

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Wiltshire Police



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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 Wiltshire Police 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	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	Yes

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

Force in context

		Wiltshire rate	England and Wales rate
999 calls per 1,000 population		133	171
12 months ending 30 September 2018			
		Wiltshire rate	Most Similar Forces rate
Recorded crime per 1,000 population		60	69
12 months ending 30 September 2018			
Wiltshire workforce			
	FTE in post on 31 March 2018	FTE in post on 31 March 2014	Percentage change
Police Officer	994	1,020	-3%
Police Community Support Officer	113	132	-15%
Police Staff	691	659	5%
		Wiltshire spend	England and Wales spend
Spend per head of population		£152	£192
2018/19 projection			

Overall summary

	Effectiveness		Last inspected
	Preventing crime and tackling anti-social behaviour	 Good	2016
	Investigating crime	 Good	2016
	Protecting vulnerable people	 Good	2018/19
	Tackling serious and organised crime	 Requires improvement	2018/19
	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	 Good	Last inspected
Fair treatment of the public	 Good	2017	
Ethical and lawful workforce behaviour	 Good	2018/19	
Fair treatment of the workforce	 Good	2018/19	

HM Inspector's observations

I am pleased with most aspects of Wiltshire Police's performance in keeping people safe and reducing crime. But it needs to improve its response to [serious and organised crime](#), although extraordinary circumstances the force faced over the past year may have had an impact on its ability to demonstrate more consistent performance.

The force is good at preventing and investigating most types of crime. But while it understands the threat from serious and organised crime, it needs to adopt a more structured approach to tackling it. The force works effectively with other organisations to identify and protect [vulnerable people](#).

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

Senior leaders ensure that the workforce understands the importance of treating the public and each other with fairness and respect. The force continues to promote well the standards of professional behaviour it expects.

I am encouraged by Wiltshire Police's progress. I look forward to seeing more improvements over the coming year.



Wendy Williams

HM Inspector of Constabulary

Effectiveness



Force in context

	Wiltshire proportion	England and Wales proportion
Proportion of officers in a neighbourhood or response function in post on 31 March 2018	48%	40%

Victim-based crime per 1,000 population

12 months ending 30 September 2018

	Wiltshire rate	Most Similar Forces rate
Violence against the person	19	24
Sexual offences	2	3
Theft Offences / Robbery	24	23
Criminal damage and arson	8	9

Crime Outcomes

12 months ending 30 September 2018

Wiltshire
proportion

England and Wales
proportion

**Proportion of crimes where
action was taken**

12%

12%

**Proportion of crimes where
suspect was identified**

36%

41%

**Proportion of crimes where
victim did not support
police action**

12%

21%

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



Good

Summary

Wiltshire Police is good at preventing and investigating crime, and at protecting vulnerable people. It needs to improve how it tackles serious and organised crime (SOC).

The force understands vulnerability well. It could improve its supervision of control room staff by taking more dip-samples of audio files.

The force responds well to incidents involving vulnerable people, especially domestic abuse victims. Officers understand their responsibilities in [safeguarding](#) children. The force uses its legal powers, such as [Clare's Law](#), to protect victims of domestic abuse. It surveys all domestic abuse victims.

The force has enough case handlers to manage violent and sexual offenders and registered sex offenders. It tracks down offenders who view indecent images of children online.

Wiltshire Police needs to improve how it tackles SOC. It understands the level of threat well and now [maps all organised crime groups](#) promptly. But it needs to improve its prevention of SOC.

Because the force does not complete disruption assessments, it cannot check its success in disrupting crime and learn what works best.

It is too soon to know whether recent changes have improved how well the force works with other agencies in exchanging intelligence on SOC.

Preventing crime and tackling anti-social behaviour



Good

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

Investigating crime



Good

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

Protecting vulnerable people



Good

Wiltshire Police is good at protecting vulnerable people.

Officers and [staff](#) understand how to identify and protect people who are vulnerable. Call handlers are good at identifying repeat victims, victims of domestic abuse and people experiencing mental health problems.

The force makes sure officers in its public protection team receive training and continued professional development.

Immediate supervision and support of control room staff is effective. But the force could improve how it assesses performance by sampling audio files, so that it can improve its service.

Wiltshire Police is good at responding to incidents involving vulnerable people. Officers attending incidents have the right information from call handlers and understand what to do to protect vulnerable people.

We saw good examples of how Wiltshire Police targets criminals who exploit vulnerable people.

The force works closely with local authorities and other partner organisations. This helps it work out where harm may occur in communities and how to support and protect vulnerable people.

Wiltshire Police uses its legal powers to protect victims of domestic abuse. Officers make referrals of domestic abuse victims to partner agencies without delay.

The force asks for feedback from vulnerable victims and others. It uses this information to improve its services.

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

Wiltshire Police is good at understanding and identifying vulnerable people. The force has a clear definition of vulnerability and a helpful strategy that clearly sets out the principles of its approach to dealing with, and protecting, people who are vulnerable.

Officers and staff are expected to support vulnerable victims. We found that the workforce showed a good understanding of the nature and scale of vulnerability. A [designated chief officer](#) is responsible for the overall protection of vulnerable people. This officer chairs a vulnerability board that checks compliance with the expected standards and the quality of the service that local people receive. The board is responsible for maintaining an overview and understanding of the 13 categories of vulnerability that have been specified by the [College of Policing](#). Categories include domestic abuse, serious sexual offences, mental health, modern slavery and forced marriage. The force works closely with local authorities and other partner agencies. It has representatives on the safeguarding boards for adults and children and on community safety partnerships. This helps the force identify where harm is likely to occur, including hidden harm and forms of exploitation that may exist in local communities.

The force recently consulted its frontline staff to review the effectiveness of its vulnerability strategy. The consultation took the form of an online survey. This asked staff how well they recognised vulnerability, how it affected their thinking and how it influenced the services they provide. The survey outcomes have been evaluated and improvements identified. A review was due to take place at the December 2018 vulnerability board. We look forward to finding out how the force acts on the recommendations.

Wiltshire Police was one of the pilot forces for the College of Policing's vulnerability training package. Over 200 frontline officers and staff have already received this training, with a further ten training days scheduled up to February 2019. The force has invested in training, and in the continued professional development, of officers in its public protection teams. It works with the local authority to provide a multi-agency vulnerability training course.

Wiltshire Police is good at identifying vulnerable people when they first contact the police. This includes identifying repeat victims, victims of domestic abuse and people with mental health conditions. Call takers respond to calls appropriately and follow a structured risk assessment process to ensure a consistent approach. All call handlers have been trained to use the national risk assessment tool, known as [THRIVE](#) (threat, harm, risk, investigation, vulnerability and engagement).

In the sample of calls we listened to, we found that staff generally applied the THRIVE model well. IT systems easily allow the force to identify cases involving vulnerable people by using markers that identify repeat victims and suspects by name or location. Operators check with callers to find out if they have contacted the force before and

can select from a menu of options to assist them in classifying risks. The options include domestic abuse, [anti-social behaviour](#), concern for safety and missing people. This can help identify people who may be vulnerable.

The processes are used consistently and we found that the specific features of vulnerability are identified and understood. We found that call takers have a good understanding of the needs of vulnerable people. Officers and staff in the control room apply their training and show a good understanding of the importance of taking immediate action to protect people with mental health problems.

However, the force needs to improve its supervision of control room staff. We found immediate supervision and support to be effective. But, whereas other forces regularly dip-sample audio files to assess performance and improve services, Wiltshire Police does not. When supervisors perform such dip-samples, they obtain more information about how well their control room staff are working.

Responding to incidents

The force responds promptly to incidents involving vulnerable people to keep them safe. Over three-quarters of calls from domestic abuse victims receive an immediate response, within 20 minutes, or a priority response, within 60 minutes. When officers respond to incidents, we found that control room staff supply sufficient information to help them deal with vulnerabilities and risks and keep people safe.

Officers attending a crime scene, including domestic crime or other incidents, have a clear understanding of what to do if they identify someone who is vulnerable. Once officers identify a vulnerable person, they use a risk assessment tool known as [DASH \(domestic abuse, stalking and harassment\)](#). This helps them to assess the risk in cases such as domestic or so-called honour-based abuse, stalking and harassment. Once complete, DASH forms are sent promptly to one of two [multi-agency safeguarding hubs](#) (MASHs). Here, specialist staff review the risk assessments and decide on safeguarding options.

When officers attend incidents involving violent, abusive or sexual behaviour, they record details of any children who live in the household and whether they were present at the time of the incident. Officers and staff clearly understand their responsibility to identify and make referrals for these children to other agencies for assessment and support. The process means that all recorded information on the risk assessment is instantly visible to all statutory safeguarding partners and other interested parties, such as third-sector organisations.

