 March 2018

	Hampshire proportion	England and Wales proportion
Charge/summonsed	14%	16%
Evidential difficulties: suspect identified; victim does not support	45%	49%

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



Good

Summary

Hampshire Constabulary is good at reducing crime and keeping people safe. Since our 2017 effectiveness inspection the force has improved how well it investigates volume crime. Action taken by officers when they first respond to reports of crime has improved. And staff are now better at gathering evidence at this early stage of the investigation.

Overall the force has a good understanding of vulnerability and works effectively with partners to protect and support [vulnerable people](#).

Officers and [staff](#) understand vulnerability well, and identify the less obvious signs that a person may be vulnerable.

The force responds to 999 callers quickly but in too many cases 101 calls are abandoned. A new contact management system that the force is due to start using later this year should help it better understand the types of calls that are abandoned.

The force assesses risk to people at domestic abuse incidents well, and records when children are present. Officers use [domestic violence protection notices and orders](#) (DVPNs and DVPOs) and safety planning to [safeguard](#) victims well. Neighbourhood officers use follow-up visits to victims to make sure they are safe. The force uses charge and [bail](#) to reduce risk of further harm. It asks for feedback from victims of domestic abuse, including those who don't support police action.

The force works well with mental health care providers to assess and respond to people with mental health problems.

Neighbourhood officers and beat managers have a good understanding of dangerous offenders, including sex offenders, in their areas. The force's online investigation team has dedicated staff to quickly stop offenders sharing indecent images.

In 2016 we judged Hampshire Constabulary to be good at preventing crime and tackling [anti-social behaviour](#), and at tackling [serious and organised crime](#). In 2017 we judged it to be good at investigating crime.

Preventing crime and tackling anti-social behaviour



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over. There are no areas for improvement outstanding from that inspection.

Investigating crime



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over. However, there are two areas for improvement identified from this inspection:

- The force should take steps to ensure that all available evidence is recorded at the scenes of crimes.
- The force should ensure that volume crime investigations receive consistent, regular, and active supervision, and that it maintains meaningful contact with victims to further improve investigation quality and progress.

During our fieldwork for this year's inspection we checked what progress the force had made in these areas. We found that the force has made good progress.

Action taken by officers when they first respond to reports of crime is good. They are also good at gathering evidence at this early stage of the investigation.

We also found that the quality of supervision of frequently committed crimes had improved. But we still found some instances where it could have been done to a higher and more consistent standard.

Protecting vulnerable people



Good

Hampshire Constabulary understands vulnerability well and works effectively with partner agencies to protect and support vulnerable victims.

The force has worked hard to address the areas for improvement identified in our 2017 effectiveness inspection.

Contact management staff generally identify when someone is vulnerable and give the correct initial response. It will become easier for them to identify vulnerable people and record risks to them when the force installs its new contact management system. Calls to the emergency 999 line are answered more promptly than calls to the non-emergency 101 line. We found that around 25 percent of 101 calls are abandoned before the call is answered. The force can't identify the nature of abandoned calls or whether callers use another route, such as 999 or online, to get in touch.

The force responds well to domestic abuse. It uses arrests, prosecution and ancillary orders such as DVPNs to protect vulnerable victims. It is now better at getting feedback from victims of abuse and more consistently records the effect on children in households affected by domestic abuse.

Awareness of vulnerability caused by mental health problems is good. Staff can get clinical advice 24 hours a day from mental health nurses to help provide the right support to people with mental health problems. There is a dedicated ambulance provider for people with mental health problems in a public place. This works well in most cases, but we heard of instances of people having to wait a long time with police officers for the ambulance to arrive.

The force manages dangerous offenders, including sex offenders, well. But it needs to make sure that it proactively identifies online sex offenders.

Areas for improvement

- The force should take steps to reduce the proportion of 101 calls that are abandoned. It should make sure that it has effective processes in place to understand the types of calls that are often abandoned.
- The force has an effective approach to identifying those sharing indecent images online, but it needs to make sure that it proactively reduces the threat of indecent image sharing online through the best use of intelligence.

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

Hampshire Constabulary has a good understanding of the nature and scale of vulnerability, and an effective overall strategy for protecting vulnerable people. It uses the [College of Policing](#)'s definition of vulnerability: "a person is vulnerable if because of their situation or circumstances they are unable to take care of or protect themselves, or others, from harm or exploitation".

The force is good at identifying vulnerability at the first point of contact (using the THOR model of threat, harm, opportunity and risk). We saw that this model was being consistently applied by contact centre staff, and that risk-assessment decisions were being made based on the circumstances of the incident. This is despite the limitations of the call handling computer system, which doesn't automatically show whether a caller has contacted the police before. This means that call handling staff must do time-consuming secondary checks of other databases. While this is inefficient and

open to human error, the force is currently transitioning to a new call handling system which will automatically provide all information held about a caller or location on the force's computer systems. This will help officers assess vulnerability more efficiently.

The workforce is good at identifying hidden vulnerability. Staff have had extra training on domestic abuse, and issues that may be more difficult to identify such as autism and modern slavery.

We found that the workforce has a good understanding of vulnerability and what it means for them in terms of doing their job. This knowledge helps them to uncover hidden harm. During fieldwork, we found good examples of this. In one case we were told about [body-worn video](#) camera footage taken by a neighbourhood officer helping mental health professionals decide the right response to a vulnerable person. In another case we heard about safeguarding action taken for a young woman suspected of being forced into dealing drugs.

The force makes good use of data to improve the service it provides to vulnerable people. We were impressed by the force's Evidence Based Policing Tool, which brings all crime and call data into a single database that is easy to interrogate. The database can be used to identify trends and indicators of vulnerability, such as repeat calls or incidents, and to prompt neighbourhood officers to intervene.

