





Part 2: Our inspections

Our PEEL inspections

In 2018/19, we are making our fourth complete PEEL assessment of the effectiveness and efficiency of the 43 police forces in England and Wales. As part of the PEEL programme, we assess and make graded judgments about how well each police force keeps people safe and reduces crime.

The PEEL programme consists of three pillars: effectiveness, efficiency and legitimacy.



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Effectiveness

Effectiveness assesses whether each police force is providing the right services and how well those services work. It considers the range of the force's responsibilities, such as preventing crime and anti-social behaviour; investigating crime and catching criminals; protecting the vulnerable and supporting victims; tackling serious organised crime; and providing specialist capabilities, such as an armed response.

Efficiency

Efficiency assesses whether the way each force provides its services represents value for money. It also considers how well the force understands and matches its resources and assets to the demands for its services, both in the present and in planning for the future.

Legitimacy

Legitimacy assesses whether each force operates fairly, ethically and within the law. This includes how the force treats both the people it serves and its workforce.

Our PEEL assessment also examines how well each of the 43 English and Welsh forces understands, develops and shows leadership.

We assess and make graded judgments about how well each police force keeps people safe and reduces crime.

Well-performing forces are inspected on fewer areas.



Integrated PEEL assessments

In 2018/19, we adopted an integrated PEEL assessment (IPA) approach. This combines the effectiveness, efficiency and legitimacy pillars into a single inspection. We assess forces against every pillar every year.

As part of the IPA approach, we have looked for ways to reduce the intensity of inspection on forces. Based on our analysis of previous inspections and other information, we used a risk-based approach, which means well-performing forces are inspected on fewer areas.

We can make an even better assessment of forces thanks to the information they give us in their force management statements (FMSs). This information gives us a wider view of how well prepared forces are to meet future demands.

We now also update our evidence more often through monitoring, to help forces improve their service. We are further developing an online register that will enable us and others to track forces' progress in acting on our recommendations. It will also enable police and crime commissioners (PCCs) to record their comments on inspection reports, including their responses to our recommendations.

The main features of IPAs are:

- a single set of questions that covers all three PEEL pillars;
- just one period of inspection fieldwork for each force in the IPA inspection cycle (which will be risk-based);
- for most forces, fewer days of inspection than with the split approach we used before (though, for high-risk forces, the number of days could be greater);
- extra evidence from FMSs, which we use in our risk assessments and final judgments;
- three groups of fieldwork (with 14–15 forces in each group);
- single rather than multiple reports for each force (with reports published in batches after each group of inspections);
- alongside each batch of force reports, a PEEL spotlight report that draws out emerging or recurring themes;
- monitoring of each force's performance between each group of inspections, drawing on all the available evidence; and
- risk assessments for each force, minimising the fieldwork we need to do.

**We now also update
our evidence more
often through
monitoring.**

PEEL spotlight reports

We will publish a PEEL spotlight report alongside each batch of force reports. Spotlight reports will bring out the themes we identified during that batch of inspections.

The operating context

The challenge of providing services throughout an entire police force area is affected by many things. These include the area's size, geography, road network, financial condition, levels of affluence and deprivation, industries and employment patterns and, most importantly, the people who live, work and spend time there. Police and crime plans – established by local policing bodies – contain priorities of especial importance to which chief constables must have regard. Taken together, these and other factors are often called the operating context.

We take account of the operating context for each force and recognise that differing operating contexts create different needs for policing. Information about each force's local context is included in the 'force in context' section of our PEEL reports.



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Understanding our graded judgments

It is important to emphasise that police forces aren't in competition with each other. Inevitably, some people will want to re-order our graded judgments into a form of league table. But representing the breadth and complexity of police performance, while taking account of the operating context, needs a more sophisticated approach.

Similarly, it is important to read beyond the headlines and consider why some forces have been graded higher than others. The nuances are in the individual force reports on our website.

On the following pages, you can see our most recent graded judgments for all 43 forces in England and Wales. We split these into the effectiveness, efficiency and legitimacy pillars. We show if the current graded judgment is based on inspection fieldwork from 2018/19, 2017 or 2016. For the three pillar-level judgments, we indicate if a force has improved, declined or not changed since our previous inspection of that force.

The 14 forces in our first group of 2018/19 inspections are:

- City of London Police
- Cumbria Constabulary
- Durham Constabulary
- Dyfed-Powys Police
- Essex Police
- Gloucestershire Constabulary
- Greater Manchester Police
- Humberside Police
- Kent Police
- Leicestershire Police
- Norfolk Constabulary
- Nottinghamshire Police
- West Midlands Police
- Wiltshire Police.

The other 29 forces' pillar judgments are from our 2017 effectiveness, efficiency and legitimacy inspections of them.

**We take account of
the operating context
for each force.**

How effective is the force at investigating crime and reducing re-offending?

Judgment	Last inspected
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2016/17
Good	2018/19
Good	2016/17
Good	2017/18
Good	2016/17
Requires improvement	2017/18
Good	2016/17
Good	2018/19
Good	2017/18
Good	2018/19
Good	2018/19
Requires improvement	2018/19
Good	2016/17
Good	2017/18
Good	2017/18
Good	2018/19
Good	2018/19
Good	2016/17
Good	2018/19
Good	2017/18
Good	2016/17
Requires improvement	2017/18

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Judgment	Last inspected
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2017/18
Good	2018/19
Requires improvement	2017/18
Good	2018/19
Good	2017/18
Requires improvement	2017/18
Good	2018/19
Requires improvement	2018/19
Good	2018/19
Good	2018/19
Requires improvement	2018/19
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2018/19
Good	2018/19
Requires improvement	2017/18
Good	2018/19
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18

How effective is the force at tackling serious and organised crime?

Judgment	Last inspected
Good	2017/18
Good	2017/18
Good	2016/17
Good	2017/18
Good	2018/19
Good	2016/17
Good	2017/18
Outstanding	2016/17
Good	2016/17
Good	2016/17
Outstanding	2016/17
Good	2016/17
Good	2016/17
Requires improvement	2018/19
Outstanding	2016/17
Requires improvement	2017/18
Good	2016/17
Outstanding	2016/17
Good	2017/18

PEEL judgments table continued



Effectiveness

Force	Judgment	Trend
Norfolk	Good	Unchanged
North Wales	Good	Unchanged
North Yorkshire	Good	Unchanged
Northamptonshire	Requires improvement	Unchanged
Northumbria	Good	Unchanged
Nottinghamshire	Good	Unchanged
South Wales	Good	Unchanged
South Yorkshire	Good	Improved
Staffordshire	Good	Improved
Suffolk	Good	Unchanged
Surrey	Good	Unchanged
Sussex	Good	Improved
Thames Valley	Good	Unchanged
Warwickshire	Requires improvement	Declined
West Mercia	Requires improvement	Declined
West Midlands	Good	Improved
West Yorkshire	Good	Unchanged
Wiltshire	Good	Unchanged

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?

Judgment	Last inspected
Good	2018/19
Good	2016/17
Good	2016/17
Requires improvement	2017/18
Good	2016/17
Requires improvement	2018/19
Good	2016/17
Good	2017/18
Good	2017/18
Good	2016/17
Good	2016/17
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2016/17
Good	2017/18
Good	2016/17

Totals

Outstanding	1
Good	33
Requires improvement	9
Inadequate	0

Outstanding	1
Good	34
Requires improvement	8
Inadequate	0

How effective is the force at investigating crime and reducing re-offending?

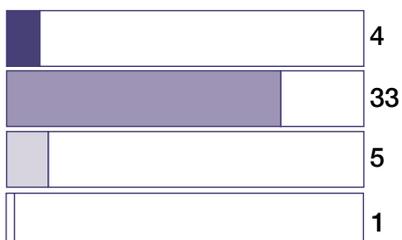
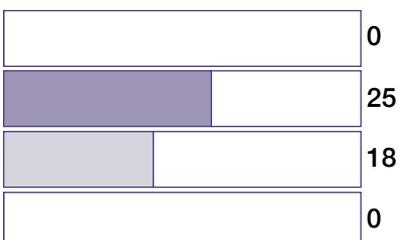
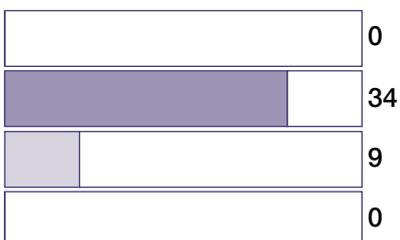
Judgment	Last inspected
Requires improvement	2018/19
Good	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Good	2016/17
Good	2016/17
Good	2017/18
Good	2017/18
Good	2016/17
Good	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2016/17
Good	2016/17
Good	2016/17
Requires improvement	2017/18
Good	2016/17
Good	2016/17
Requires improvement	2017/18
Good	2016/17

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Judgment	Last inspected
Good	2018/19
Good	2017/18
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2018/19
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2017/18
Requires improvement	2018/19
Good	2017/18
Good	2018/19

How effective is the force at tackling serious and organised crime?