Officers we spoke to had a good understanding of how to safeguard victims. For example, they help people find refuges if they are in danger of further abuse. They also put them in touch with other domestic abuse service providers, such as Swindon Women's Aid.

Across the county, Wiltshire Police has worked hard with partner organisations, including the NHS and local councils, to broaden its understanding of the nature and scale of vulnerability. Together, they have developed health and wellbeing boards, community safety partnerships and the Swindon and Wiltshire Anti-Slavery Partnership.

Police intelligence analysts also provide the force with a better understanding of vulnerability. They develop [problem profiles](#) to identify certain types of crime that may disproportionately affect particular communities. These include knife crime, abuse by sexual predators and victimisation by [county lines](#) criminals based outside Wiltshire. (County lines offenders are part of organised crime groups that use mobile phone lines to extend their drug dealing operations to new locations.)

We saw good examples of how Wiltshire Police targets criminals who exploit vulnerable people. One example involved local officers working effectively with specialist detectives to safeguard victims coerced into forced labour by gangs involved in laying tarmac.

An important feature of safeguarding domestic abuse victims is taking action against offenders. The force clearly expects officers to act to protect victims. Often this involves arresting suspected offenders. However, sometimes arrest is not justified. Officers we spoke to were aware of their responsibilities and powers. They arrest domestic abuse perpetrators in 34 percent of domestic abuse incidents. The force does not record the number of domestic abuse perpetrators who attend police stations voluntarily, so we are unable to provide this additional information.

People can apply for information via the domestic violence disclosure scheme (DVDS). Also known as Clare's Law, the scheme allows the police to disclose information to partner agencies about a perpetrator's violent past. Partner agencies can then make informed decisions about the risks that victims and their children may face.

Between 2016 and 2017, Wiltshire saw an increase in the total number of disclosures of both 'right to ask' and 'right to know' applications. The number of 'right to ask' disclosures grew from 14 in the 12 months to June 2017 to 62 in the 12 months to June 2018. Similarly, the number of 'right to know' disclosures increased from 70 in 2016/17 to 122 in 2017/18.

The force provides a mental health triage service in partnership with the NHS Mental Health Trust. The service is available 24 hours a day, seven days a week. A qualified mental health practitioner is based in the force control room to help officers and staff provide the most appropriate service. Staff who use the triage service can give feedback to the force and partner agencies about how effectively it is working.

We found that frontline officers and staff had a good understanding and awareness of mental health; there is regular joint training with mental health partner agencies. In partnership with the local NHS mental health trust, the force has produced a training video to help staff understand the implications and complexities of a mental health crisis.

The force has effective, well-developed relationships with external partner organisations. These include the probation service, children's services and the Avon and Wiltshire partnership for mental health. They all help the force to support vulnerable people.

Through its established processes, the force can analyse data and exchange information on vulnerable people with other safeguarding agencies. This exchange of information takes place at different contact points, including the MASH and in the mental health triage service.

Supporting vulnerable victims

Wiltshire Police is good at keeping vulnerable people safe. Community policing teams (CPTs) use technology, such as smartphone apps, to make referrals to the National Centre for Domestic Violence. This means referrals of domestic abuse victims to partner agencies are made without delay. Officers are also involved in the continued safeguarding of vulnerable victims, including children at risk of sexual exploitation. Officers and staff work in established multi-agency child sexual exploitation and missing persons teams in both local authority areas. Neighbourhood officers work with specialist teams to keep vulnerable victims safe.

The force makes use of its legal powers to protect victims of domestic abuse. In the 12 months to 31 March 2018, superintendents assessed 35 [domestic violence protection notices](#) (DVPNs); 28 were authorised and none were breached. The force applied to the court for 24 domestic violence protection orders (DVPOs); 21 were granted and four were breached. Officers and staff have a growing understanding of the value of these orders in protecting victims. The force responds appropriately to DVPO breaches so that vulnerable victims remain protected.

The force is making greater use of Clare's Law. In the year to 31 March 2018, the force made 193 'right to know' applications to the DVDS. In response, 112 were provided. Through the domestic violence disclosure scheme, 70 'right to ask' applications were made; all 70 resulted in a disclosure.

The force has recently conducted an audit to find out whether it is using arrests correctly to safeguard victims, especially concerning domestic abuse offences. The same audit also reviewed the effectiveness of evidence-led prosecution opportunities.

In December 2018, the vulnerability development board discussed the results of the audit and considered the recommendations. Subjects included the use of arrest, [voluntary attendance](#), police [bail](#) and [released under investigation](#) (RUI). The audit is focused on two areas. The first considers how the force tracks investigations concerning suspects released under investigation. The force considers RUI to have particular relevance for young people and for summary offences that have a six-month limit on proceedings. The results of the review should help the force improve its investigative standards.

The second area covered by the review was that of voluntary attendance. The force has established a voluntary attendance transition group that will consider, among other factors, attendance, interviews both at and away from police stations, and the collection of biometrics. The group will submit its findings to the crime, justice and cyber board.

The force uses pre-charge bail to keep victims of domestic abuse safe, but cannot access this information easily. The force expects the introduction of new data monitoring software (Qlik Sense) to improve its performance in this area.

Wiltshire Police contributes effectively to the county's two MASHs, based in Swindon and Trowbridge. During our inspection, we visited the MASH in Trowbridge. We found that it was managing referrals effectively.

Referrals are graded according to an assessment of threat and risk of harm. Levels of risk are presented visually to decision makers using a red, amber and green classification. Workloads in the unit are manageable. Agencies in the hub have a shared vision to support vulnerable people. For example, a leading human rights charity has trained members of the joint team so they can improve the services provided to victims of so-called honour-based violence and forced marriage.

The force works with its partner agencies, including education, probation, health and children's services, to ensure the provision of appropriate safeguarding arrangements for vulnerable people. It reviews all domestic abuse incidents daily to assess risks and put urgent safeguarding actions in place.

[Multi-agency risk assessment conferences](#) (MARACs) in Wiltshire are effective. They agree individual multi-agency plans to provide support to victims. Skilled decision makers assess all domestic abuse incidents, and all high-risk cases are referred to the MARAC. The force's three MARACs take place once a fortnight. The Swindon MARAC undertook a self-assessment in summer 2018. That assessment established that few victims identified themselves as lesbian, gay, bisexual, transgender, queer or disabled. Wiltshire Police refers 64 percent of the total cases that the MARACs consider. As a result of the self-assessment, Wiltshire Police and its partner organisations set up a multi-agency group to look at ways to encourage more victims from these under-represented groups to report domestic abuse.

The force seeks and uses feedback from vulnerable victims and from other users to improve its services. Our 2017 effectiveness report said the force should improve the ways it obtains feedback from victims of domestic abuse, including those who do not support police action. The force has now addressed this problem and surveys domestic abuse victims to help improve its services.

The force audits footage taken from the [body-worn video](#) cameras officers use at domestic abuse incidents. These audits assess the standard of service the officers provide. They also look for examples of [unconscious bias](#), such as when an officer's behaviour has unwittingly discouraged a victim from supporting a prosecution. The force uses such footage to educate officers and encourage them to take a more positive, supportive approach to victims.

The force has enough case handlers to manage sexual and violent offenders ([MOSOVO](#)). This means that it can effectively manage the risks registered sex offenders (RSOs) pose to the public. At the time of our inspection, the force had 87 risk assessments of RSOs outstanding; none of the outstanding cases was graded as high risk.

Offender risk assessments use the nationally recognised [active risk management \(ARMS\)](#) model and involve external agencies. Every RSO in Wiltshire must undergo an annual ARMS assessment, regardless of risk, unless they are subject to active management. If the force receives new information, or if a significant change has occurred, it will complete a new ARMS assessment and create a revised risk management plan. We were pleased to see that applying national guidance has made risk assessments more accurate. This means the force can manage low-risk offenders more proportionately so that high-risk individuals can receive more attention.

The force makes good use of technology to locate and prosecute offenders who view indecent images of children online. It works closely with the National Crime Agency to pursue the most harmful offenders and prevent further harm to young people.

The force makes good use of legislation to protect the public from dangerous offenders and sexual predators. It seeks to control their behaviour by applying to the courts for ancillary orders designed to restrict their lifestyle and activities. The force reports that 55 [sexual harm prevention orders](#) (SHPOs) were issued in the year to 31 March 2018 and 14 were breached. During our visits to local police stations, we found that CPTs were aware of RSOs living in their local areas. CPT members help actively supervise RSOs to reduce the level of risk to the public.

Tackling serious and organised crime



Requires improvement

Wiltshire Police needs to improve how it tackles serious and organised crime (SOC).

The force understands the threats from SOC. It now maps all organised crime groups promptly and checks them regularly.