Responding to incidents

Hampshire Constabulary generally responds to incidents involving vulnerable people quickly enough to keep them safe. Risk assessments completed by call handlers are good and are reviewed by supervisors. If there is a delay in responding to an incident, the risk is reviewed and given a different priority if needed.

The force responds quickly to members of the public who contact it on 999, but there can be long delays before the 101 number is answered. Figures supplied by the force show that in February 2019 about a quarter of 101 calls were abandoned by the caller. It is not known with any certainty what the nature of these dropped calls was, or if these callers later contacted it another way. The new contact management system will help the force to better understand what types of call are abandoned. The force is aware of this problem and at the time of the fieldwork [senior officers](#) were meeting regularly to discuss it and oversee improvement activity. For instance, the force told us it needs to increase staff numbers in the contact management department and will make it part of its financial planning. But, in the meantime the force can't be sure that it isn't missing opportunities to support people who are vulnerable.

Officers use [DASH](#) forms as part of a structured risk assessment process when they attend domestic abuse incidents. The quality of their completion has improved since our previous inspection. In our 2017 effectiveness inspection we said the force needed to do more to identify and record on the DASH form the risks to children present at domestic abuse incidents. It has worked hard to improve in this area, which is important because the force takes part in the [Operation Encompass](#) scheme. This is where the police notify schools of domestic abuse incidents affecting their pupils in the previous 24 hours. Officers we spoke to were aware of the need to record details of children in the same household on the DASH form. But we heard that some forms

don't include this information and must be returned to officers. This indicates that this learning may need reinforcing.

Hampshire Constabulary is one of five forces in England and Wales taking part in a College of Policing pilot of telephone-based initial response to domestic abuse cases that don't need an immediate or priority response. It uses a triage system to identify domestic abuse cases suitable for telephone-based initial response without an officer needing to attend. We will be interested to hear the conclusions reached at the end of the pilot.

In the 12 months to the end of March 2019 in Hampshire:

- there was an arrest at 44 percent of all domestic abuse incidents, compared with the England and Wales average of 33 percent;
- 15 percent of people arrested in connection with a domestic abuse offence were charged or summonsed, above the average rate for all forces in England and Wales; and
- 44 percent of victims of domestic abuse didn't support police action, a lower percentage than the average of 51 percent across the other forces in England and Wales.

These figures show that the force is pursuing perpetrators of domestic abuse and supporting victims well.

In other cases when a person is thought to be vulnerable, we found that officers and staff are confident using the more general vulnerability assessment form (PPN1). The form is submitted to the [multi-agency safeguarding hub](#) (MASH) which does a more detailed assessment.

Overall the force works well with other agencies to assess and respond to people with mental health conditions. Officers and staff can get clinical advice 24 hours a day from mental health nurses based at the South Coast Ambulance Service control room. This has evolved from a previous, more limited service provided by a single nurse based in the police control room. The new system has only recently been put in place and hasn't yet been evaluated.

There are good arrangements in place (through the MASH, mental health workers in custody suites and local partnerships) for helping people with mental health problems who repeatedly come to police attention. This allows the police and other agencies to work together to identify and support people with mental health problems.

The force told us that there are now better links and working arrangements with mental health care providers, resulting in police officers being deployed to fewer incidents involving mental health. In 2013, Hampshire officers attended 3,000 such incidents per month; in 2019 it was only 700. This suggests that people with mental health problems are getting a better and more appropriate response.

People with mental health problems are no longer taken to a police station. Instead they are taken to a hospital by private ambulance service. This mostly works well, and a recent dip sample by the force showed an average waiting time of just 36 minutes between the ambulance being called and its arrival. But we heard from officers and staff about longer waits (some of more than 8 hours) for an ambulance to

arrive and take responsibility for the patient. This is a waste of police resources and could cause someone with mental health problems distress. The force should consider how to prevent such delays. Although, at the time of our fieldwork, additional funds were being put in place to increase the capacity of this service to reduce the length and frequency of any such delays.

Supporting vulnerable victims

Hampshire Constabulary safeguards vulnerable victims well. The safeguarding unit aims to contact within 24 hours each victim of domestic abuse who has been assessed as high risk. Victims are also supported by an independent domestic violence adviser (IDVA). The IDVA is their primary point of contact and keeps their perspective and safety at the centre of multi-agency action.

Those assessed as medium risk are visited by a neighbourhood officer or police community support officer (PCSO) within 48 hours. They carry out safety planning with the victim and make sure that they are given information about the right support services. We were especially impressed by IDVAs being deployed to support domestic abuse victims immediately after police attendance. IDVAs are ready to respond to domestic abuse incidents at high-risk times and places. This means that domestic abuse victims can get immediate support when they are most vulnerable.

During our fieldwork we heard from neighbourhood teams. They see safeguarding vulnerable people as the most important part of their role. We spoke to one team whose members were each responsible for working with vulnerable young people. We were impressed by the work they had done getting these young people back into education and diverted from criminal and risky behaviour.

We also found that the force is making good use of DVPNs and DVPOs and [Clare's Law](#). There has been a focus on using these better over the past year. In the 12 months to the end of March 2019 250 DVPOs were authorised. It was positive to hear from neighbourhood officers how they visited domestic abuse victims to check that these orders hadn't been breached by perpetrators. The 28-day period of the order has allowed some victims the space to end abusive relationships. This is exactly the sort of opportunity these orders are designed to create, and the force should be commended for the way it is using them.