Judgment	Last inspected
Good	2016/17
Good	2016/17
Good	2017/18
Requires improvement	2017/18
Good	2016/17
Good	2017/18
Good	2017/18
Good	2016/17
Good	2017/18
Good	2017/18
Good	2016/17
Good	2017/18
Good	2017/18
Good	2016/17
Requires improvement	2017/18
Inadequate	2017/18
Good	2017/18
Good	2016/17
Requires improvement	2018/19



PEEL judgments table

£ Efficiency

Force	Judgment	Trend
Avon and Somerset	Good	Unchanged
Bedfordshire	Requires improvement	Unchanged
Cambridgeshire	Good	Improved
Cheshire	Good	Unchanged
City of London	Good	Unchanged
Cleveland	Good	Unchanged
Cumbria	Good	Unchanged
Derbyshire	Good	Unchanged
Devon and Cornwall	Good	Improved
Dorset	Good	Unchanged
Durham	Outstanding	Unchanged
Dyfed-Powys	Requires improvement	Unchanged
Essex	Good	Unchanged
Gloucestershire	Good	Unchanged
Greater Manchester	Requires improvement	Declined
Gwent	Good	Unchanged
Hampshire	Good	Unchanged
Hertfordshire	Good	Unchanged
Humberside	Good	Improved
Kent	Outstanding	Improved
Lancashire	Good	Unchanged
Leicestershire	Good	Improved
Lincolnshire	Requires improvement	Declined
Merseyside	Good	Unchanged
Metropolitan Police	Requires improvement	Declined

How well does the force use its resources to meet the demand it faces?

Judgment	Last inspected
Outstanding	2017/18
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Outstanding	2017/18
Requires improvement	2018/19
Good	2018/19
Good	2017/18
Requires improvement	2018/19
Good	2017/18
Good	2017/18
Good	2017/18
Good	2018/19
Outstanding	2017/18
Good	2017/18
Good	2018/19
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18

How well does the force plan for the future?

Judgment	Last inspected
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Outstanding	2017/18
Requires improvement	2018/19
Good	2017/18
Good	2018/19
Good	2017/18
Outstanding	2018/19
Requires improvement	2018/19
Good	2018/19
Good	2018/19
Requires improvement	2018/19
Requires improvement	2017/18
Good	2017/18
Good	2017/18
Good	2018/19
Outstanding	2018/19
Good	2017/18
Good	2018/19
Requires improvement	2017/18
Good	2017/18
Good	2017/18

PEEL judgments table continued

£ Efficiency

Force	Judgment	Trend
Norfolk	Outstanding	Improved
North Wales	Requires improvement	Declined
North Yorkshire	Requires improvement	Declined
Northamptonshire	Good	Unchanged
Northumbria	Good	Unchanged
Nottinghamshire	Requires improvement	Unchanged
South Wales	Good	Unchanged
South Yorkshire	Requires improvement	Unchanged
Staffordshire	Good	Unchanged
Suffolk	Good	Unchanged
Surrey	Good	Unchanged
Sussex	Good	Unchanged
Thames Valley	Outstanding	Improved
Warwickshire	Good	Unchanged
West Mercia	Good	Unchanged
West Midlands	Good	Unchanged
West Yorkshire	Good	Unchanged
Wiltshire	Good	Unchanged

Totals

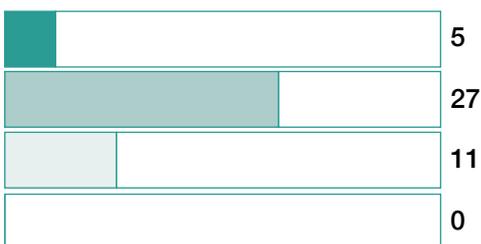
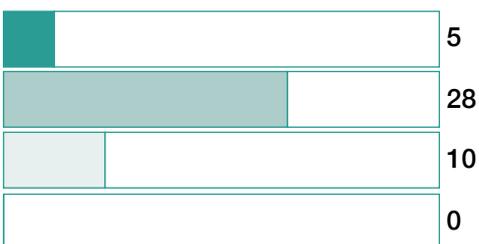
Outstanding		4
Good		30
Requires improvement		9
Inadequate		0

How well does the force use its resources to meet the demand it faces?

Judgment	Last inspected
Outstanding	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Good	2017/18
Requires improvement	2018/19
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Outstanding	2017/18
Good	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Good	2017/18

How well does the force plan for the future?

Judgment	Last inspected
Outstanding	2018/19
Requires improvement	2017/18
Requires improvement	2017/18
Good	2017/18
Good	2017/18
Requires improvement	2018/19
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2017/18
Outstanding	2018/19
Good	2017/18
Good	2017/18



PEEL judgments table

Legitimacy

Force	Judgment	Trend
Avon and Somerset	Good	Unchanged
Bedfordshire	Good	Unchanged
Cambridgeshire	Good	Unchanged
Cheshire	Good	Unchanged
City of London	Requires improvement	Unchanged
Cleveland	Requires improvement	Unchanged
Cumbria	Good	Unchanged
Derbyshire	Good	Declined
Devon and Cornwall	Good	Unchanged
Dorset	Good	Unchanged
Durham	Good	Unchanged
Dyfed-Powys	Requires improvement	Declined
Essex	Good	Unchanged
Gloucestershire	Good	Unchanged
Greater Manchester	Good	Unchanged
Gwent	Good	Unchanged
Hampshire	Good	Unchanged
Hertfordshire	Good	Unchanged
Humberside	Good	Unchanged
Kent	Outstanding	Unchanged
Lancashire	Good	Unchanged
Leicestershire	Good	Unchanged
Lincolnshire	Good	Unchanged
Merseyside	Good	Unchanged
Metropolitan Police	Good	Unchanged

How well does the force treat the people it serves with fairness and respect?

Judgment	Last inspected
Outstanding	2017/18
Good	2017/18
Good	2017/18
Good	2017/18
Requires improvement	2018/19
Requires improvement	2017/18
Good	2018/19
Good	2017/18
Good	2018/19
Good	2017/18
Good	2017/18
Good	2017/18
Good	2016/17
Requires improvement	2017/18
Good	2018/19
Outstanding	2017/18
Good	2017/18

How well does the force ensure that its workforce behaves ethically and lawfully?

Judgment	Last inspected
Good	2017/18
Requires improvement	2018/19
Requires improvement	2017/18
Good	2018/19
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Good	2018/19
Requires improvement	2018/19
Requires improvement	2018/19
Good	2018/19
Good	2018/19
Good	2017/18
Good	2018/19
Good	2018/19
Good	2018/19
Good	2017/18
Good	2018/19
Good	2017/18

How well does the force treat its workforce with fairness and respect?

Judgment	Last inspected
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Good	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Requires improvement	2018/19
Good	2017/18
Good	2018/19
Good	2017/18
Outstanding	2017/18
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18

PEEL judgments table continued

Legitimacy

Force	Judgment	Trend
Norfolk	Good	Unchanged
North Wales	Good	Improved
North Yorkshire	Good	Unchanged
Northamptonshire	Requires improvement	Declined
Northumbria	Good	Unchanged
Nottinghamshire	Good	Unchanged
South Wales	Good	Unchanged
South Yorkshire	Good	Improved
Staffordshire	Good	Unchanged
Suffolk	Good	Unchanged
Surrey	Good	Unchanged
Sussex	Good	Unchanged
Thames Valley	Good	Unchanged
Warwickshire	Requires improvement	Declined
West Mercia	Requires improvement	Declined
West Midlands	Good	Improved
West Yorkshire	Good	Unchanged
Wiltshire	Good	Unchanged

Totals

Outstanding		1
Good		36
Requires improvement		6
Inadequate		0

How well does the force treat the people it serves with fairness and respect?