It has developed an organised crime problem profile, which it shares with other partner organisations.

Officers work with partner organisations in MASHs. The force's community-based work aims to tackle knife crime, child exploitation, youth violence, anti-social behaviour, street drug-dealing and running, and gang-related behaviour.

The force is good at keeping the public informed about its work on SOC.

Wiltshire Police still needs to improve its approach to lifetime offender management. It needs to make sure it uses civil orders consistently to manage and control the most serious offenders.

Although the force actively disrupts organised crime groups, it does not assess the impact of its investigations. It needs to use the [4P](#) approach (pursue, prevent, protect and prepare) to make sure it learns what disruption activities work best. It also needs to make sure local community policing teams are consistently involved in work to disrupt organised crime groups.

Areas for improvement

- The force should improve its processes for lifetime management of organised criminals to minimise the risks they pose to local communities. This should include routine consideration of ancillary orders, powers available to partner agencies and other tools that can deter organised criminals from continued offending.
- The force should assign capable lead responsible officers to all active organised crime groups (OCGs) as part of a long-term, multi-agency approach to dismantling them. These officers should understand their responsibilities clearly and adopt a '4P' structure for managing OCGs.
- The force should improve neighbourhood teams' awareness of organised crime groups to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity.
- The force should evaluate the impact of its activity on serious and organised crime and its application of the '4P' plans to ensure that it learns from experience and knows which disruption activities are the most effective.

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

Understanding threats

Wiltshire Police understands the threats posed by serious and organised crime (SOC). The force has structures and processes to assess the level of those threats, particularly when they come from county lines, human trafficking, modern slavery and criminal exploitation. It uses the [management of risk in law enforcement](#) (MoRiLE) assessment tool to determine and prioritise the risk from organised crime.

The force has developed a [SOC local profile](#), which contains data mainly drawn from police systems, but also from partner organisations such as Trading Standards. The force shares these profiles with partners. Specialist staff working in bespoke teams, or 'desks', scan and monitor intelligence for specific types of organised crime daily to identify existing and emerging concerns. They develop SOC intelligence relating to the threats identified as the most relevant or harmful to local communities. These include organised crime, modern slavery and emerging gang culture. Each theme has its own problem profile, with an overarching 4P plan. Plans are reviewed every quarter through the force tasking process. We found sound structures and processes in place to deal with county lines and modern slavery. The force now needs to extend them to cover other types of organised crime.

In 2016, we found that the force did not map all organised crime groups (OCGs) promptly once they had been identified, nor were they reassessed regularly in line with national standards. This year, we found that the force has addressed both of these areas. It has mapped 22 OCGs per million head of population; the national rate is 35 OCGs per million head of population. The force identifies new OCGs and will map [urban street gangs](#) (USGs) and county lines groups if they meet the threshold assessment of an OCG. The force has not yet mapped any USGs.

The force has a clear intelligence requirement. It expects officers and staff to gather intelligence to help it understand gaps in its knowledge of a particular crime group or crime type, such as human trafficking. However, we found that specialist teams were separately developing their own intelligence to inform their tactics because of a lack of timely intelligence support.

The force works closely with the Regional Organised Crime Threat Assessment (ROCTA) team to map, review and archive OCGs promptly.

A mobile tasking and briefing tool (TaB) informs CPT members about specific tasks designed to gather intelligence or disrupt OCG activity. The TaB draws on information from a range of intelligence systems, including open source social media and other less obvious options, to inform the force's understanding of SOC. We saw examples of this in officers' work with partner organisations in MASHs. Operation Repose is a community-led approach designed to tackle knife crime, child exploitation, youth violence, anti-social behaviour, street level drug-dealing and gang-related behaviour.

In July 2018, the force ran a campaign called Beyond the Beat, which was designed to inform the public about hidden demand. It told the public about frontline activity and targeted problems that the public knows little of, such as cyber-crime and modern slavery.

Serious and organised crime prevention

Wiltshire Police should improve its approach to preventing SOC. The force has undertaken several initiatives to identify people at risk of being drawn into organised crime to deter them from offending. This includes working with partner agencies through Operation Aident to identify those who are vulnerable to [cuckooing](#) (where drug dealers take over the home of a vulnerable person to use it as a base for drug dealing). It also includes proactive enforcement activity based on specific, targeted intelligence.

The force supports diversionary schemes such as junior good citizens and 'always available adults', which is the force's scheme to mentor local children at risk. Together with its partner agencies, the force has introduced an early intervention co-ordination board. This collaborates on existing mechanisms, such as Mini Police, Knife Crime and Call In and co-ordinates youth engagement services. The force has recently added early intervention officers to CPTs. These initiatives have yet to be evaluated so the force doesn't know if they are successful at preventing people from engaging in organised crime. The force has not formally identified any urban street gangs. Therefore, it has not made use of gang injunction legislation.

In 2016, we found the force's approach to lifetime offender management was ineffective. We checked on the progress it has made in this area during our recent inspection. We found that staff are still unaware of the processes involved in the lifetime management of the most serious offenders. The force has not done enough to improve its performance and must address this sustained area for improvement.

We found that the force uses civil orders inconsistently. These orders can be helpful in managing and controlling the behaviour and activities of the most serious offenders. The workforce demonstrated a lack of understanding and knowledge about the potential effectiveness of civil orders.

The force makes some use of [serious crime prevention orders](#) (SCPOs). At the time of our inspection there were three active orders in place, with a further order pending. It is intended that newly designated [lead responsible officers](#) (LROs) will manage these orders as part of their activity in managing OCGs. But at the time of our inspection the LROs were still being trained so we were unable to assess the outcomes of their involvement.

The force engages effectively with the public about its work on SOC. It publicises success stories to raise awareness of the impact of organised crime on communities. Media campaigns, including CTRL + OUT + DELETE and Op Sceptre, have sought to address the risks of knife crime. The force briefs its partner agencies on the impact of organised crime and raises awareness of county lines. Officers have given presentations in local colleges to tell students and parents about the risks. The force also uses social media to inform the public about organised crime. It has secured money from the police transformation fund to educate the business community about the risks and signs of human trafficking and modern slavery.

Disruption and investigation

Wiltshire Police is good at prioritising its work to tackle SOC. It examines the level of identified threat, prioritises activity and then addresses the problems SOC poses. To focus its activities on the most serious threats, the force conducts a quarterly review of its thematic 4P plans. This is done as part of its control strategy to refresh the SOC priorities. Despite these reviews, the force has not made any recent referrals to the [regional organised crime unit](#) (ROCU), either to get support or to use the unit's expertise to tackle the more serious OCGs. However, the force has drawn on ROCU help and tactics in the past.

Until recently, a strategic organised crime board oversaw the partnership approach to tackling SOC. It was accepted that there was scope to improve the effectiveness of the board. As a result, governance of SOC has recently been transferred to the local community safety partnership (CSP) boards. The force and its partners hope that co-ordination of the multi-agency response to organised crime will be more effective in the future. We were unable to assess the quality of the approach during our inspection. Force analysts will review the value of this transfer over the next three to six months and we will continue to monitor progress and outcomes.

In 2016, we said the force needed to engage routinely with its partner agencies at a senior level to improve the exchange of intelligence and promote effective, multi-agency responses to SOC. While plans now exist to address these gaps, it is too early to say whether the new arrangements will improve performance in this area.

The force has good structures in place to investigate SOC and particularly county lines. It regularly debriefs policing operations to identify organisational learning. But it lacks an established process for co-ordinating activity against OCGs. Instead, it takes a local area approach to managing them.

The force recently trained CPT inspectors in the role of LRO. This is a very recent development, so they are not yet sufficiently knowledgeable or experienced. Consequently, the force is not yet equipped with the skills it needs to manage OCGs.

At the time of our inspection, no 4P management plans existed for any mapped OCGs. The force needs to address this gap promptly and it is a specific area for improvement.

The force uses a range of covert and overt tactics to disrupt and dismantle OCGs. But it makes limited use of orders and does not routinely allocate financial investigators to OCG investigations. The ROCU has made new assets available to the force. These include a disruption team, an assisting offenders team and a regional organised crime threat assessment (ROCTA) team. The new teams aim to improve intelligence, analysis and the response to organised crime demand. They should also create better tools and services, allowing the force to maximise disruption opportunities.

The force already engages with the [Government Agency Intelligence Network](#) to ensure it considers the full range of intelligence options in the fight against organised crime. Successful operations include Supermarine, a long-term, covert investigation into modern slavery and human trafficking involving a foreign national OCG that was trafficking women into the off-street sex industry. Other examples are Operation Kestrel 2, a regional initiative to tackle foreign national offenders, and Operation Evolve, an extensive multi-agency operation tackling OCGs and county lines in Salisbury. The Wiltshire Anti-Slavery Partnership has also developed a dedicated victim reception centre facility.