The force is in the process of re-balancing its use of [released under investigation](#) in domestic abuse cases in favour of pre-charge bail. We heard from the force that they initially interpreted the 2017 bail legislation strictly. This meant that pre-charge bail was only used in a small proportion of cases. In April 2019 the force revised its guidance to officers and during fieldwork we found a real impetus to use pre-charge bail more frequently. This means that the force is likely to be reducing the risk to victims more effectively.

The force has good partnership working arrangements with three MASHs covering the entire force area. Daily [multi-agency risk assessment conferences](#) (MARACs) are held within two of the MASHs. All high-risk domestic abuse cases are discussed here with partner agencies or, in the case of the third MASH, at the scheduled MARAC meetings. The number of cases discussed at a MARAC has remained stable over the past year and is in line with what would be expected for this area.

The MASH secondary assessment of risk covers all medium-risk domestic abuse cases to make sure the grading and level of safeguarding are right. There is no significant backlog of cases awaiting review meaning that risk assessments are prompt.

In our 2017 effectiveness inspection, the force had an area for improvement. This concerned making sure its process for getting feedback from victims of domestic abuse includes those who don't support police action. The force surveys the victims of different crime types, including those who are vulnerable, to understand their views. It now works with local domestic abuse charities to get feedback from domestic abuse victims, including those who don't support police action. It has used the results to better understand the needs of victims of domestic abuse.

The force manages offenders who pose a risk to vulnerable people well. Staff working in this area are busy but prioritise their workload effectively. We found that 98 percent of all visits to monitor this type of offender are unannounced, and that there was no significant backlog of assessments or visits. This means that offenders have less opportunity to conceal incriminating items or behaviour.

The force makes good use of additional or ancillary powers, such as [sexual harm prevention orders](#) (SHPOs) and sexual risk orders (SROs). In the 12 months to the end of March 2019, the force issued 187 SHPOs, and five SROs with four recorded breaches.

The force recognises that the proportion of offenders in Hampshire who are charged or summonsed for rape or serious sexual assault is too low. In the 12 months to the end of February 2019 the force brought offenders to justice in less than 3 percent of these cases.

To increase the number of rape offenders brought to justice, the force is increasing the numbers of staff in its units dedicated to investigating rape and sexual offences. We visited one of these units during our fieldwork. It is also developing closer working relationships with the Crown Prosecution Service by having a detective inspector working there full time. We learnt that a high proportion of victims in some parts of the force area withdraw from the investigation or don't engage with it at all. We recognise that co-operating with an investigation isn't right for all victims. But it would be valuable to the force to understand why rates of non-engagement are lower in some areas than others.

Neighbourhood patrol officers and beat managers have a good understanding of dangerous offenders, including sex offenders, in their areas. Officers can access information about offenders and submit intelligence through the crime and intelligence management system.

The force is effective in identifying people who share indecent images of children online and uses a risk assessment tool to score the risk posed by offenders. The police online investigation team has dedicated staff to respond quickly to apprehend offenders who are sharing indecent images of children. However, there is still room to be more proactive in how it uses all types of information to identify people who may be sharing indecent images of children.

Tackling serious and organised crime



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over. There are no areas for improvement outstanding from that inspection.

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

Hampshire Constabulary operates joint arrangements with Thames Valley Police to provide armed policing. This means that the standards of training, armed deployments and command of armed operations are assured in both forces.

The force has a good understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The APSTRA is published annually. It prioritises the threats to communities in Hampshire and the Thames Valley area and ensures professional standards of armed policing. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

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

The availability of specialist officers in Hampshire and the Thames Valley area is guaranteed by the close working arrangements with the regional counter terrorist unit (CTU). The proximity of the CTU means that specialist officers can immediately be called on should their skills be needed.

Working with others

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

This is an activity in which Hampshire Constabulary performs well. Close working with Thames Valley Police means that armed officers can deploy quickly and efficiently to any location in either force area. Effective plans are also in place with other neighbouring forces should additional support be needed.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in Hampshire are trained in tactics that take account of the types of recent terrorist attacks. The force also has a prominent role in planning exercises with other organisations to simulate these types of attack. We found that these training exercises are reviewed carefully so that learning points are recorded and improvements are made for the future.

We found that Hampshire Constabulary regularly debriefs incidents attended by armed officers. This helps ensure that best practice or areas for improvement are identified. We also found that this knowledge is used to improve training and operational procedures.

Efficiency



Force in context

	Hampshire spend	England and Wales spend
Spend per head of population 2019/20 projection	£162	£203

Spend per head of population by category

2019/20 projection

	Hampshire spend	England and Wales spend
Visible frontline	£54	£68
Non-visible frontline	£56	£66
Frontline Support	£14	£17
Business support	£35	£45
Other	£3	£8

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



Good

Summary

Hampshire Constabulary is an efficient police force. Although it has a lower level of funding than most other forces in England and Wales, it uses its resources well and has a good track record of achieving savings and putting improvements in place to become more efficient.

The force has a balanced budget for this financial year. At the time of the inspection the force told us that without extra funding they will need to make greater savings in the 2020/21 financial year. There are high-level plans to achieve these if needed, but the force is clear that any further savings can only be achieved to the detriment of the service it provides to the public. Since our fieldwork the force has been allocated additional funding as part of the national uplift programme. The impact of the uplift will not be felt immediately but the force is not now under the same pressure to make these savings. We will continue to monitor the effect of any savings on service to the public.

It is good at analysing future demand for its services and how it may need to respond. The force uses a range of data to understand demand and uses different processes to examine short, medium and long-term demand. It has worked with local authorities, academics and health services to look at the themes that will affect demand in the long term. It has also consulted the public on what it expects of police services.