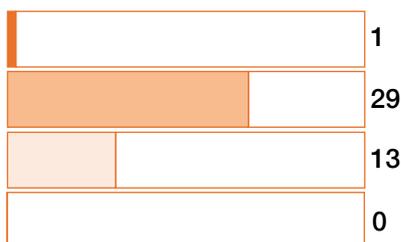
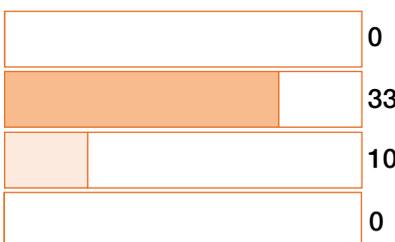
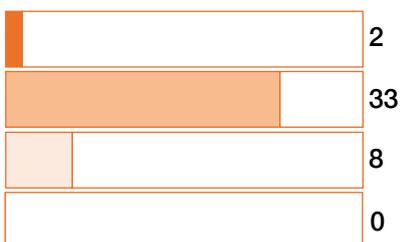
Judgment	Last inspected
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2018/19
Good	2017/18
Good	2017/18

How well does the force ensure that its workforce behaves ethically and lawfully?

Judgment	Last inspected
Good	2018/19
Good	2017/18
Good	2018/19
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Requires improvement	2018/19
Good	2017/18
Good	2017/18

How well does the force treat its workforce with fairness and respect?

Judgment	Last inspected
Good	2017/18
Good	2017/18
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Requires improvement	2018/19
Good	2017/18
Requires improvement	2017/18
Good	2017/18
Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
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Good	2017/18
Requires improvement	2017/18
Requires improvement	2017/18
Good	2018/19
Good	2017/18
Good	2018/19



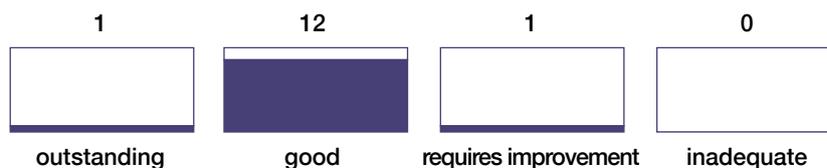
Our first group of 2018/19 PEEL inspections

We published the first group of 2018/19 PEEL reports in May 2019.

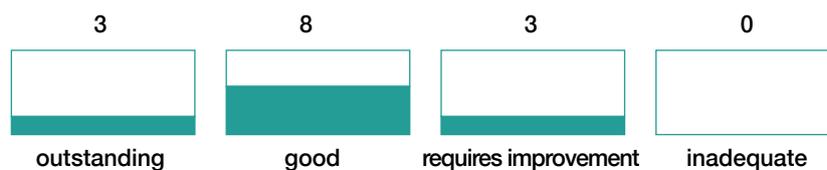
With only 14 of the 43 forces in England and Wales inspected in this first group, we don't yet know whether our conclusions will be replicated nationally. The remaining 29 forces in England and Wales will be covered in the next two sets of inspections over the rest of 2019.

Summary of grades

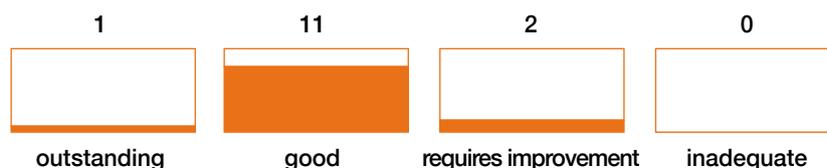
On **effectiveness**, we graded one force as outstanding, twelve as good and one as requiring improvement.



On **efficiency**, we graded three as outstanding, eight as good and three as requiring improvement.



On **legitimacy**, we graded one as outstanding, 11 as good and two as requiring improvement.



Because we inspect forces using a risk-based approach, it is a realistic possibility that a small minority of these results may be more positive than they would otherwise have been.

Change in grades

Across all three pillars of the PEEL programme, we graded most forces the same in 2018/19 as in 2017.

After the terrorist attack in Manchester on 22 May 2017, we agreed with Greater Manchester Police that we wouldn't make a graded judgment for the efficiency and legitimacy pillars in 2017. The changes in Greater Manchester Police's grades are measured from its 2016 graded judgments for efficiency and legitimacy.

For the **effectiveness** pillar: the grades for 11 of the 14 forces inspected stayed the same, three got better and none got worse.



The **efficiency** pillar had the largest movement in grades: we graded four forces higher than the previous year; one force got a worse grade.



For the **legitimacy** pillar: the grades for 12 forces stayed the same, one got better and one got worse.



Some forces are straining under significant pressure.

Our findings

Overall, we found that the forces we inspected are performing well. Most are keeping people safe and reducing crime, using their resources efficiently, and treating their workforces and the communities they serve fairly and with respect.

But despite this relatively positive picture of performance, our findings indicate that some forces are straining under significant pressure as they try to meet growing complex and high-risk demand with weakened resources. This pressure has grown since our 2017 inspections and is affecting different forces in different ways. We have seen the effects from neighbourhood policing and investigations to counter-corruption and workforce health and wellbeing.

Demand is changing, but few forces have plans in place to meet the demand they have identified

The demand for policing is becoming increasingly complex and involves greater risk. This problem is made worse by restricted resources, especially a shortage of detectives.

Meeting this demand with constrained resources is the biggest challenge currently facing the forces we inspected. Forces' change programmes may mitigate some of the problem. But some forces weren't clear about the benefits they expected to achieve from these programmes.

Forces are improving their ability to predict demand. But few had tested the assumptions that underpinned their forecasts or had plans to meet the demands they had identified.



The pressures of increased demand are being felt right across forces.

Officers and staff are taking on a wider range of activities, with some negative consequences

Response, investigation and neighbourhood policing roles are becoming less distinct. This helps meet the short-term challenges of demand, but we also noted some negative consequences.

Moving neighbourhood officers to other duties, such as response, can damage forces' crime prevention work, limiting their community engagement. In some forces, this is also leading to inexperienced and underqualified staff investigating frequently committed crimes such as burglary, often without good enough supervision.

Managing demand is stretching forces' ability to root out corruption

The pressures of increased demand are being felt right across forces, including in some of their most sensitive functions.

Some of the forces we inspected had poorly resourced counter-corruption units and significant vetting backlogs. Failing to uncover and deal with corruption at an early stage has profound ethical implications. It also threatens to increase demand on forces in the longer term.

Most forces have improved their understanding of hidden forms of vulnerability.

Forces are identifying vulnerability more effectively and investing in technology to better match resources to demand

Despite the forces we inspected being under pressure, there were areas of improvement and innovation.

Most forces have improved their understanding of hidden forms of vulnerability, with officers and staff showing a good understanding of what they are looking for. Several of the forces we inspected were developing good practice in how they use technology to manage their demand and resources better.

The pressures of demand affect the health and wellbeing of the workforce

Changing demand, higher workloads, longer hours, more lone working, and the cancellation of leave and rest days take a toll. Staff taking more sick days, or going to work when they are ill, threatens to compound all the other problems we have identified.

The forces we inspected were promoting and taking action on wellbeing, but officers and staff didn't always feel able to access the support on offer. And some force occupational health services were struggling to meet demand.

Some forces aren't monitoring their use of stop and search well enough

The Government recently announced changes to stop and search powers as part of the response to an increase in knife crime. Proper scrutiny by both forces and the public of the use of these powers is essential and must not be compromised.

Some forces don't monitor a comprehensive enough set of data on how they use force and stop and search powers. This monitoring is necessary to maintain public trust and confidence.

Force management statements

As part of our inspection process, we now require forces to send us information they use as part of their planning processes, in the form of a force management statement (FMS).

FMSs are self-assessments that chief constables (and their London equivalents) prepare and submit to us each year. It is their statement and explanation of:

- the demand (crime and non-crime, latent and patent) that their force expects to face in the next four years;
- how their force will develop and improve its workforce and other assets to cope with that demand;
- how their force will improve its efficiency to make sure the gap between future demand and future capability is as small as it can reasonably be made to be; and
- the money the force expects to have to do all this.