Wiltshire Police actively disrupts OCGs. Its records show 1.25 disruptions per OCG, which is about half the national rate for OCG disruptions in England and Wales at 2.78 per OCG.

The force does not complete disruption assessments. Without evaluating its work, it cannot be sure that its methods are effective over the medium to long term, beyond the pursue element of the 4Ps. Short-term pursue activity is assessed and reviewed through the tasking processes. Debriefs are conducted to identify learning opportunities after operational interventions. There are also examples of local partnership evaluations that assess the impact of SOC. However, the force is not collecting any learning at a local level to improve the organisation in a sustained way.

In our visits to CPTs we found their involvement in OCG disruption activity to be inconsistent. As outlined earlier, the force intends to address this gap by training CPT team inspectors to be LROs, but this remains a current gap for the force.

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 OCGs 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

At the time of our inspection, Wiltshire Police operated a joint arrangement on armed policing with Avon and Somerset Constabulary and Gloucestershire Constabulary. Since undertaking our inspection, the three forces have announced they will cease joint working arrangements from 1 April 2019. After that date, each force will be responsible for providing its own independent services.

Wiltshire Police has sufficient understanding of the potential harm facing the public, but the regional assessment will need to be revised. The current APSTRA conforms to the requirements of the code and to [College of Policing guidance](#). The APSTRA is published annually, accompanied by a register of risks and other observations. The designated chief officer often reviews the register, 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. Officers trained to an [armed response vehicle](#) (ARV) standard attend most armed incidents in Wiltshire Police's area. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

We found that Wiltshire Police, together with Avon and Somerset Constabulary and Gloucestershire Constabulary, has good arrangements to mobilise specialist officers should their skills be required. At the time of our inspection, Wiltshire Police had sufficient specialist capabilities. We will continue to monitor its performance in this area once the existing collaboration arrangements have ended.

Working with others

It is important that effective joint working arrangements operate between neighbouring forces. Armed criminals and terrorists are not limited by county boundaries. Consequently, 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 force's current arrangements with Avon and Somerset Constabulary and Gloucestershire Constabulary mean that Wiltshire Police can call on additional ARV or specialist capability if it needs to. This extra capability aligns well with the threats set out in the APSTRA.

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

We found that, while Wiltshire Police regularly debriefs incidents that armed officers attend, it does not always identify best practice and areas for improvement. We recommend the force review its operational debriefing procedures to deal with this. It is important not to overlook opportunities to improve performance.

The three forces in the tri-force collaboration (Wiltshire, Gloucestershire and Avon and Somerset) have announced that their successful joint working arrangements will cease from 1 April 2019. Current ways of working mean training standards, armed deployments and how armed operations are managed are the same in all three forces. Discontinuing the current arrangements may undermine this position. We have concerns about:

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

We will track these developments carefully to check that standards are maintained and that public safety is not compromised.

Efficiency



Force in context

	Wiltshire spend	England and Wales spend
Spend per head of population 2018/19 projection	£152	£192

Spend per head of population by category

2018/19 projection

	Wiltshire spend	England and Wales spend
Visible frontline	£49	£65
Non-visible frontline	£49	£62
Frontline Support	£14	£17
Business support	£36	£41
Other	£4	£8

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



Good

Summary

Wiltshire Police is good at planning to meet both current and future demand.

The force looks at previous trends and uses this to predict demand. These demand projections help managers plan how to make best use of their workforce. Since our 2017 inspection, the force has used analysis of demand to improve its response to non-emergency calls by changing shift patterns and numbers of call room staff.

The force is working hard to engage with the community. But it needs to update its technology to offer the public better ways of making contact, such as online.

The force has processes in place to manage the competing priorities it faces. It is still evaluating future workforce needs to address likely skills gaps. It has faced an increase in officers leaving the service but is investing in recruitment. It expects to return the force to its planned numbers in 2018/19.

Wiltshire Police is working to increase its diversity. The Department for Work and Pensions has recognised the force's support for people with disabilities. More black, Asian and minority ethnic (BAME) people are gaining employment and now make up 2.6 percent of the workforce.

The force's financial, service and delivery plans focus on frontline staffing. A [medium-term financial plan](#) sets out the framework until 2022.

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

Wiltshire Police is good at planning for the future. It understands and manages demand well.

The force's strategic assessment of threat, harm and risk includes areas of emerging demand, such as modern slavery and human trafficking. It makes detailed plans for these areas.

The force aims to manage future demand by intervening early and working with partner organisations in areas such as mental health. It is improving its ability to deal with an increase in cyber-crime.

Wiltshire Police is good at working with local people. But the force needs better digital ways for the public to contact it.

The force has invested in services that matter to the public. It has processes to help understand future and emerging demand and identify changing public expectations.

The force is starting to analyse its existing skills base and what it will need for the future. It has increased recruitment to fill gaps and has also made some changes to encourage more diversity among applicants. The force should recruit more people from outside the police service.

Wiltshire Police has made arrangements to align its financial plans with its service and delivery plans. These focus on frontline staffing.

The force has clear ambitions to improve the focus on its local policing model and its ability to meet demand.

Areas for improvement

- The force should improve its engagement with the public, using digital methods for public contact.
- The force should develop its workforce by actively seeking opportunities to recruit external candidates.

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

Wiltshire Police is good at assessing future demand for its services. In 2017, we found that the force needed to improve its response to non-emergency calls for service through the 101 telephony system. To address this, it analysed demand in the crime and communications centre (CCC). It used this information to design a new shift pattern and increase the number of staff in the CCC to match the expected demand profile.

We visited the CCC several times during this inspection and found that the force understands and manages demand well in that department. Through its business intelligence tool (QlikView), the force has a stronger base of evidence on historic demand. This system looks at previous trends and predicts the volume of demand by crime type and locality, over intervals ranging from a day to more than a year. Managers can access these demand projections to plan how to make best use of their available resources.

CPT inspectors access the information to inform their approach and future planning, including public communication campaigns. The system predicts peaks in demand. This information is used to align resources to meet that demand. The analysis forms part of the demand strategy. It also supports the production of the strategic assessment and helps set the future direction. Resources within CPTs are aligned through regular demand assessments. These are completed quarterly to inform the allocation of resources across the county.

The force's strategic assessment of threat, harm and risk includes identifying areas of emerging demand. Emerging themes include modern slavery and human exploitation, child sexual abuse, organised criminality, domestic abuse, youth offending and emerging gang culture. Detailed plans are constructed for each theme. A dedicated analyst supports operational activity for each one, reviewing demand data and identifying opportunities for potential intervention. The force is acting to manage future demand by intervening early and working with its partner agencies in areas such as mental health and troubled families.

The force is responding to the growing impact of cyber-crime and digital crime on its communities. Its demand analysis predicts growth in the number of victims of digital crime. During 2018, it invested in a digital investigations and intelligence unit. This includes two cyber-prevent officers, as well as a superintendent, an inspector, two sergeants, four cyber-crime investigators, and two digital media investigators. Expansion of digital forensic capacity has included training given to 200 officers and staff in how to use forensic extraction device kiosks to triage seized mobile telephones.

Understanding public expectations

The force works hard to engage with the public. It is committed to improving community confidence and policing through active participation. This builds on the high level of public confidence reported in recent survey data.

The force has also used traditional methods and social media to run a 13-week campaign on policing. Beyond the Front Line covered areas such as vulnerability, cyber-crime and exploitation. The intention is to raise the profile of these problems

and highlight the demand they place on the force. An informed debate can then be held on policing priorities. The force is adapting its community services to engage more with local communities. It is revising its CPT model to create more community co-ordinators.

The force recognises the need to enhance its use of technology to provide a more efficient service. It does not offer the public digital contact methods such as live chat, up-to-date recording systems or online crime reporting. Such improvements will depend on upgrades to the force's current records management system (Niche). Its existing stand-alone systems do not provide an accessible summary of information and previous contact. Instead, call handlers must manually search for information across different databases. The force accepts that a customer relationship management (CRM) tool could create efficiencies and allow for more rapid identification of repeat and vulnerable callers. The command and control software developers are reportedly building CRM capability into their systems for future update.

Prioritising

Wiltshire Police, in common with other forces, must manage numerous and competing priorities. These come from the police and crime commissioner's Police and Crime Plan and the Force Strategic Assessment, as well as from public expectations and projections of emerging and future demand. It has processes in place to understand future and emerging demand and identify changing public expectations. It uses this understanding to shape its operational and financial plans.