It has made good use of [force management statements](#) in its future planning. Through this we can see how the force is identifying the demand and risks of the future and starting to change how it uses its resources to respond to these.

So, for instance, the force is aware of the effect of new technology on its services. It is improving its capacity to investigate IT-related crime by putting more resources into tackling internet-enabled crime. It has also changed how the public can access services and report crime by using a new online portal to let the public contact the police and report crime and accidents. The force has also recognised that it has a need for increased investigative capabilities and is changing how it uses some staff to achieve this.

In 2017 we judged Hampshire Constabulary to be good at meeting current demands and using resources.

Meeting current demands and using resources



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 efficiency inspection has been carried over. However, there are two areas for improvement identified from this inspection:

- The force should review how it manages calls from the public that would justify the attendance of an officer but do not fall within the criteria for an urgent call. This is to ensure that excessive demand is not imposed on the control room or attending officers.
- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

As part of our fieldwork we reviewed progress made by the force in these areas for improvement.

The force has made some progress in how it manages calls from the public. There is a pilot scheme which involves staff reviewing outstanding calls for service that haven't yet been attended by an officer. It identifies those suitable for a scheduled appointment, which is arranged, and those that can be dealt with over the telephone. This scheme doesn't operate throughout the whole force area and hasn't yet been evaluated. We will revisit this area for improvement during our next inspection.

The force has made progress in understanding workforce capabilities. It is now better at recording workforce skills on its IT systems and is focused on understanding which skills are needed to meet demand. As part of the annual performance assessment process the force focuses on what it has termed 'licence to police', making sure that everyone's training requirements are fully up to date.

Planning for the future



Good

Hampshire Constabulary has used a range of data and approaches to develop a realistic picture of future demand.

It has a balanced budget for the coming financial year and has used its planning to start to change how it uses its resources. There is a savings plan that releases resources for investment in higher demand areas. For example, reducing the numbers of police officers in investigation hubs and replacing them with less expensive [police staff](#) investigators.

This shifting of resources is driven by the force's people plan which makes areas of greater demand a priority, such as digital media investigation and call handling staff. The people plan includes a 'developing potential' plan. This addresses an area for improvement identified in our 2017 efficiency inspection, when we said the force could do more to identify high-potential staff.

The force is aware of the effect of new technology on its services. It is building capacity to investigate IT-related crime and is changing how the public can access services and report crime. However, without extra funding the force will need to make greater savings for the 2020/21 financial year and has identified where these savings will be made. It projects that these savings could lead to a reduced service to the public, especially if current demand increases.

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

Hampshire Constabulary analyses future demand and its effect on service provision well.

It has recently analysed predicted future demand. It used data about calls for service, reports of crime and interviews with staff to identify how demand is likely to change over the next year.

The force supports using force management statements to self-assess and submit to us each year. It integrates the outcomes of demand analysis work and the force management statement in its future planning. Future plans are thoroughly assessed by the [chief officer](#) using the business planning process.

The force has also hosted a future planning event at the University of Portsmouth. This brought together academics and partners such as local authorities, health services and the Office for National Statistics to discuss the strategic themes that will affect demand in the long term.

Its picture of future demand considers the effect of new technology. The force is growing its capacity to work in what it calls the 'digital beat' by investing in its capacity to investigate IT-related crime. It was an early user of the single online home portal through which the public can access police services and make reports. This is more efficient and in line with how people want to contact the force. Frontline officers have [body-worn video](#) camera equipment and mobile data terminals, so they can do basic tasks without returning to the station. We were encouraged to see this equipment being used to record evidence at the scenes of crimes.

The force has taken positive steps to identify emerging and hidden demand. The 2018 force management statement shows how it anticipates an increase in demand from [vulnerable people](#). An ageing population, the infiltration of [county lines](#) drugs networks, increased knife crime and more reporting of domestic abuse will increase this type of demand.

Understanding public expectations

The force understands what the public expects of it after consulting them about force funding, priorities and preferred means of contact.

Public consultation by the [police and crime commissioner](#) (PCC) showed that most residents who responded would pay more for policing. They also said that tackling violent crime, preventing crime and addressing [anti-social behaviour](#) were their top priorities for investment. These priorities are shared by the force and come under its six areas of focus (learning and improving, the values in the [Code of Ethics](#), looking after our people, building partnerships, tackling crime and offending, identifying and protecting those who need help).

A separate consultation showed the public wants to make more use of social media and online services to access policing services. The force has made significant progress in this area. With Thames Valley Police, it is the first force outside the Metropolitan Police Service to adopt the single online home portal. This went live in July 2018 and allows members of the public to contact the police online. People can report crime and report road traffic accidents, including uploading dashcam imagery. Figures supplied by the force during our fieldwork indicated that 70 percent of all traffic accidents and 7 percent of all crime is now reported this way. Increases are expected as the system matures.

Prioritising

Hampshire Constabulary understands its priority clearly, which is to make safer communities. This is in line with the PCC's police and crime plan. The chief constable's six areas of focus are well known by the workforce.

Below this level, the chief constable is quite clear that public safety and protecting vulnerable people is the overriding force priority. This has been an influential factor in planning for 2019/20.

From its analysis of future demand, the force identifies that it will need greater investigative capacity. To achieve this, it is making savings by reducing the number of PCSOs in neighbourhood teams. These savings are being reinvested in more police officers in neighbourhood teams and more civilian investigators with higher investigation qualifications. The force believes this is the best way to create a more flexible workforce, one that can adapt to changes in demand while engaging well with the community.