All 43 Home Office forces submitted their first FMSs to us in 2018. We also received FMSs from British Transport Police and Jersey Police.



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To police communities effectively and efficiently, forces need to manage their assets proactively and competently.

We have used information from the FMSs in our risk-based approach to integrated PEEL assessment (IPA) fieldwork. As a result, for some forces, the breadth and intensity of inspection was reduced. We expect this reduction to be more pronounced within forces as the risk-based approach and IPA become more established and forces become more accustomed to producing FMSs.

Why FMSs are important

To police communities effectively and efficiently, forces need to manage their assets proactively and competently.

All enterprises need sound and easily accessible information about the capacity, condition and capability of their assets; the effectiveness and efficiency of the assets' performance; and what it costs to maintain, operate and develop them. Without that, performance will suffer, costs will be unnecessarily high, and the assets will deteriorate. This is no less true with people as it is with physical assets; it is probably more so. Despite this, too many forces have incomplete or inadequate information about these things.



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It is clear how much hard work and commitment went into producing the first FMSs.

To make sound decisions about how to maintain, develop and enhance its assets, a force needs to make a sound assessment of the demands it is likely to face in the foreseeable future. These demands will be affected by a complex set of variables that interact with each other. They include social deprivation, the local and national economy, demographic changes and developments in technology and its use by criminals.

Advantages of the FMS process

Many forces and interested parties recognise that the FMS presents a great opportunity to improve policing in several ways. In devising and promoting FMSs, we have encouraged the service to work and plan together, exchanging ideas and examples of best practice.

The FMS process has:

- brought to light things that some forces weren't aware of;
- established gaps in knowledge and skills;
- encouraged a longer-term view of force planning and priorities;
- helped establish links between areas of policing both within a force and across force boundaries; and
- allowed many forces to reflect on and assess the decisions and choices they have made.

The FMS also acts as a tool to examine the full breadth of demand and difficulties facing the service, providing evidence of how it plans to meet its obligations to the public.

The first FMSs

It is clear how much hard work and commitment went into producing the first FMSs. As forces engaged with the process, we saw a growing appreciation of their value.

Most forces submitted an FMS that contained a lot of valuable information. This indicates that they already have most of the information they need to produce one. Overall, they approached the task with dedication, although it was entirely new to them.

The first FMSs are too focused on being a snapshot of today.

But there is still much work to do. The first FMSs are too focused on being a snapshot of today: they need to reflect and explain forces' plans to be more effective and efficient in the future.

Observations from the first FMSs

We used FMSs to establish common themes and make observations about the pressures on policing in England and Wales. However, for their first FMSs, forces had some flexibility in how they used the template. This meant there was a variation in how they presented their responses, which made it difficult to assess the range of challenge accurately.

Workforce wellbeing

Nearly all forces described as important their approach to the wellbeing of their workforces. Several explained how a member of the chief officer team leads on wellbeing, supported by a strategic group. Many described their involvement with an externally recognised wellbeing programme or framework, although it varied how developed these were.

In their FMSs, most forces said they were giving their wellbeing or occupational health teams more resources or were planning to do so. Several have paid for these extra resources through temporary funding. This is a concern. At a time when most forces described the demand for wellbeing and health support services as increasing, in some cases there is a lack of sustainable funding.

FMSs indicate that workforce wellbeing is a significant and complex matter. Dealing with it well could make a significant contribution to improving the effectiveness and efficiency of the police service. However, the understanding of that complexity is under-developed: in too many respects, the focus is currently on reacting to wellbeing problems, rather than addressing their root causes. While it is welcome that forces are being responsive, the police service could do more preventative work to reduce the need for wellbeing and occupational health referrals.



Workload and demand

A common theme of all FMSs is that the workload on the service has increased significantly. But most forces didn't show a detailed enough understanding of this and how it relates to the changes they are making or the results they expect to achieve.

Forces often made the general point that demand is increasing and becoming more complex. But sometimes the data showed a more nuanced picture. For example, some forces showed an increase in the number of 999 calls and pointed to the rise in demand they were facing. However, some had data that showed fewer 101 calls, or that the number of incidents they chose to deploy officers to had remained static.

Many forces may be facing increasing demand, increasing workload or both. But the reasons presented for this need to consider all the available data. There needs to be a more considered explanation as to why forces' assessments are sometimes different from the picture presented by the data.

Despite the limitations of this data, the FMSs indicate that the workforce is under strain. Workload may have increased because of:

- increased demand;
- higher expectations from the public;
- certain emerging crime areas (for example, cybercrime) increasing and becoming more complex;
- more effort being needed to complete work (for example, reporting, process or paperwork); and
- a reduction in workforce availability (for example, officers having been redeployed to duties outside their main responsibilities, or unfilled vacancies).



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Data

Data about the demand forces had to deal with was more readily available in areas they have traditionally focused on, such as control rooms, and in activities such as crime recording. It was less evident in:

- developing areas of crime such as cybercrime;
- areas where the need for police intervention is hidden, such as modern slavery, child abuse and other crimes against vulnerable people; and
- areas where the police have traditionally been more proactive in prevention, such as organised crime and neighbourhood policing.

FMSs are a four-year forward look. The aim isn't pinpoint accuracy – which would, of course, be impossible – but to encourage forces to use their data, knowledge and expertise to develop the most likely interpretation of the future landscape and the risks it contains. This should form the basis of all the strategic decisions forces make. When forces do this well, and with ease, this will be a marker of the FMS's success.

Performance

Overall, there wasn't good evidence that forces understand well enough how they are performing or will be able to perform in the future. The same applies to their understanding of workforce capacity, capability and productivity.

The police service has acknowledged that most of its analytical expertise is focused at operational and tactical level, dealing with crimes and trends related to those crimes. Often, it was clear that many forces have only limited capacity or capability to analyse their data, and that capacity is generally focused on monitoring current and past performance. The service recognised its limited experience with this sort of performance and organisational analysis. It is working to deal with these skills gaps and further develop its ability to analyse its workforce's productivity.

FMSs are a four-year forward look.

Developing the FMS needs to be a collaborative process.

Developing the FMS

To achieve the maximum benefit from the investment that the FMS represents for the police service, developing it needs to be a collaborative process.

Most chief constables have shown a welcome and strong commitment to working with us to improve FMSs and develop them in ways which not only provide high-quality information for us, but also enable them to establish and benefit from the discipline of producing them. They recognise that every well-managed organisation needs sound and comprehensive information about future demand, asset stewardship and resources, and that is what FMSs are. It follows that forces, and others (including local policing bodies, other public services and the Home Office), will derive great value from the work which FMSs represent, and what they tell us.

We have therefore established a steering group that includes representatives from the National Police Chiefs' Council, the Association of Police and Crime Commissioners, the College of Policing, the Home Office, the National Crime Agency and staff associations.

This group is committed to giving forces support in producing their FMSs. This will include:

- continuously improving the guidance about what goes into a high-quality FMS;
- facilitating the discussion about how forces best develop the tools and skills they need to plan and anticipate threats, risks, problems and trends;
- consulting with forces about how to make the FMS a rolling process linked to, and in harmony with, their individual yearly planning cycles; and
- information for forces about how others produce their FMSs, thus disseminating best practice.



Our monitoring arrangements

Our monitoring process is a vital part of our work to help forces become more effective and efficient, based on our inspection judgments and other information we have about them. It informs the inspections we do under section 54 of the Police Act 1996.

Although our in-force inspections are when forces see our staff on site, our work in assessing the performance of each force never stops. The monitoring process is a critical part of this continuous scrutiny. It helps to:

- inform our decisions about what inspections are necessary;
- make sure we maintain a sound view of forces' performance; and
- design and run future inspections – for example, by highlighting where there are risks that merit an inspection or enough concerns to affect its timetabling.

We review all forces regularly as part of this monitoring work.