With the support of the [police and crime commissioner](#) (PCC), the force has invested in services that matter to the public. In particular, it is maintaining its CPT frontline capacity using the increased precept in 2018/19 and plans to continue this way in 2019/20. The 2018/19 budget also included more resources for cyber-crime and child exploitation. Budgets in previous years have allowed the force to increase funding for operators to address its poor 101 call-handling performance.

Future workforce

The force is in the early stages of evaluating its future workforce needs. It is doing the preliminary work needed to understand its existing skills base and align job descriptions with nationally recognised 'job families'. When this work is complete, the force should be able to predict and address likely future skills gaps. It can then ensure that its staff and officers have the nationally recognised, [authorised professional practice](#) qualifications they will need. Until then, its workforce planning for recruitment is based on known numbers, anticipated attrition when people leave or retire, and identified business need.

Over the past 18 months, the force has been confronted with an increase in officers leaving the service. This has affected staffing in other areas. In response, it has set up a strategic group to oversee officer recruitment. This has accelerated new intakes and conducted more transferee campaigns. While the force is now better placed to meet demand, it has an abstraction rate of about 40 percent of full staffing levels. (Abstraction is where officers cannot be deployed for reasons such as training, leave or sickness.)

The force has invested in more vetting analysts and recruitment co-ordinators in response to the increase in police officer recruitment over the past 12 to 18 months. This short-term investment is expected to help return the force to its planned numbers of full-time equivalent posts in 2018/19.

Wiltshire Police anticipates changes because of the introduction of the Policing Education Qualifications Framework. This has raised concerns about sustainability and cost. It will require the force to upgrade the skills of its existing trainers to the higher standard required for the provision of future training. This will be done in partnership with local universities.

The force is trying to increase its diversity. It has made some low-level changes to encourage more diversity among applicants. These include providing more support at application stages, advising on roles, holding workshops and amending the starting salary for experienced ex-military personnel.

The Department for Work and Pensions has designated the force a 'Level 3: Disability Confident Leader' in recognition of its support for people living with disabilities. The outcome of the force's positive action and recruitment activities has not been formally confirmed. However, responses to a positive action survey indicate an increase in BAME candidates who succeed in gaining employment with the force. Wiltshire Police now employs 53 people (2.6 percent of the workforce) who identify as being from BAME backgrounds. Eight people (0.4 percent of the workforce) identify as coming from other ethnic backgrounds. Half of the successful candidates were employed through the positive action team and/or received support from the team during the recruitment process.

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 impact 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 impact on their officer numbers and their ability to provide effective and efficient services.

Wiltshire Police aligns its financial plans with its service and delivery plans, which focus on frontline staffing. The medium-term financial plan (MTFP) sets out the framework for strategic planning over the four years to 2022. The strategy sets out the net savings requirements and the assumptions on which they are based. The latest strategy assumes that precepts will increase by £24 in 2019/20. This has now been approved. From 2020/21 onwards, the increase in the precept will return to 1.99 percent annually. These assumptions are reasonable and generally consistent.

The force has recently announced that the tri-force arrangement with Avon and Somerset Constabulary and Gloucestershire Constabulary will end in April 2019. This means the force will need to supply the services the tri-force agreement previously provided. This will include firearms officers, roads policing officers and dog handlers.

On the basis of the increased precept funding, the chief constable, together with the PCC, looked at options to resolve the issues connected to the ending of the tri-force arrangements. They also looked at ways to improve the neighbourhood policing element of community policing. The MTFP identifies £1.423m to fund the tri-force service areas. These include firearms officers, roads policing officers and dog handlers, who will transfer back to the direct management of Wiltshire Police. Officers will have a dual role and will also be used to enhance the local CPT response capability. This should give the force enough authorised firearms officers to meet the requirements of the APSTRA. The force currently has 48 firearms posts and 48 officers. Another two officers are in training.

While the force does not expect any change in grant funding in the later years of its strategy, it understands the financial impact of possible changes to the level of the grant. These assumptions and levels of precept would result in a cumulative revenue budget deficit of £5.302m by 2021/22. The force would have to cover that through savings, transformation or other means, such as using [reserves](#). Savings required in 2018/19, after the use of reserves, are £1.34m. The plan requires similar levels of annual savings in each year of the strategy. It includes collaboration and remodelling service delivery.

The force reviewed its use of reserves in 2017. It greatly reduced their planned use to balance the 2018/19 budget from the £1.393m that the original strategy envisaged to £0.250m. The largest reserve is held for capital development, to finance Wiltshire Police's investment plans. A reserves strategy is in place and has been updated.

The force recognises that other agencies are facing increased demand and reduced levels of resources. As a result, more requests for service will either come from those agencies, or from people who those agencies cannot help. We came across many examples of the types of incidents that often occur after what is called the 'Friday 1630 hours' watershed when other agencies close their offices. The force has taken specific action on mental health, introducing a mental health triage. This concentrates on service users who have previously had a disproportionate impact on statutory agencies.

As a result of work with partner agencies, Wiltshire Police has access to a county-wide four-bed place of safety. This has reduced demands for police custody under [section 136](#) arrangements. But the force could go further. It has proposed a collaboration approach that includes setting expectations with the public, clarifying (and where appropriate, sharing) demand with partner organisations, and trialling future models.

Leadership and workforce development

The force is not yet confident it has the right skills and capabilities to meet future demand. It is reviewing its leadership requirements to inform the direction of its future leadership strategy. The aim is to define what the force wants in its leaders so it can meet its objectives.

A clear framework for leadership development sets out the programmes available for existing and aspiring leaders. The force is planning to review this leadership provision to enable officers and staff to achieve its objectives while fulfilling their own abilities and potential. The review is intended to give an overview of how the force identifies potential talent and makes selection decisions. The force is aware of the importance of doing this fairly and consistently.

Succession plans are considered at regular meetings with heads of department. But they do not appear to be in place for the most senior members of the leadership team. The force is in the process of developing career pathways for some groups of the workforce. There has been little engagement with direct entry or external recruitment for police officer roles, beyond reinstating transferee recruitment initiatives. However, the force has used external agencies for some types of recruitment and for specific posts. For example, it has recently used external agencies for procurement exercises and to recruit special constables. Some posts are advertised through a range of companies. The force is making real attempts to develop a more diverse workforce.

Ambition to improve

Wiltshire Police has clear ambitions to improve. These focus on maintaining and enhancing its local policing model and responding to demand. Its plans are realistic, subject to the PCC's continued support in the precept rises agreed for 2019/20 and achieving savings of over £1m for each year of its financial strategy. The force has opportunities to look more broadly at performance to better meet public expectations. It has already demonstrated this in its call handling and in developing more effective ways to manage demand with local partner agencies. But scope exists to extend this work to other areas.

Savings plans are identified annually through the planning process and make good use of benchmarking information, including benefits from new technology. The force is planning to develop its understanding of where it needs to enhance workforce capabilities to meet future demand. This important action has been deferred from 2018. Once completed, it should give the force greater resilience.

Legitimacy



Force in context

Comparison of Wiltshire workforce ethnicity with local population

as of 31 March 2018

	Wiltshire proportion	Local population proportion
Black, Asian and minority ethnic as % of those with stated ethnicity	1.7%	5.5%
White as % of those with stated ethnicity	98.3%	94.5%
Not Stated as % of total	1.1%	

	Wiltshire proportion	England and Wales proportion
Proportion of female officers in post as of 31st March 2018	35%	30%

Stop and search by ethnicity

12 months ending 31 March 2018

Wiltshire
disproportionality

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

3.0

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

9.3

Wiltshire
rate

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

1.4

England and Wales
rate

4.8

12 months ending 31 March 2018

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



Good

Summary

Wiltshire Police's leaders and workforce understand and promote the force's values and ethics. Members of the workforce undertake an annual [integrity health check](#) and can refer any ethical concerns to the ethics board.

The force is making progress with meeting national recommendations on vetting. It has increased the vetting unit's capacity and is prioritising high-risk posts. But it is still not evaluating its vetting decisions to see if they are affecting recruitment from diverse groups.

The force tackles internal corruption adequately but it could improve its monitoring of ICT systems. The counter corruption assessment also needs updating.

Supervisors are alert to warning signs of [abuse of position for a sexual purpose](#) and refer cases appropriately.

Wiltshire Police treats its workforce fairly. It has made progress in seeking feedback and challenge. The force is trying to encourage more diverse applicants.

The force understands wellbeing. It provides health screening and health promotion, a full-time mental health nurse, and wellness training for managers. A recent survey showed officers' morale was among the highest in any force.

A new electronic personal development review means officers and staff can track their performance and career development. Several initiatives give staff and officers the chance to improve their skills. The workforce sees the promotion process as fair.

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 249 stop and search records to assess the reasonableness of the recorded grounds. We found that 89 percent had reasonable grounds recorded. Our assessment is based on the grounds the searching officer recorded 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 to reduce those disparities; and
- publish the analysis and the action by July 2018.