Community engagement is important. In consultations the force heard that the public sees lower level problems, such as anti-social behaviour, as high priorities for police action. Although the force recognises that such problems are important, it places greater importance on higher risk issues, such as protecting vulnerable people. We discussed with the force how it would manage this difference in expectation.

We were reassured to learn that it had used the consultation process to explain the reasoning behind its investment decisions. It is also committed to maintaining a presence in neighbourhoods.

Future workforce

Hampshire Constabulary has identified the skills and capabilities it needs to meet future demand. Its people plan makes sure that these skills and capabilities are being prioritised and developed. For instance, the force recognises the increasing effect of internet-enabled crime on future demand. It is increasing its investigative resources in this area by training more officers in digital media investigation. It also recognises that it needs enough resources in place to deal with the rates of 101 calls from the public.

The force is working to reflect the makeup of its local population in its workforce. It has focused specific recruitment activity towards black, Asian and minority ethnic (BAME) communities, although it recognises it needs to do more in this area. It also offers mentoring to BAME officers and staff to help them progress in their careers, and to support retention.

It makes good use of varied recruitment routes and external secondments to develop talent. Applicants have joined the force through [Direct Entry](#), [Fast Track](#) and [Police Now](#). It makes good use of the opportunities offered by the Cambridge University master's programme to develop selected officers and staff. A secondment programme with an outside company helps secondees develop business and project management skills that wouldn't be available in the force.

Finance plans

Hampshire Constabulary has a balanced budget for the 2019/20 financial year funded in part by a precept increase of £24 per annum for Band D properties. The precept increase in 2019/20 is directed at local policing priorities, including increasing investigative capabilities. This means the force can recruit 200 officers to keep staffing levels in line with its budgeted numbers. The force has been able to redirect £7m: £6m to frontline policing in neighbourhood and response and patrol teams and £1m to investigating crimes. It has done so through this year's savings programme, which includes estate management and changing the workforce mix. Arrangements for public consultation on the budget were good and there is evidence that public priorities are generally reflected in the force's financial plans.

The budget and [medium-term financial plan](#) are based on realistic assumptions with suitable challenge from experts, including a working group of the Police and Crime Panel. As part of its planning, several scenarios were prepared alongside the potential effect on service to the public. The force has a record of achieving financial savings, but its medium-term financial plan identifies that savings of £10.4m will still be required by 2022/23. Some savings plans have already been built into the forecast and it has high-level plans to address this gap.

[Reserves](#) are considered adequate for the current financial year but are forecast to reduce from £54.4m in March 2019 to £26.7m by March 2023. The reduction is mostly because it is spending £20m of reserves to support the investment in technology development and digital initiatives. It is also spending a further £3m on its estates strategy. The force is aware of the risk and proposes bolstering its reserves

from any underspend at year-end and capital receipts more than planned values from its future estate planning.

Since the government's 2010 consultation about revaluing public sector pensions, it has twice (in 2016 and 2018) reduced the discount rate for contributions to the underfunded public sector pension schemes. This includes the police service pension scheme. A lower discount rate will mean higher contribution rates for the force. The official notification of a lower rate in September 2018 didn't allow PCCs and mayors time to include it in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC and mayor. It allocated funding to each force specifically to help the police pay for these increased costs in the 2019/20 year. In Hampshire's case, the extra annual cost is £7.5m, which is offset in 2019/20 by a specific grant of £2.99m. Hampshire Constabulary has assumed that the pensions grant is for one year only. PCCs and mayors must now plan for how they will finance the increased costs in subsequent years. They will have to assess the effect on officer numbers and their ability to provide effective and efficient services.

Leadership and workforce development

Hampshire Constabulary has taken a thoughtful approach to developing leadership, talent and workforce capability.

It intends to increase organisational performance and capability by developing high performing officers and staff across the force. Its approach to leadership training is designed to support this by training leaders to use different skills and styles to get the best from the workforce. It is also making sure that the whole workforce has the right skills and accreditation for their role. The force recognises that there will be more pressure on officers in terms of demand, exposure to traumatic incidents and lone working. To help create a more resilient workforce it is investing £1.6m over the next three years in psychological screening. This will identify early signs of stress and give members of the workforce extra support.

There are formal succession plans in place for important posts. But the force doesn't just view development as rank progression and promotion. It has provided other career pathways, such as enabling police staff investigators to progress to a higher level investigator role in investigations command.

In our 2017 efficiency inspection we identified that the force could do more to identify and develop talented people and make greater use of career development schemes. We are pleased that a Developing Potential Scheme is set to start in June 2019. It is open to all staff, up to and including inspector and police staff equivalent, and will support people in their current role or develop them for a new one. This scheme will be one way to become part of Hampshire Constabulary's talent pool that has tailored development opportunities. Other routes into the talent pool are the Fast Track and Direct Entry schemes, the Firefly talent management scheme and being a BAME mentee. This combination of routes will help the force develop more diverse leaders for the future.

Ambition to improve

Hampshire Constabulary has identified the changes it needs to make so that it prioritises resources to meet changing demand.

It is re-investing £7m of savings for the 2019/20 financial year into increasing its ability to investigate crime. It will also be giving frontline staff new IT equipment to help them work more efficiently. The new contact management platform is expected to be in place in summer 2019. This will help the force quickly identify how vulnerable a caller is and should generate efficiencies and savings.

It has managed to make £2m in revenue savings in its budget through the PCC's estate strategy. This year will see a new investigation centre open in Portsmouth providing new and modern facilities for detainees and the force.