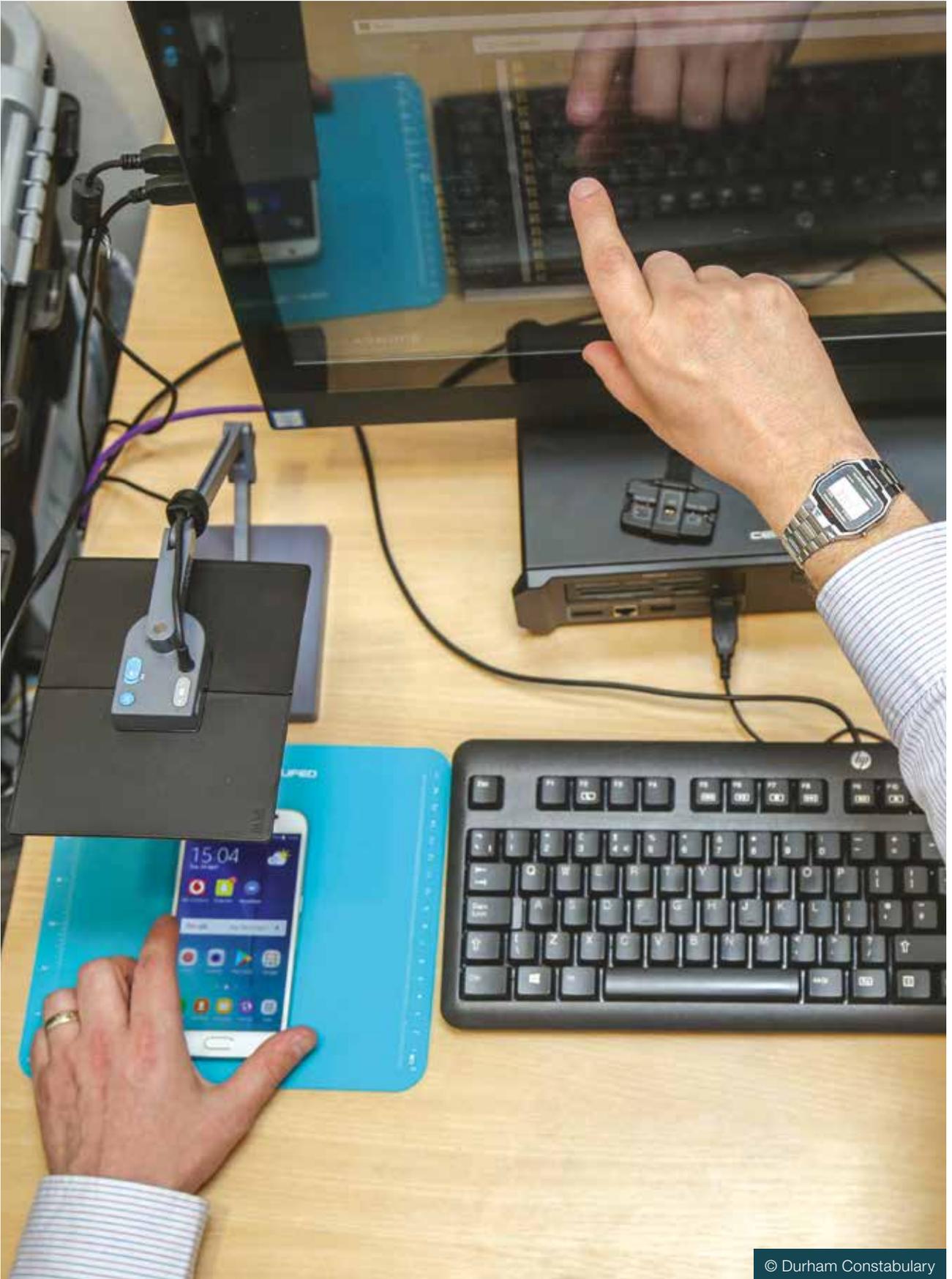
We help forces in Engage status find ways to improve and resolve any areas of concern.

The continuous monitoring process

Our monitoring regime places all forces in either Scan status or Engage status. At Scan status, we collect and analyse data and information from several sources about all forces' performance. We use this to identify the good things they are doing and any areas of concern. This work includes following up on previous inspection findings and recommendations where there is a need to assess progress – for example, in response to a cause of concern.

Based on this information, our monitoring group will consider the performance of a force and the HMI with primary responsibility for the force will decide whether to escalate it to Engage status. This is the higher level of monitoring and intervention. At this stage, the force is formally considered at our policing performance oversight group.

Through this group, chaired by Her Majesty's Chief Inspector of Constabulary, we help forces in Engage status find ways to improve and resolve any areas of concern, if they haven't been able to do so on their own. We also help them get advice and support from other organisations, such as the College of Policing and the National Police Chiefs' Council.



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More people are reporting abuse and exploitation.

Child protection inspections

National child protection

We started the national child protection inspection programme in April 2014. By the end of March 2019, we had published reports on 25 police forces. We had also gone back to 23 of those forces to assess their progress against our recommendations.

In 2016, we published a report that was highly critical of the Metropolitan Police Service's (MPS's) child protection practices. Following this, the Home Secretary commissioned us to publish a series of quarterly reports over the course of 2017. Each report assessed the progress the MPS had made to improve its practices. We published the last of these quarterly reports in February 2018.

More people are reporting abuse and exploitation. It is a good thing that victims have more confidence to report these types of crimes, but it increases demand on the police and other agencies. Nonetheless, in every force area, we find senior leaders (with the support of their PCCs), frontline officers and staff who are committed to keeping vulnerable children safe.



© Nottinghamshire Police

How we carry out our national child protection inspections

In these inspections, we put the experiences of children at the centre of our analysis. We use that analysis to support learning and development. We assess decision making, leadership, training and forces' awareness of their safeguarding responsibilities.

We don't make graded judgments, but our reports give forces a detailed blueprint for recommended effective practice. We describe the strengths they should build on and where they can improve. We are pleased that, in every follow-up inspection, we have found clear (and in some cases significant) improvements.

Helping forces to improve

But, at the start of 2018, we also felt there was more we should do to help forces, and policing nationally, to improve. We aren't an improvement agency, but we do want the police to succeed. Our child protection inspection team is made up of highly skilled and experienced specialists whose sole focus is this area of police work. We felt we could use their experience to give greater support to the forces we inspect.

As a result, we have changed the way we carry out child protection inspections. Each force now receives support and engagement from our team before, during and after each inspection. We make sure forces understand our approach and we let them know our findings throughout the fieldwork. We invite challenge and professional discussion, and emphasise our aim to support learning and improvement.

Feedback about this approach has been positive and has highlighted the benefits of working collaboratively. We find our engagement with forces is now more productive. More importantly, when we revisit forces, we now find they have made more progress than they would have done before.

In every follow-up inspection, we have found clear (and in some cases significant) improvements.

Children are still being held in police stations when they shouldn't be.

However, our inspections this year still found many of the same problems as in previous years. This means it is likely that we will find these problems in future inspections. So we have developed ways to help promote improvements in the forces we haven't yet inspected. For example, we host regular learning events for forces around the country. We have started an annual national vulnerability conference to promote learning and good practice. We also work closely with the College of Policing and the National Police Chiefs' Council to make sure our inspection findings can help forces learn.

We want our inspections to influence national policy more swiftly and directly, and we will continue to find new ways to do this. We are also developing our methods for working collaboratively.