We found that the force has complied with some of this recommendation. But it doesn't identify the extent to which [find rates](#) differ between people from different ethnicities and across different types of searches (including separate identification of find rates for drug possession and supply-type offences). Also, it isn't clear that the force monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the force's website and found that it publishes stop and search data and a brief explanation of the disproportionality rate. But it doesn't publish analysis to understand the reasons for disparities or an explanation of any subsequent action taken.

Ethical and lawful workforce behaviour



Good

Leaders in Wiltshire Police make sure the workforce knows the force's values and the [Code of Ethics](#). They reinforce the importance of high standards of ethical behaviour, for example at events and in online chats.

The force has recently introduced integrity checks as part of the annual [performance development review](#) process. Officers and staff understand they must notify the force of any changes to their personal circumstances.

Members of the workforce can submit problems to the ethics board. The force is expanding the membership of this board so that it better represents local communities.

Wiltshire Police has a culture that encourages learning and continuous improvement.

The force has a backlog in updating vetting clearances. It has plans to address this backlog and manage the risk. It is prioritising re-vetting officers and staff in high-risk, sensitive posts.

The force checks to see if decisions made during recruitment have a negative effect on certain groups. But it does not check how its vetting decisions may affect the recruitment of people from these groups.

Wiltshire Police needs to make sure it has enough people with the right skills in its [counter corruption unit](#) (CCU), so it can actively look for corruption. The force should improve monitoring of its IT systems.

The force recognises abuse of position for a sexual purpose as serious corruption and refers cases appropriately.

Areas for improvement

- The force should ensure that 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.
- The force should monitor vetting decisions to identify disparities and disproportionality (e.g. BAME groups) and act to reduce them where appropriate.

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

Wiltshire Police's leaders continue to promote the force's values and the Code of Ethics. The workforce also understands them.

The chief constable and other members of the executive leadership team send regular, positive messages to reinforce the importance of maintaining high standards of ethical behaviour. These messages are communicated at the force's events for leaders and the wider workforce. The chief constable has also promoted the force's values on a series of video blogs (Vlogs) and online chats. We found that the workforce views the chief constable and other senior leaders positively. Senior leaders are said to be accessible and open to ideas and challenge.

During our inspection, we examined the extent to which supervisors and staff understand the Code of Ethics and the force's values. Examples of ethical decision making included redistributing resources to strike the right balance between operational requirements and wellbeing needs, reimbursing costs for replacing personal clothing damaged during police activity and requests for time off at short notice because of significant personal events. We identified how decision makers in the [professional standards department](#) (PSD) also refer to the Code of Ethics when they make decisions on how complaints and conduct investigations should be handled.

During 2018, the force introduced an annual integrity health check. It reminds officers and staff of the obligation to notify the force of factors that may expose them to corruption risks, such as business interests and associations with members of the public who could compromise their integrity. The integrity check applies to the whole workforce and forms part of the annual performance development review process. At the time of our inspection, the force said 800 members of the workforce had undergone the checks.

We found that officers and staff had a thorough understanding of their obligation to notify the force of any changes to their personal circumstances. The PSD newsletter, called 'The Standard', reinforces the importance of these requirements. Force policies include references to diversity. A rolling programme of reviews is taking place to ensure that policies contain clearer references to the Code of Ethics. These measures should help the force maintain an ethical culture. They should also maintain community confidence in the force's legitimacy.

The force introduced an ethics board in 2014, but the frequency of meetings reduced significantly over the last twelve months. The workforce used to be able to refer difficult ethical issues to this board for discussion, but after comparing the format with national best practice, leaders deemed the forum ineffective. The meeting has recently been refreshed under the leadership of the deputy chief constable. Changes include representation from the office of the PCC and independent members of the public. We found that the force uses the new board actively to inform ethical decision making. Recent examples include topics raised for discussion as a result of the significant policing operation in Salisbury in 2018.

Wiltshire Police intends to expand the membership of the ethics board to make it more representative of local communities and to include both young people and members of diverse groups. The force recognises that it needs to improve communication to the workforce of the results of decisions made at the ethics board and thereby encourage the submission of more ethical dilemmas.

The force has a no-blame culture that encourages learning. We found that the PSD takes a proportionate approach to handling complaint and conduct cases. It encourages supervisors to deal with minor matters of underperformance promptly to promote organisational learning and continuous improvement. We found examples of cases where the PSD had referred matters to supervisors appropriately. We confirmed that supervisors had reviewed those cases with their teams when mistakes had been made, to share learning and prevent reoccurrence. Supervisors felt that they would receive support from the force if they made minor mistakes in good faith. They were able to explain how they record the rationale for their decisions using the national decision model to ensure accuracy. They also understood force expectations of their standards of professional behaviour.

During our 2017 inspection, we examined whether the force was developing and maintaining an ethical culture through effective vetting protocols. We found that it was not complying with all aspects of the national vetting standards because some officers and staff had not been re-vetted at the correct intervals. This meant that the force did not understand fully the security risks that could be posed by some officers and staff.

The force has made some progress in this area, but risks remain. It still needs to do more to comply with the vetting [code of practice](#) and approved professional practice. Wiltshire Police has recently invested in its people services vetting unit (PSVU), increasing its capacity to reduce the backlog of vetting cases that need to be reassessed. A senior member of staff now manages the unit. The PSVU has completed a status review of all members of the workforce. This allows the force to prioritise the re-vetting of officers and staff who occupy high-risk, sensitive posts in an appropriate and proportionate way.

We reviewed the force's plans for the reduction of its vetting backlog and found them to be achievable. The deputy chief constable leads on fulfilling these plans. Progress against the plan is reviewed monthly at the people intelligence board. At the time of our inspection, the force stated that 10 percent of the workforce (187 people) still needed a review of their vetting. At the time of our inspection, the force was still in the process of evaluating the status of personnel who are not directly employed, such as contractors and volunteers.

The force will not comply with our recommendation to vet all members of its workforce in accordance with the vetting code of practice by December 2018. But it has confirmed that all members of its workforce have been vetted at some point. Overall, vetting is not yet being done to the standard set by the [National Police Chiefs' Council](#). The force acknowledges the position and is working to address the situation while managing continuous risks and priorities.

The manager of the PSVU and members of the team perform a weekly review of the unit's vetting decisions. This is to ensure that decisions are both consistent and proportionate to the potential risks. These decisions reflect approved professional practice and the rationale for each is recorded. Applicants can appeal the unit's decisions. More complex cases are discussed at an ethics panel before making a decision.

The strategic standards board, chaired by the head of PSD, examines vetting data. Recruitment processes are reviewed to identify how decisions made at different stages of the recruitment process can affect different groups of people. But the force does not yet evaluate how its vetting decisions may affect the recruitment of under-represented groups. As a result, the force is missing opportunities to increase recruitment by removing disparities in its vetting decisions.

The force complies with its obligations to provide details to the College of Policing for the barred and advisory lists. This prevents people who have left the service under investigation, or who have been dismissed or prohibited, from re-joining or working in law enforcement.

Wiltshire Police clarifies and reinforces standards of behaviour well. Staff from the CCU provide members of the public who are considering applying to join the force with regular, face-to-face information on corruption prevention. Existing members of the workforce receive similar messages. The PSD newsletter, 'The Standard', contains useful information on potential risks to integrity such as the requirement to declare gifts and hospitality. The force's intranet site contains easily accessible guidance.

The force circulates examples of ethical dilemmas to strengthen messages regarding ethics and clarify expected standards of behaviour among the workforce. During our inspection, we tested workforce knowledge of the risks to integrity. Officers and staff who had undergone the annual integrity health check process were able to explain the risks. This confirmed that the process has reinforced standards of behaviour effectively. The force complements this by publishing the outcomes of misconduct hearings both internally to the workforce and externally to the public. Chief officers and the PSD use the learning gained from individual cases to reinforce the quality of their messages to the workforce.

Tackling corruption

Wiltshire Police identifies and manages internal corruption risks adequately. However, it conducts only limited monitoring of its ICT systems. This reduces its ability to identify and respond to corruption risks.

The force has previously completed both a counter corruption strategic assessment and a control strategy, but they both need to be updated. The force is aware of this requirement and is in the process of refreshing both products so they accurately describe current corruption risks. The force needs this analysis and information if it is to understand current risks and be able to address them effectively. The head of PSD leads on progress with both products. The force expects this work to be complete by April 2019.

The force manages the risks of workforce corruption effectively. Members of the people intelligence board represent different departments from across the organisation. They review information and identify ways to support individuals, teams and supervisors. The force also uses the information held in its registers of business interests and notifiable associations. It compares this information with financial and other forms of intelligence to identify members of the workforce who may be at risk of corruption.