Besides these recent savings, figures supplied by the force show that since 2011/12 it has saved £90m and now operates with 1,500 fewer staff. It is the second lowest funded force per thousand population in England and Wales, and as a result started making savings before many other forces. To achieve these the force has become good at understanding its demand and developing smarter ways of working. It has strong change management processes that look in detail at change proposals. It has restructured how it deploys staff and has developed collaborative working arrangements. These have been with other police forces, such as Thames Valley and regional forces, and with external partners such as Hampshire County Council and other blue light services. It contributes well to multi-agency teams such as the [MASH](#) and other partnerships such as those designed to protect children from exploitation. It continues to explore whether other regional collaborations are viable.

The force recognises the effect of its change plans on the public. It has told us that it isn't confident that it can maintain current levels of service if it needs to make more savings. Nor if demand increases beyond its capability to respond within its present operating structure and resources.

The police respond to incidents based on an assessment of threat, harm and risk. But if necessary, the force intends to tolerate a higher level of threat, harm and risk when making decisions about how to respond. This may mean that in the future it will not be able to investigate some reports of crime to the same standards as now. This could either be as a temporary measure to manage demand, or as a planned response to savings. This may mean that some victims of crime in Hampshire will not receive the response or level of service they may expect or have previously received, leading to them feeling let down. Additionally, offenders who should be brought to justice may be allowed to re-offend. The officer uplift announced by the government since our fieldwork will, in time, help the force maintain its current level of service. However, this may take some time to become fully effective. We will continue to monitor this situation and work with the force and PCC, as all victims of crime should receive a response appropriate to their needs.

Legitimacy



Force in context

Comparison of Hampshire workforce ethnicity with local population

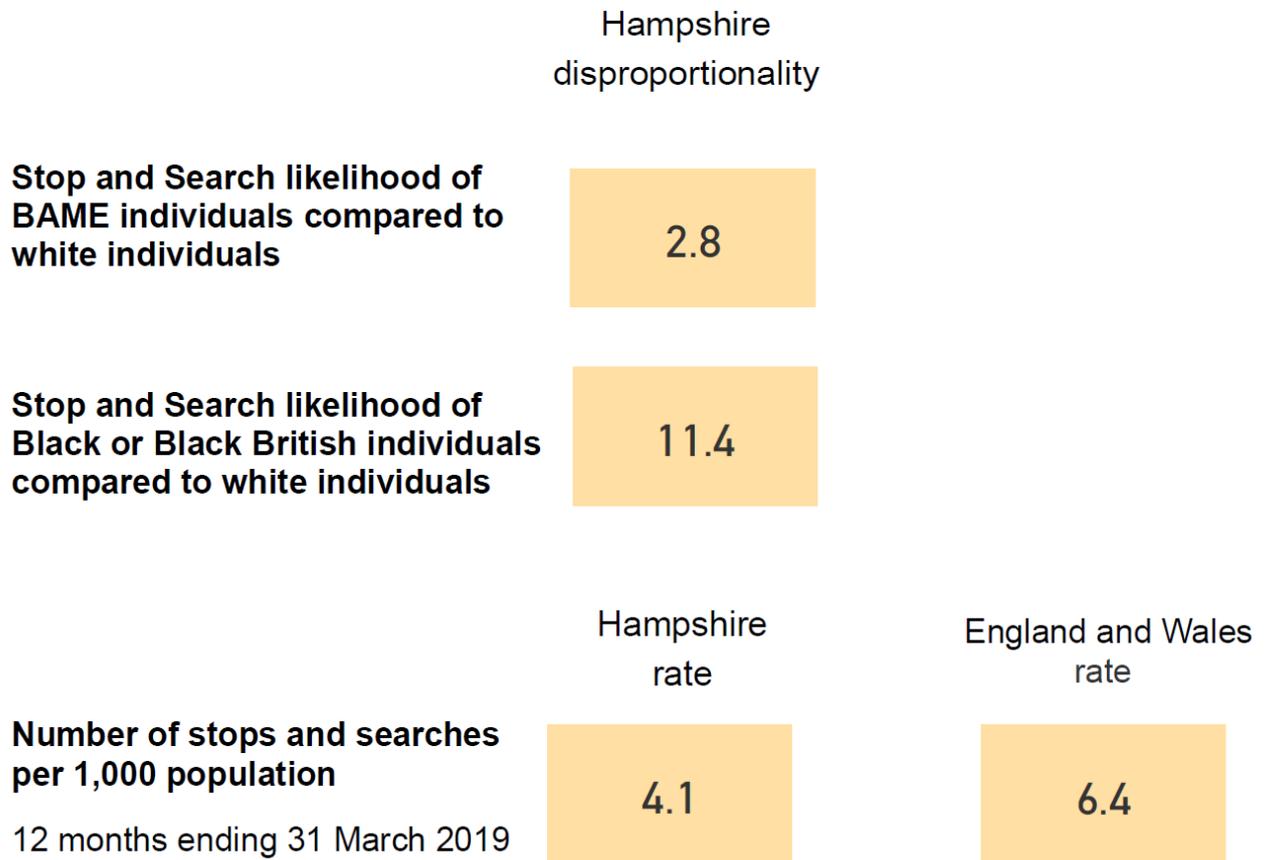
as of 31 March 2019

	Hampshire proportion	Local population proportion
Black, Asian and minority ethnic as % of those with stated ethnicity	3.0%	6.7%
White as % of those with stated ethnicity	97.0%	93.3%
Not Stated as % of total	3.3%	

	Hampshire proportion	England and Wales proportion
Proportion of female officers in post as of 31st March 2019	33%	30%

Stop and search by ethnicity

12 months ending 31 March 2019



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



Good

Summary

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

The workforce is good at behaving ethically and lawfully. The force continues to develop and maintain an ethical culture. Policies and processes align with the [code of ethics](#). The workforce clearly understands the principles of the code. But the force should make sure the work of its [ethics committee](#) is more widely known about. It should also make sure officers know how to raise ethical dilemmas with the force.