Our findings

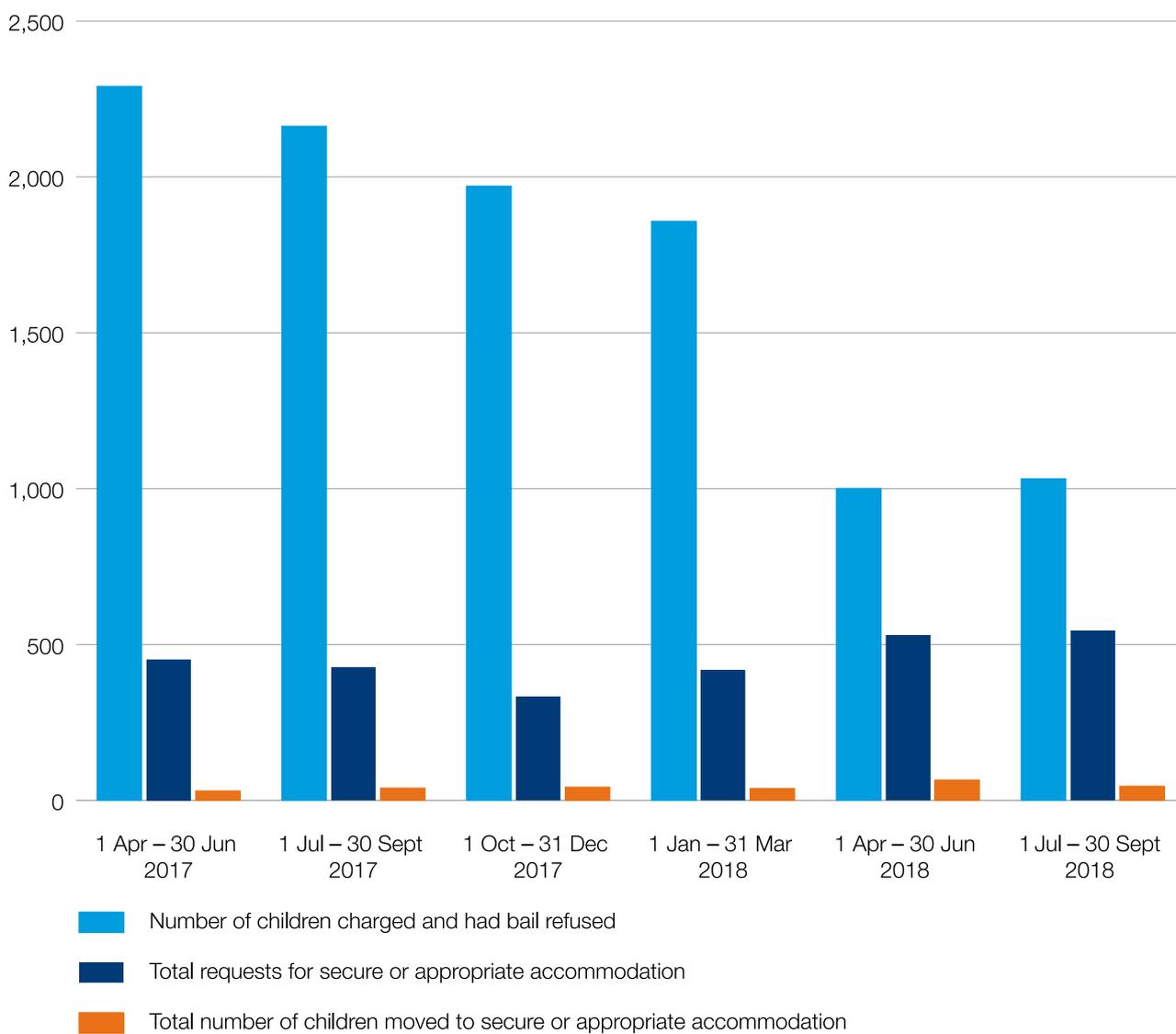
How the police treat vulnerable children detained in custody

Children are still being held in police stations when they shouldn't be. This isn't changing quickly enough.

It is almost always best for a child not to be held in a police station. Local authorities are responsible for providing accommodation which, in rare cases, might need to be secure. A 2017 Home Office concordat reinforced this, but it hasn't led to more accommodation being made available.

Police forces now know they shouldn't hold children in police stations. They ask for accommodation from local authorities more often (see figure 1). That said, forces should be more proactive at escalating cases when local authorities fail to find suitable accommodation, and at working with local authorities to find solutions. We found some evidence of forces using alternatives such as bail more effectively. But, in most cases where appropriate accommodation isn't available, children are still detained until they go to court. This is often for a long time.

Figure 1:
Comparison of children charged and refused bail with number of referrals for removal to accommodation and total number moved, England and Wales, 1 April 2017 to 30 September 2018



Source: HMICFRS data collection

Criminal exploitation

We found that police forces are now better at recognising children at risk of criminal exploitation. They understand that organised criminals move children across the country and coerce them into committing crime. These offences are often referred to as ‘county lines’.

But we also found that responses to this problem vary widely. In too many areas, children are still likely to be prosecuted despite clear evidence of coercion. The police aren’t yet using all the tools available to them to protect children who are forced to commit crime. As a result, too many children are being criminalised when they shouldn’t be.



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The response to those who pose a risk to children

The way the police deal with people who pose a risk to children is inconsistent. Examining seized electronic devices often causes delays. Some forces have equipment that can quickly identify which devices may have indecent images on them. But not all forces use this. As a result, images and other evidence of abuse can only be found by costly and time-consuming digital forensic examinations. Often, the police don't take any action to safeguard children until devices have been examined. We found that this can lead to delays in children getting the support and protection they need.

The sheer number of complex cases means that some are investigated by officers who don't have the right training, skills or experience. The outcomes of these cases are almost always worse than they would have been otherwise.

The number of indecent images of children on the internet means that the police need new approaches to identify suspects quickly and protect their victims. But the police can't do this alone. The Government, and social media and technology companies, should also reflect on how they support the police to protect children in need of help.

Innovative work the police are doing to protect children

We have found many examples of good, innovative work to protect vulnerable children. In Wales, the police are part of a programme to give early support to children exposed to adverse childhood experiences.

Adverse childhood experiences are stressful events that occur during childhood, such as homelessness, domestic abuse or having a parent who is an alcoholic or abuses drugs. Children who have several adverse childhood experiences are more likely to need substantial, continuous support. Research shows that, in these cases, there are benefits to intervening early in a way that recognises the cumulative impact of trauma over time.

In too many areas, children are still likely to be prosecuted despite clear evidence of coercion.

The police are becoming more aware of the need to use child-centred approaches.



In England, the approach to early intervention isn't consistent. The new National Policing Vulnerability Coordination Centre aims to address this by evaluating best practice. The Government could help this work by recognising and promoting the benefits of early intervention by people who understand trauma.

Using child-centred approaches

We are encouraged that the police are becoming more aware of the need to use child-centred approaches. In Camden, the police have worked with other organisations to create the UK's first 'child house', known as 'the Lighthouse', which is based on an Icelandic model. This is designed to help make sure children who have been sexually assaulted aren't further traumatised by the investigation of a crime.

The Lighthouse model provides medical, advocacy, social care, police and therapeutic support in one specially designed place. Setting it up has taken a lot of multi-agency work and investment. It is too early to assess its impact, but the model has the needs of children at its heart.



Joint targeted child protection inspections

In 2016, we started a programme of joint child protection inspections. We carry them out with Ofsted, the Care Quality Commission and Her Majesty's Inspectorate of Probation (HMI Probation). The programme is continuing.

In these inspections, we consider how well police, education, health and social services work together to help children in need of protection.

By the end of March 2019, we had carried out joint in-depth inspections in 28 local authority areas. These focused on child sexual exploitation, children living with domestic abuse, children at risk of neglect, children at risk of criminal exploitation and those at risk of sexual abuse in the family environment.¹

Our findings

We continue to find examples of good joint working, but agencies can do more. All children and young people, in all areas, should get consistently good support. We still find examples of poor practice by some professionals and agencies. Some children who are at risk of exploitation and abuse still don't get the response they need as quickly as they should.



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Older children who are living with neglect

In July 2018, we published a report covering six inspections of the multi-agency response to older children living with neglect.

We found that agencies have been working hard to improve their responses to child neglect. However, their work has largely focused on younger children. Our inspections showed that agencies, including adult services, need a 'whole system' approach to identifying and responding to the neglect of older children.

To achieve the best possible outcomes for children, leaders in all agencies need to come together to form a clear local strategy to deal with neglect. This should include the neglect of older children. Leaders should make sure all partners² and professionals have the same understanding of how neglect of older children manifests itself.

All partners and professionals also need to be clear about their role in identifying and responding to neglect. Decisions about how to respond to neglect must be informed by good evidence, and by listening to the experiences of the children themselves.

Next steps

During late 2018 and early 2019, we have focused on child sexual abuse in the family environment. When this round of inspections is complete, we will focus on the multi-agency response to children experiencing mental health problems. We will then move on to early intervention, and the response to 16 and 17-year-olds.

Together with HMI Probation and colleagues from the Welsh education, social care and health inspectorates, we will develop an integrated inspection programme for Wales. We hope to carry out a pilot inspection in late 2019, with further inspections taking place in 2020.

Agencies have been working hard to improve their responses to child neglect.

YOSs deal with some of the most vulnerable young people in society.

Youth Offending Services

We carry out joint inspections of Youth Offending Services (YOSs) with HMI Probation. YOSs are multi-agency teams, co-ordinated by local authorities, which aim to reduce offending by young people. Police forces have a statutory responsibility to support YOSs, and to share information with them.