During fieldwork, we identified cases where the force had intervened to mitigate risks. We also noted that cases are tracked at meetings that the PSD attends. Wiltshire Police uses drug testing and performs 120 such tests each year. But the force still needs to make more proactive use of the intelligence it holds. This includes how it monitors compliance with decisions made about business interests and reportable associations.

We reviewed 60 cases and found that once the force has identified a potential issue, it assesses and develops intelligence to a good standard. However, the CCU's ability to monitor the use of ICT systems, including hand-held and remote devices, remains limited, although it does have the ability to monitor open source and social media.

The absence of monitoring presents a risk to information security. The force has evaluated commercial software products but hasn't yet identified a system that meets its monitoring needs. We will examine this facility again in future inspections. The force also needs to consider the capability and capacity of its CCU to review intelligence and move investigations forward.

The CCU has made progress by forging effective links with other agencies that support vulnerable people, including victims of crime. The force promotes whistleblowing policies and anonymous reporting systems. It liaises regularly with statutory partners and voluntary agencies to raise awareness of corruption risks, including the abuse of position for a sexual purpose.

The force has adopted the [National Police Chiefs' Council's](#) strategy to respond to the problem of police officers and staff who abuse their position for a sexual purpose. It recognises this behaviour as serious corruption and refers cases to the [Independent Office for Police Conduct](#). We identified that the force has benefitted from its links with other agencies in developing intelligence information about corrupt behaviour. Notably, the CCU has developed a method of classifying information to identify predatory behaviour. It has reviewed national best practice and refined this further by incorporating academic research. This allows the force to prioritise cases, using a matrix of information about behaviours, to select the most suitable options to tackle misbehaviour effectively. The PSD has prepared a video about abuse of position for a sexual purpose. It raises awareness of the harmful effects of this type of behaviour and the serious consequences for individuals who engage in it. However, the force's inability to monitor its systems means that it has not yet achieved our 2016 national recommendation on abuse of position. Additionally, the capacity of the CCU to handle intelligence is unclear.

The workforce demonstrated a good understanding of the harm caused by abuse of position for a sexual purpose. This understanding reflects the importance the force has placed on responding effectively to individuals who abuse their position. Our inspection confirmed that supervisors are vigilant in responding to warning signs that an individual may be abusing their position for a sexual purpose. The force promotes the use of confidential systems for reporting inappropriate behaviour. The workforce understands the consequences of developing inappropriate relationships with members of the public. Cases are actively publicised to show how corrupt behaviour is dealt with.

Treating the workforce fairly



Good

Wiltshire Police is good at treating the workforce fairly. Leaders seek feedback and challenge from the workforce, and tell them what action they have taken.

The force is improving its approach to grievances and workforce concerns. It has recently introduced a new resolution procedure. We heard that this works well.

The force uses data from the employee survey and departmental surveys to understand the workforce's perceptions of fairness and make improvements.

Wiltshire Police has worked hard to increase diversity in the workforce. It actively monitors and reviews information to identify and remove any disproportionality. The force is getting better at retaining those officers and staff with [protected characteristics](#).

All the force's plans and policies consider workforce welfare, morale and wellbeing. Leaders prioritise wellbeing and work with [occupational health services](#) to ensure there is no delay in accessing services. Supervisors told us that they review workloads and explore wellbeing needs in regular one-to-one meetings with their officers and staff.

The workforce likes the new electronic personal development review process. Managers and staff have now all had training on how to carry out fair performance assessments. This includes reviewing an individual's performance from a range of perspectives, including colleagues and peers.

The force is committed to developing its workforce and makes sure officers and staff have opportunities to improve their skills and develop new ones.

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

Improving fairness at work

In our 2017 inspection, we graded Wiltshire Police as good for the ways in which it treats its workforce with fairness and respect. This year, we were pleased that the force has continued to make progress in the way leaders seek feedback and challenge from the workforce.

We found that the force communicates decisions to officers and staff effectively. We also found that the workforce is becoming more actively involved in the forums and processes that are provided for giving feedback to senior leaders. When we spoke to officers and staff, they told us that these forums provide them with good routes for making suggestions and giving feedback to senior leaders. The executive leadership team (ELT) recently held events where it used an interactive tool (Slido) to obtain responses from officers and staff as on-the-spot feedback to chief officers.

Officers and staff in different locations across the force also told us that the chief constable regularly visits them in the workplace. He takes the time to patrol with officers and PCSOs to understand the challenges they face. These contacts have resulted in several improvements such as using special constables on the community policing teams and providing better safety equipment, such as spit guards and fluorescent tactical vests.

The ELT launched a campaign called #BuildingOnSuccess, which was designed to seek feedback and challenge from the workforce. The campaign ran for 40 days and officers and staff were invited to put forward ideas and suggestions for improvement. The force drew around 65 suggestions from this initiative across an array of topics. The force has adopted some of the suggestions. One example is the provision of 'trauma teddies', knitted by police officers and staff to give to children who have suffered a tragedy.

The force has taken a more proactive approach to reporting the results of the annual staff survey, which it uses to identify and assess any change in workforce opinions. All officers and staff can receive a summary of the results, the detail behind those summaries and regular updates from the ELT through video and online blogs and a chat page.

Wiltshire Police is improving its approach to dealing with grievances and workforce concerns. The force recently introduced a new resolution procedure to replace its previous grievance procedure. The workforce has a good understanding of the new policy. When we spoke to officers and staff, those who have used the new procedure and taken part in the mediation process told us the process had been swift, effective and satisfactory.

The force monitors the number of grievances recorded through its people intelligence board where it develops and reviews a profile of risks. Line managers of staff who have been identified as a potential risk are expected to attend this meeting; plans are developed to manage concerns. The force has trained 12 employees in mediation to aid this approach. Those trained for this role feel this system of resolution is working well, but that it could be used more widely.

Our grievance file review showed that, under the old procedure, the force properly identified, investigated and resolved grievances or workplace concerns, in line with the [Advisory, Conciliation and Arbitration Service \(ACAS\) Code of Practice and Guidance](#), in only six out of ten cases examined.

Line managers are unclear about their responsibilities. As a result, effective oversight to ensure that investigations are completed within the recommended ACAS Guidance and Code of Practice is missing. The introduction of the new resolution procedure should resolve this.

The force analyses data to identify issues that affect perceptions of fairness and respect. The employee survey is the main source of data for analysis of workforce perceptions, as well as departmental surveys. The #BuildingOnSuccess campaign and staff forums complement these, giving staff an opportunity to raise workforce concerns. This has led to changes in workforce practice and improvements in the services provided.

For example, after the workforce raised concerns about an increase in assaults on police officers, the ELT implemented a seven-point assault plan. The plan improves the level of support for officers and staff. It also clearly sets out the standards of investigation expected in such cases.

Officers and staff we spoke to during the inspection were aware of issues that had been raised and resulted in a change in practice. Replacement of the old grievance procedure with a new one, as described earlier, was one example.

Wiltshire Police operates effective processes to reduce the disparities in its workforce representation. It has made a considerable effort to increase, and celebrate, diversity across the workforce. This year the Department for Work and Pensions awarded it the highest level of accreditation of 'Level 3: Disability Confident Leader'. This recognises the force's progress in recruiting and retaining people with disabilities and entitles the force to mentor other organisations and businesses wishing to improve in this area. The force has also worked closely with the Down's Syndrome Association's WorkFit service. It has been able to offer both voluntary work and paid employment to people with additional needs.

Wiltshire Police has a good understanding of the make-up and diversity of its workforce. It actively monitors and reviews information that allows it to identify disproportionality and acts to rectify this. Its people, culture, and inclusion strategy brings together relevant workstreams. The strategy provides the force with a comprehensive plan to reduce workforce disparity.

The force has a dedicated diversity and inclusion team with a seconded officer from the Black Police Association on the team. The force has also run a series of workshops for potential PCSOs and PCs from BAME backgrounds. It has worked with consultants to encourage and create opportunities for these candidates. The outcome of this work has yet to be fully realised. But the force is optimistic that it will continue to reduce the disparities in its workforce when it opens recruitment to PCSOs in July 2019, and to police officers in September 2019.

It is encouraging that the number of BAME special constables in the force has increased. Currently, 1.7 percent of the workforce identifies as BAME. This compares with the local population of 5.2 percent. The force has no BAME officers above the rank of sergeant. But it has taken steps to develop officers and staff from diverse backgrounds and has identified several talented, competent individuals through its BAME talent management scheme. This offers bespoke support for those officers and staff seeking development opportunities, as well as an opportunity to network, identify mentors and engage with the ELT. The force has also recently introduced a reverse mentoring scheme, which focuses on recruiting mentors from diverse backgrounds. It offers support and advice to members of the ELT to enhance their understanding of diversity issues and raise awareness of potential obstacles to success.