All officers and [staff](#) are vetted to the new vetting [code of practice](#) and [Authorised Professional Practice](#). New vetting requests are processed quickly and efficiently.

Standards of professional behaviour are regularly reinforced and clarified on the force's intranet and in messages from senior leaders. Cases of misconduct and breach are published in a quarterly newsletter. This shows how officers and staff can learn from them. Members of the public who have made a complaint to the force are now given a copy of their recorded complaint.

The force has an effective counter-corruption strategy. Members of the workforce know they can report wrongdoing in confidence and know how to do it.

The force uses the information it holds on its workforce to identify people at risk of corruption. This means it can intervene early. It also monitors whether officers and staff comply with their decisions about notifiable associations or business interests. It has realistic plans in place to make sure that it will very soon be able to automatically monitor all IT systems to identify potentially corrupt behaviour.

The workforce generally has a good understanding of [abuse of position for a sexual purpose](#) but not all staff and supervisors could recall their training. The force has good links with organisations that support [vulnerable people](#) but should make sure these relationships are effective.

In 2017 we judged Hampshire Constabulary to be good at treating both the public and its workforce fairly.

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, there is an area for improvement identified from this inspection:

- The force should identify and put in place training provision for [independent advisory group](#) (IAG) members designed to ensure that they have all the relevant knowledge required to perform their role.

During our fieldwork we investigated the progress the force has made in this area for improvement.

Since our last inspection there have been several training events for members of the IAG. Members are now more aware of features such as the use of force, stop and search and critical incidents. This is positive since these are the areas of police activity that IAG members are likely to give an independent perspective on.

We also reviewed a representative sample of 122 stop and search records to assess the reasonableness of the recorded grounds. We found that 84 percent had 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 national legitimacy report](#), we recommended that all forces should:

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

The force has complied with some of this recommendation. But it doesn't identify the extent to which [find rates](#) (the rate at which officers find what they are looking for) differ for people from different ethnic backgrounds and for different types of searches (including separate identification of find rates for drug possession and supply-type offences). It isn't clear that the force monitors enough data to identify the prevalence of possession-only drug searches or how far they align with local or force-level priorities. The force has plans to develop richer data sets, in pursuance of our 2017 recommendation, which have been delayed due to technical difficulties with some elements of its stop and search ICT programme.

We reviewed the force's website and found no clear mention of analysis it had done to understand and explain disparities, or any subsequent action taken.

Ethical and lawful workforce behaviour



Good

Hampshire Constabulary is clearly committed to behaving ethically and lawfully, led by the [chief officers](#). The values in the code of ethics form part of the force's vision, and all policies and process align to the code.

Standards of acceptable behaviour are well known by the workforce, who believe the force has got better at learning from mistakes. The force's ethics committee needs greater publicity. Staff we spoke to weren't aware of any way to explore ethical dilemmas in the workplace, except by talking to their supervisors.

All officers and staff are vetted to the new vetting code of practice and Authorised Professional Practice. New vetting requests are processed quickly and efficiently, and the force can identify any disparities in its decision making.

The force has an effective counter-corruption strategy. Members of the workforce know they can report wrongdoing in confidence and know how to do it.

The force makes good use of the information it holds on its workforce to identify people at risk of corruption. This means it can intervene early. It also monitors whether officers and staff comply with decisions about notifiable associations or business interests.

The force hasn't addressed well enough all recommendations about abuse of authority for a sexual purpose from our 2016 national report. Not all supervisors and officers know enough about this subject. Arrangements with external agencies for spotting signs of this behaviour in police officers aren't yet effective.

At the time of our inspection, software to help monitor the force's IT systems in real time had been purchased, and this will be installed and brought into use by autumn 2019.

Areas for improvement

- The force should take steps to make sure that the work of the ethics committee is more widely known, and that officers and staff are aware of how to raise ethical issues within the force.
- The force should ensure that it builds more effective relationships with the individuals and organisations that support and work with vulnerable people.
- The force should improve its workforce's knowledge and understanding of the abuse of position for a sexual purpose.

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

Hampshire Constabulary continues to develop and maintain an ethical culture. Its policies and procedures take account of the code of ethics. All new staff are given training about the code of ethics and the annual performance review contains a reminder about the code. We found that the workforce has a clear understanding of the code, and of the standards of professional behaviour. Senior managers are seen as ethical by the workforce. They promote ethics through personal example and messages to staff.

The force has an ethics committee to consider ethical issues, with representatives from across the force and from staff associations and external members. Despite the work of the committee being publicised through a force-wide journal, not many staff know about it. There is little discussion about ethical issues in the workplace. On most occasions we were told that ethical dilemmas would be discussed with line managers if the need arose. This is very limiting as it means that ethical issues aren't explored widely, or even not at all if they are about a person's supervisor.

Senior leaders have worked hard to develop a culture of learning rather than blame when mistakes happen. Most staff we spoke to felt that they would be supported by the force if they made an honest mistake. Supervisors have been given a decision-making tool by the [professional standards department](#) to help guide them towards dealing with mistakes in the most suitable way. Lessons learnt from misconduct enquiries are shared with the workforce through the professional services department's quarterly newsletter, Reputation Matters. Members of staff who we spoke to during our fieldwork told us that the force has effectively communicated information about lessons learnt and the outcomes of misconduct cases to them.