YOSs deal with some of the most vulnerable young people in society. Effective partnership working can help keep these young people safe and stop them committing further offences. We inspected five force areas to assess how well the police were carrying out their responsibilities within this partnership approach.

Together with HMI Probation, we revised the methodology for our joint inspection programme in 2018. Changes included a formal assessment of how the agencies involved in YOSs work together, and an examination of the work taking place to deal with out-of-court disposals (such as youth cautions).

Our findings

We found that the police are committed to the YOS partnership approach. We also found that the police play an active and valuable part in the process of deciding if a young person should receive an out-of-court disposal.

However, we are still finding that the police could be better at sharing information with other organisations.



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Nationally, there is a consistent and highly effective process for handling terrorism intelligence.

Specialist inspections

Counter-terrorism

In 2018, we carried out the third in a series of counter-terrorism (CT) inspections. This inspection assessed the effectiveness of the CT network in providing the 'bridge' between national and local levels of policing in England, Wales and Scotland to reduce the risk from terrorism.

The CT network isn't a single organisation. It is a collaboration of regional hubs working together, supported by a headquarters function. This structure is unique in British policing.

We reviewed a range of documents and visited 16 police forces. We also visited ten regional hubs (including the CT command in London and the organised crime and CT unit in Police Scotland). Finally, we interviewed senior officers carrying out national CT work.

What we inspected

We assessed whether the national CT network gave forces effective strategic direction to help them reduce the risk from terrorism. We also considered national, regional and local structures to see if they were well connected and consistent in their approach to the terrorist threat.

To test this effectiveness, we examined how the police respond in two critical areas: safeguarding (protecting vulnerable people from radicalisation) and CT intelligence handling. We considered these to be two of the highest areas of risk and of significant public interest.

We also discussed other areas of CT policing during this inspection.

Our findings

We were reassured to find that, nationally, there is a consistent and highly effective process for handling terrorism intelligence. We also found that the police are playing a prominent role in protecting vulnerable people from radicalisation.

We found strong evidence that the police provide an effective and co-ordinated approach to the terrorist threat. Following the five terrorist attacks in the summer of 2017, the CT network has improved its intelligence handling and safeguarding. This has made people safer.

Our recommendations

We made recommendations at national, regional and force levels. Because of the sensitive nature of CT work and legal constraints in place to protect national security, we didn't publish the report.



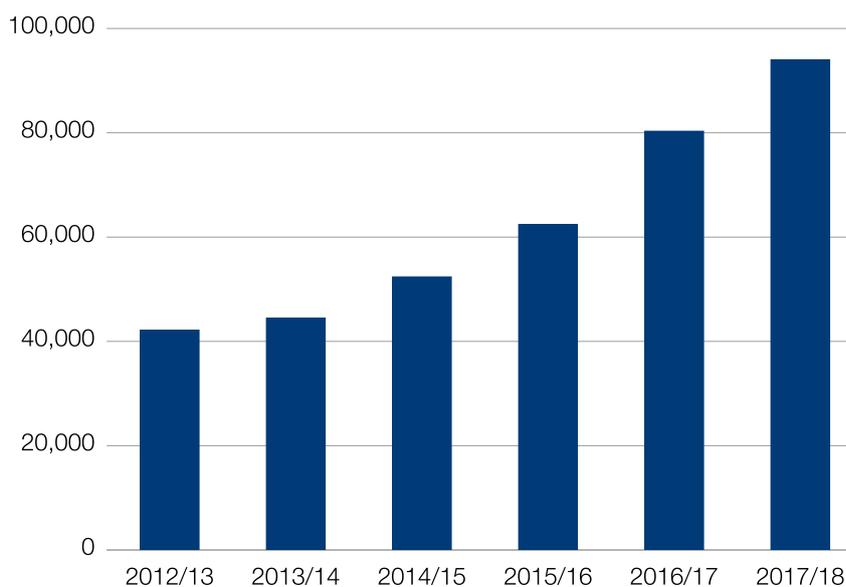
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Hate crime

We carried out an inspection of how the police deal with reports of hate crime. For the first time, the inspection assessed how the police deal with reports of hate crime of all types.

The volume of hate crimes has been increasing. While it is a low proportion in terms of overall numbers of recorded crimes, the effect on individual victims and communities can be devastating. There is also strong evidence to suggest that hate crime is significantly underreported to the police.

Figure 2:
Total recorded hate crime offences, England and Wales, 2012/13 to 2017/18



Source: Home Office police recorded crime

Our findings

Our report emphasised the importance of the police getting their response right first time and during their first contact with victims. We saw good, innovative practice in several forces, and found that the forces we visited had worked hard to raise awareness of hate crime among staff and in their communities.

The inspection also found that some forces:

- incorrectly flagged hate incidents and crimes;
- didn't gather comprehensive data about hate crime victims;
- didn't gather enough intelligence about hate crime;
- didn't always give hate crime victims enough information; and
- didn't consistently refer hate crime victims to support services.

Our report made several recommendations for improvement. We concluded that there was still much work to do to make sure victims who report hate crime to the police get the service they deserve.

As part of our hate crime inspection, we also commissioned NatCen Social Research to speak to hate crime victims. Victims told us that they wanted police officers and staff to be better at recognising hate crime and better trained to deal with it. It was important to victims that officers showed an understanding of their personal circumstances.

We will consider what we can do next to help the police service implement our recommendations.

**We saw good,
innovative practice
in several forces.**

Disability hate crime

We helped Her Majesty's Crown Prosecution Service Inspectorate (HMCPISI) carry out an inspection of how the police and the Crown Prosecution Service (CPS) deal with disability hate crime. This was the third inspection to focus on this area.³

Our findings

We found that the police need to be better at investigating disability hate crime and to improve some aspects of victim care. More than half the cases we examined hadn't been dealt with well enough. The problems included failing to flag cases as disability hate crime on police force systems or to refer cases to the CPS in line with the charging guidelines.⁴

We also found there were often delays in the investigation process and a lack of effective supervision of cases. Risk assessments were missing in many of the cases we assessed, and risk management plans weren't always put in place.

Despite some of these shortcomings, referrals to victim support services and compliance with the Victims' Code of Practice were more consistent.



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Mental health

In November 2018, we published *Picking Up the Pieces*,⁵ our first report into policing and mental health. This examined in detail the findings from our 2017 effectiveness inspection.

Mental ill-health is said to affect one in four of us at some point in our lives. It is a complex topic that cuts across every area of policing.

Our findings

The police approach to people with mental health problems is generally supportive, considerate and compassionate. However, the police service is carrying too much of the burden of responding to mental health problems.

Many aspects of the broader mental health system are broken, and police forces are picking up the pieces. This is letting down people with mental health problems, as well as placing an intolerable burden on police officers and staff. It is a national crisis that should not be allowed to continue. There needs to be a fundamental rethink and urgent action.

Our report expressed grave concerns about whether the police should be involved in responding to mental health problems to the degree they are. Our inspection found that, in dealing with people with mental health problems, police officers and staff must do complex and high-risk work. They often don't have the skills they need to support people with mental health problems. And, too often, they find themselves responsible for the safety and welfare of people whom other professionals would be better placed to deal with.

This means that already overstretched (and all-too-often overwhelmed) police officers can't always respond appropriately, and people in mental health crisis don't always get the help they need. All this can take a heavy emotional toll on both officers and staff.

Many aspects of the broader mental health system are broken, and police forces are picking up the pieces.

Most forces have policies in place for dealing with mental health problems.

Despite these problems, many forces have done innovative work in this area. This includes:

Collaborating with other organisations

The police are working with the NHS and others to improve joint understanding of mental ill-health. We found that these partnerships need to have a clear understanding of mental health demand to respond appropriately.

Leadership and governance

Most forces have policies in place for dealing with mental health problems, and officers and staff are generally good at recognising and responding when people are in crisis. Forces are investing in training in this area, but the quality is inconsistent.

Only a few forces are seeking the views of people who have experienced mental health problems. This could help to improve the quality of their training, and shape future services.

Mental health triage services

All forces now have some form of mental health triage. This may be a mobile unit staffed by a police officer alongside a nurse and/or paramedic, or a mental health specialist based in the control room.

This means that the police can access health records and arrange appropriate care. Forces now need to evaluate these services to assess whether they are meeting the needs of those with mental health problems.