The force acknowledges the need to do more to encourage people from different communities to join. Every five weeks, it runs an experience day that gives potential recruits an insight into the opportunities on offer. To ensure the force can better support BAME applicants in future, the recruitment team has arranged to visit the police training centre at Ryton to observe its SEARCH assessment centre for new recruits.

The force understands the value of having a diverse workforce. It is actively trying to increase the representation of lesbian, gay, bisexual and transgender (LGBT) people across its workforce. It has also set aside funding and time to help establish the LGBT network and support community events.

As of 31 March 2018, 49 percent of the total workforce identify as female. The proportion of female officers is lower, at 375 of 1,021, or 36.7 percent. Among sergeants, 33.5 percent are female, as are 14 percent of inspectors and 33 percent of all ranks above inspector (or equivalent). The force has a staff support network that works on several identified themes to support female employees. It includes subjects such as pregnancy and menopause support. The force has also signed up to the #HeForShe campaign, which supports gender equality.

The force is getting better at retaining officers and staff who have protected characteristics. BAME officers and staff are not disproportionately subject to complaint or misconduct allegations.

Supporting workforce wellbeing

Wiltshire Police has continued to develop and improve its understanding of workforce wellbeing. Welfare, morale and wellbeing are recognised and included in the 2017-2021 Police and Crime Plan and are considered in all force plans and policies. The strategic wellbeing board works to improve and monitor wellbeing provision and awareness. Its approach is detailed within its 2018-2021 people, culture and inclusion strategy. The [Blue Light Wellbeing Framework](#) underpins this approach and is informed by a comprehensive set of data on the wellbeing of officers and staff. The force has a good understanding of the threats to the wellbeing of its workforce. It conducts analysis of a cross-section of management information, such as workforce sickness and assault data, to identify and understand patterns and trends.

Leaders prioritise wellbeing and work effectively with occupational health services to ensure there is no delay in accessing services. Long-standing health screening is provided, such as blood pressure checks and advice about lifestyle and long-term health. Health promotion and education is provided on obesity, alcohol and smoking, as well as the impact of stress on physical and mental wellbeing. The recruitment process also includes an in-depth clinical assessment, based on medical standards.

Risk assessment-based medicals (RABM), both psychological and physiological, safeguard officers and staff in specific roles. They provide preventive screening and identify mental health problems, in line with NICE guidelines. Occupational health referrals can also be made using indicators such as increases in injuries and absence management. The head of the occupational health unit (OHU) regularly reviews the RABM programme. The heads of OHU and health and safety meet annually to review the programme, to be sure it remains current and fit for purpose.

A dedicated full-time mental health nurse works within the OHU department to provide expertise in prevention and early intervention. The nurse advises managers on mental health issues and on managing individuals who are experiencing mental health problems. A psychological wellbeing assessment is conducted, and interventions are put in place where appropriate.

The established people intelligence board reviews wellbeing performance indicators such as sickness, injuries, performance and complaints to identify risks and potential problems. This enables the force to concentrate on high-risk groups and provide early intervention. Effective support groups include peer support, cancer, pregnancy and menopause. Peer supporters have been introduced to champion the [Blue Light charter](#) and help reduce the perceived stigma surrounding mental health. The force also holds exit interviews with members of officers and staff who leave. We found good evidence of line managers holding regular one-to-ones with officers and staff.

Wiltshire Police is taking part in the national trauma survey. All staff have been informed about this through an internal communication. This survey is the UK's first force-wide policing survey to assess trauma management and working conditions. The University of Cambridge is managing it independently. Once it has received the results, the force intends to use them to inform its strategic objectives and delivery plan.

The force has also taken part in the recent Police Federation of England and Wales Pay and Morale Survey. Results show that in 2018 fewer officers in Wiltshire Police reported low morale (36.3 percent) than any other force in England and Wales. Members of the force were also least likely to feel they were being treated unfairly (18.3 percent). The force had the lowest number of respondents who said they would not recommend others to join the police. These are all very positive indicators for the force.

To ensure officers and staff get the support they need, all line managers receive wellness training. Line managers across the force see wellbeing as part of their role and undergo training to be aware of early indicators of mental health concerns, so that their teams and departments can be monitored. Staff told us that leaders in the force

place a significant focus on wellbeing and on both mental health and officer fatigue. Supervisors told us they hold regular one-to-one meetings with their officers and staff where they review workloads and explore wellbeing needs. The workforce is also subject to the integrity health check as part of their professional development review. This explores topics such as business interests, reportable associations and exposure to financial risk. All managers also have access to a wellness tool kit. This provides advice on how and when to use personal risk assessments and wellbeing plans. The tool kit also directs them to other sources of information. The 2017 force staff survey did not evaluate wellbeing provision. However, 82 percent replied positively to the question: "I know where I can access support at work if I need it".

The force's occupational health provision is effective and meets demand. The levels of support available to the workforce are appropriate. After a referral, which can include self-referrals, a response will be made by phone or in person within two days. Emergency appointments are available if a case is assessed as urgent. Wiltshire Police makes a higher number of referrals to occupational health services than the average across England and Wales. Officers and staff we spoke to during the inspection consider the provision of occupational health support to be good.

The force is good at supporting absent officers and staff and those reporting, or subject to, misconduct and grievance allegations. The sickness rate is 0.9, compared with the national rate for England and Wales forces of 1.1.

All supervisors have received training in attendance management. RABMs are completed when appropriate. Designated welfare officers are appointed to support people going through misconduct and grievance processes. The force also recognises the welfare needs of officers responsible for investigating misconduct allegations and supports them through the process. Anyone subject to gross misconduct allegations receives a tailored support package, after occupational health has made its assessment.

The number of rest days accrued by officers in Wiltshire is below the number for England and Wales of 7.9. The force states that 1,400 days have been accrued by its workforce of 1,021 officers, which equates to 1.4 rest days per officer.

Managing performance and development of officers and staff

The force manages the performance and development of its workforce effectively and has recently introduced a new electronic personal development review process (referred to as the e-PDR) for all officers and staff. This tracks individual performance and enables the force to align the appraisal to the competency and values framework (honesty and integrity, teamwork, professionalism, personal responsibility and putting people first). The system allows line managers to review officers and staff's continuous professional development. This ensures the appropriate level of supervision, supports career development and allows for managing poor performance. When we spoke to officers and staff, we found that they used the new e-PDR system regularly. The officers we spoke to also valued it. We found examples of supervisors meeting officers and staff every five or six weeks to manage their performance. We also saw instances when officers and staff had been given comprehensive support.

The force completed its last full staff survey in 2017. At that time, the results suggested only 35 percent of respondents felt the force tackled poor performance effectively. This was coupled with a low level of confidence in the ability of managers to have 'difficult conversations' with staff. Managers and staff have now all had training on how to carry out fair performance assessments. The training included instruction on how to address poor performance through the unsatisfactory performance process. The force has also adopted a system called [Beyond 360°](#) to review an individual performance from a range of perspectives, taking into account colleague and peer evaluations. This is intended to help managers make more informed judgements about individual performance.

Wiltshire Police does not engage with the [direct entry scheme](#) for inspectors or superintendents. Nor does it use the [Fast Track](#) programme. But it is committed to developing its workforce and has made a considerable investment in opportunities for officers and staff to improve existing skills and develop new ones. Several initiatives are now on offer. These include the developing leaders programme, senior leadership programme and an apprenticeship programme for existing officers and staff.

All officers and staff who have the support of line managers can access these programmes and promotion processes. The process involves a values-based assessment, using the College of Policing's [competency and values framework](#). People can take responsibility for their own professional development, acquire new skills and gain appropriate accreditation. Assessment processes for the development programmes are managed internally. The developing leaders programme is aimed at aspiring sergeants and police staff equivalents. Tests to get on to this programme have been outsourced. The senior leadership programme is for aspiring superintendents and police staff equivalents.

Promotion does not depend on a candidate being in a programme, nor do the programmes guarantee promotion.

The force uses a 'gateway assessment' process, with oversight from staff associations and HR, to select candidates for promotion. Most officers and staff who we spoke to consider the processes to be fair and open. The gateway system is a well-established means to access promotion opportunities. A panel decides whether applicants meet the role criteria, after which an independent panel makes the final selection. The same approach is not taken with police staff, who must apply for roles through conventional application and interview processes. People in under-represented groups have received help with preparing for promotion processes. The staff we spoke to thought this was fair.

The force is striving to identify talented individuals through a recently implemented talent management board. A survey has been done to establish whether the right candidates are being identified. This survey also allows people to give feedback on factors they think should be included in the assessment. All unsuccessful candidates receive feedback and mentoring.

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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