The force follows the new vetting code of practice and Authorised Professional Practice. It manages all new vetting requests, for new starters and internal postings, effectively and quickly. It can identify disparities in vetting decisions, including refusals for BAME applicants. But it didn't meet our national recommendation that, by December 2018, forces make sure officers and staff have the minimum level of vetting needed for their role. Its vetting backlog in December 2018 was only 3 percent, with no backlog in vetting at the time of our fieldwork.

The force meets its obligations to provide details to the [College of Policing](#) for the barred and advisory lists. These lists prevent people who have left the service under investigation, or been dismissed, from re-joining or working in law enforcement.

The force clarifies and reinforces standards of professional behaviour regularly through items on its intranet and messages from [senior officers](#). Officers and staff are aware of Reputation Matters. This reports cases of misconduct and breaches of the standards of professional behaviour and shows how the workforce can learn from them.

The professional standards department has worked hard to raise awareness of acceptable behaviour. It gives briefings to supervisors and then checks that supervisors have passed the information on to their staff. The force publicises the outcomes of serious complaints and gross misconduct investigations through its intranet. We found that all staff had a clear understanding of the consequences of not following the code of ethics or standards of professional behaviour.

Our 2017 legitimacy inspection contained an area for improvement for Hampshire Constabulary. This was that it should give each person who had made a complaint to the force a copy of their recorded complaint. It should also improve the quality and speed of its updates to complainants. We found that the force has fully addressed this issue. During the inspection we spoke to a regional officer from the [Independent Office for Police Conduct](#) (IOPC) who is pleased with how the force deals with misconduct.

Tackling corruption

Hampshire Constabulary has an effective counter-corruption strategic threat assessment and control strategy in place. The threat assessment identifies the main vulnerabilities, trends and emerging threats. There are confidential processes for reporting wrongdoing and supporting members of the workforce who use them. Officers and staff have a good understanding of how to do this and are confident that they can do so anonymously. The force has made progress towards achieving the national recommendations we made in 2016 about the abuse of position for a sexual purpose.

It uses the information it holds on its workforce to identify those at risk of corruption and it can intervene or start investigations early. The registers of notifiable associations, business interests and gifts and hospitality are completed well. The force monitors compliance with its decisions about business interests and notifiable associations.

The force can check what records have been accessed on important IT systems. Some monitoring systems are automated, but at the time of the inspection it couldn't routinely monitor the use of all its IT systems to identify potentially corrupt behaviour. It has purchased a new software monitoring system which will allow it to automatically monitor all its systems. This will be fully installed and operational by autumn 2019.

IT monitoring could increase the demand on the [anti-corruption unit](#) (ACU) if fully used. So, two extra ACU posts have been agreed as part of this year's force budget. This is important as during our inspection we reviewed how well the force had previously investigated corruption-related intelligence. We found that sometimes investigations had been concluded before all enquiries were done. On other occasions, poor record keeping made it difficult to see what action had been taken and would hinder a proper assessment of any subsequent connected intelligence. This suggests that the force doesn't have enough resources in its ACU, especially around expertise and supervision.

We were told by the force that these problems were recognised before our inspection and improvement measures had been put in place. Measures include:

- introducing better supervisory oversight of counter corruption investigations in the ACU;
- making sure that all supervisory posts in the ACU are occupied by substantive rank holders; and
- appointing a new detective inspector to provide additional supervision.

The force believes that these measures have addressed the issues we identified. We will monitor progress in this area in future inspections.

Abuse of position for a sexual purpose is viewed as serious corruption and the force usually refers cases to the IOPC. During our review we found some cases hadn't been referred and we have brought this to the attention of the force. We are now confident that the force will in the future refer these types of cases.

The workforce has a good understanding of abuse of position for a sexual purpose. They have had training, received briefings from the professional services department and seen publicity about misconduct cases of this type. Supervisors have been trained about the warning signs of this sort of behaviour among their workforce. Not all staff and supervisors, however, could recall this training when we asked them about it, so it may need refreshing.

The force has developed links with organisations that support vulnerable people. This is important because frontline staff in these organisations can give early indications of officers who abuse their position for a sexual purpose. So far there has not been any intelligence about this sort of activity from these organisations. The force should consider any further steps it could take to build its relationships with such staff. It should make sure that they have the necessary awareness of both what this behaviour looks like and where in the force it can be reported.

Treating the workforce fairly



Good

This question wasn't subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, there were two areas for improvement identified from this inspection:

- The force should ensure that it has effective systems in place and monitors these as to how well and consistently its [performance development review](#) (PDR) system is used across the force.
- The force should review how high potential members of the workforce are selected to ensure it is consistently fair and objective.

During our fieldwork this year we checked what progress the force has made in these areas for improvement.

It has made good progress in both. A new PDR system has been introduced that is linked to the force's approach to conducting regular one-to-one interviews between supervisors and their workforce. It is a simple one-page document that supports the PDR interview areas by checking personal wellbeing, goals, acceptable behaviour and essential training. The proportion of staff with an up-to-date PDR is 70 percent.

Improvements in how high-potential members of the workforce are selected are described earlier in this report. All routes into the talent pool are open and accessible to all qualifying staff.

Annex A – About the data

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

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

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

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

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

Methodology

Data in the report

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

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

Most similar groups

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

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

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

Population

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

Survey of police workforce

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

BMG survey of public attitudes towards policing (2018)

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

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

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

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

Review of crime files

We reviewed police case files for these crime types:

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

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

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

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

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

Force in context

999 calls

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

Recorded crime and crime outcomes

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

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

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

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

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

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

Domestic abuse outcomes

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

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

Workforce figures (including ethnicity and gender)

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

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

Spend per head of population

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

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

Stop and search

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

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