Next steps

We have identified some areas in which police forces can improve, in terms of training and building a clearer view of demand. However, our main recommendation is that there should be a fundamental review of the state response to people with mental ill-health, carried out by the Mental Health Crisis Care Concordat steering group.

We will continue to work with forces, the National Police Chiefs' Council lead and the Home Office to follow up on these recommendations.

All forces now have some form of mental health triage.



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There was an 88 percent increase in recorded levels of domestic abuse in the 12 months to 30 June 2017.

Domestic abuse

In February 2019, we published the fourth in a series of thematic reports that consider the police service's approach to victims of domestic abuse. The first, *Everyone's Business: Improving the Police Response to Domestic Abuse*,⁶ was published in March 2014. Since then, the police's performance in this area has improved markedly. Victims are now better supported and protected.

The most recent report presents the findings from our 2017 effectiveness inspection and recognises the good work most police forces are doing to deal with domestic abuse. This includes:

- continued investment in training on domestic abuse;
- continued development of multi-agency safeguarding hubs, where the police work in partnership with other organisations to protect victims of domestic abuse;
- increased use of body-worn video to record evidence at the scene of an incident; and
- the continual roll-out of Operation Encompass and other schemes in which the police work with schools to support children present at domestic abuse incidents.

Our findings

A big increase in recorded levels of domestic abuse

There was an 88 percent increase in recorded levels of domestic abuse in the 12 months to 30 June 2017, compared with levels reported in our first specialist inspection on the issue (for the 12 months to 31 August 2013).

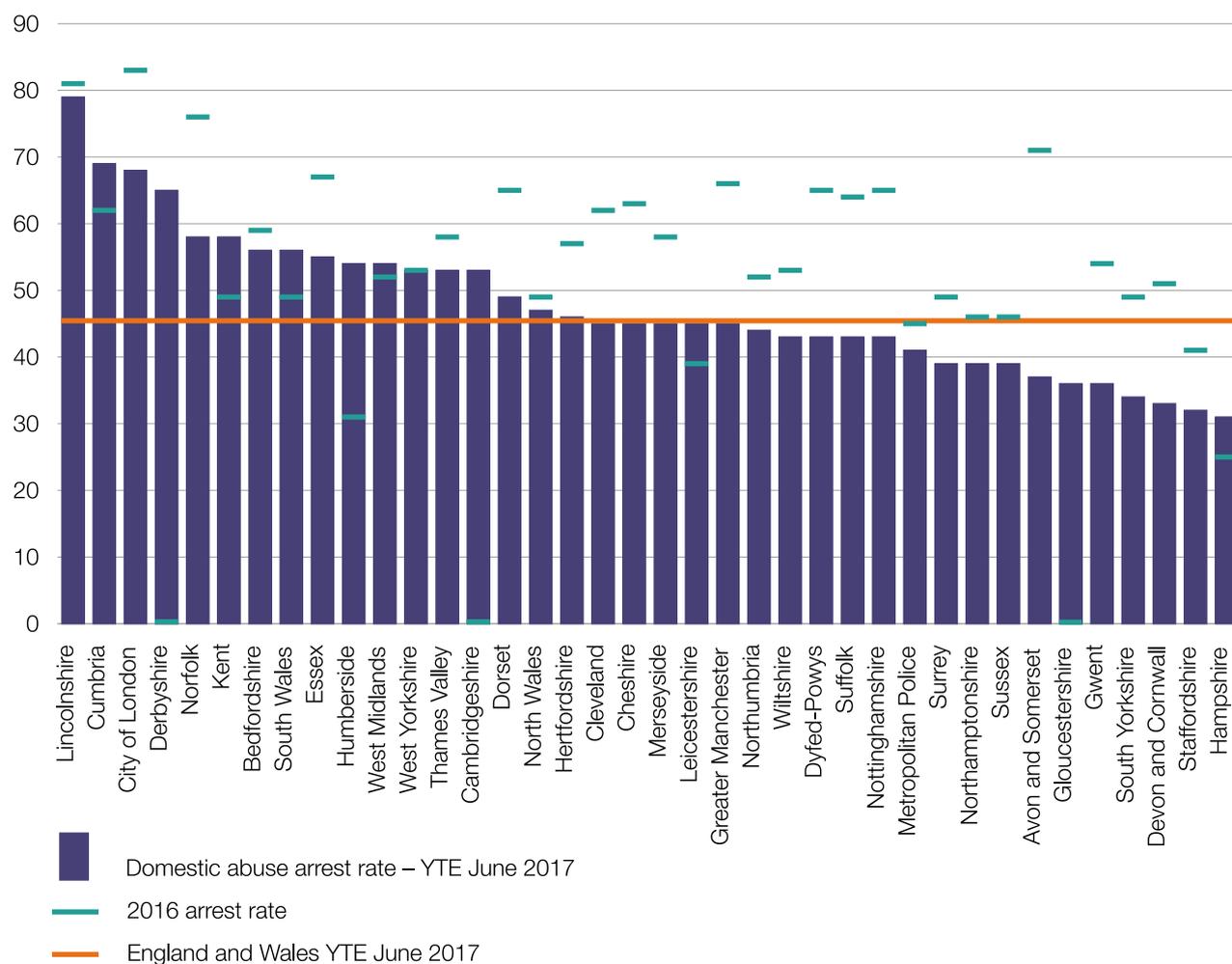
This is likely to be because crimes are being recorded more consistently, and complainants feel more confident about reporting them to the police. There may be other reasons too, but not all forces understand these or are able to explain them.

Delays and declining arrest rates put victims at risk

In some cases, we found that delays in response were hampering effective investigations and potentially putting victims of domestic abuse at serious risk of harm.

We continue to be concerned that the rate of arrests in domestic abuse cases is falling (see figure 3). While most frontline officers know that it is important to make an arrest as early as possible, the number of arrests for domestic abuse-related crimes fell in 23 forces, despite the overall number of recorded domestic abuse crimes increasing. Forces need to be able to explain why this is happening so they can address it.

Figure 3:
Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2017



Source: HMICFRS data collection and Home Office annual data return.

The impact of bail changes

Last year, as part of our effectiveness inspection, we started to examine the effect of changes to pre-charge bail introduced by the Policing and Crime Act 2017. These changes came into force on 3 April 2017.

The aim of the changes is to end the police practice of keeping people on pre-charge bail for long periods without independent judicial scrutiny. Bail can only be used when it is necessary and proportionate. When bail can't be justified, accused persons are released under investigation. In these cases, the police can't place restrictions on the person's release, for example to prevent them from contacting the complainant or witnesses, or otherwise interfering with an investigation.



© Greater Manchester Police

Since the 2017 PEEL inspections, we have wanted to gain more of an understanding of the use of bail for domestic abuse-related offences. We will be working with forces through our inspection programme and with our technical advisory group to better understand data on the use of bail.

Forces should make any necessary changes to make sure they are using bail effectively.

In our fourth thematic report, we highlighted our concern that these changes to the use of bail could be having a detrimental effect on victims of domestic abuse. It is important that an unintended consequence of this legislation shouldn't be less protection for vulnerable victims, nor a feeling on their part that they are less supported and protected by the police.

In our PEEL: police effectiveness 2017 report, we were so concerned about the use of pre-charge bail that we made a national recommendation that, by September 2018, all forces review how they implemented the changes. Forces should now make any necessary changes to make sure they are using bail effectively, and that vulnerable victims get the protection that bail conditions can give them. We will be assessing this issue in more detail as part of the PEEL 2018/2019 inspections.

Next steps

We will continue to inspect the police approach to victims of domestic abuse every year and will report on the findings from our latest inspection in 2019.

There is no government or national policing strategy for tackling fraud.

Fraud

Fraud makes up around a third of all crime and is the largest standalone crime type.⁷

In June 2017, the Home Secretary commissioned a national thematic inspection of the police approach to fraud.

We inspected 11 police forces, all nine regional organised crime units and the National Crime Agency (NCA). We also inspected Action Fraud (the national reporting centre for fraud) and the National Fraud Intelligence Bureau (NFIB), both of which are run by City of London Police. We published our report in April 2019.⁸

Our findings

There is a centralised process for reporting and investigating fraud. While this is sensible in principle, there are problems with the way the process is run.

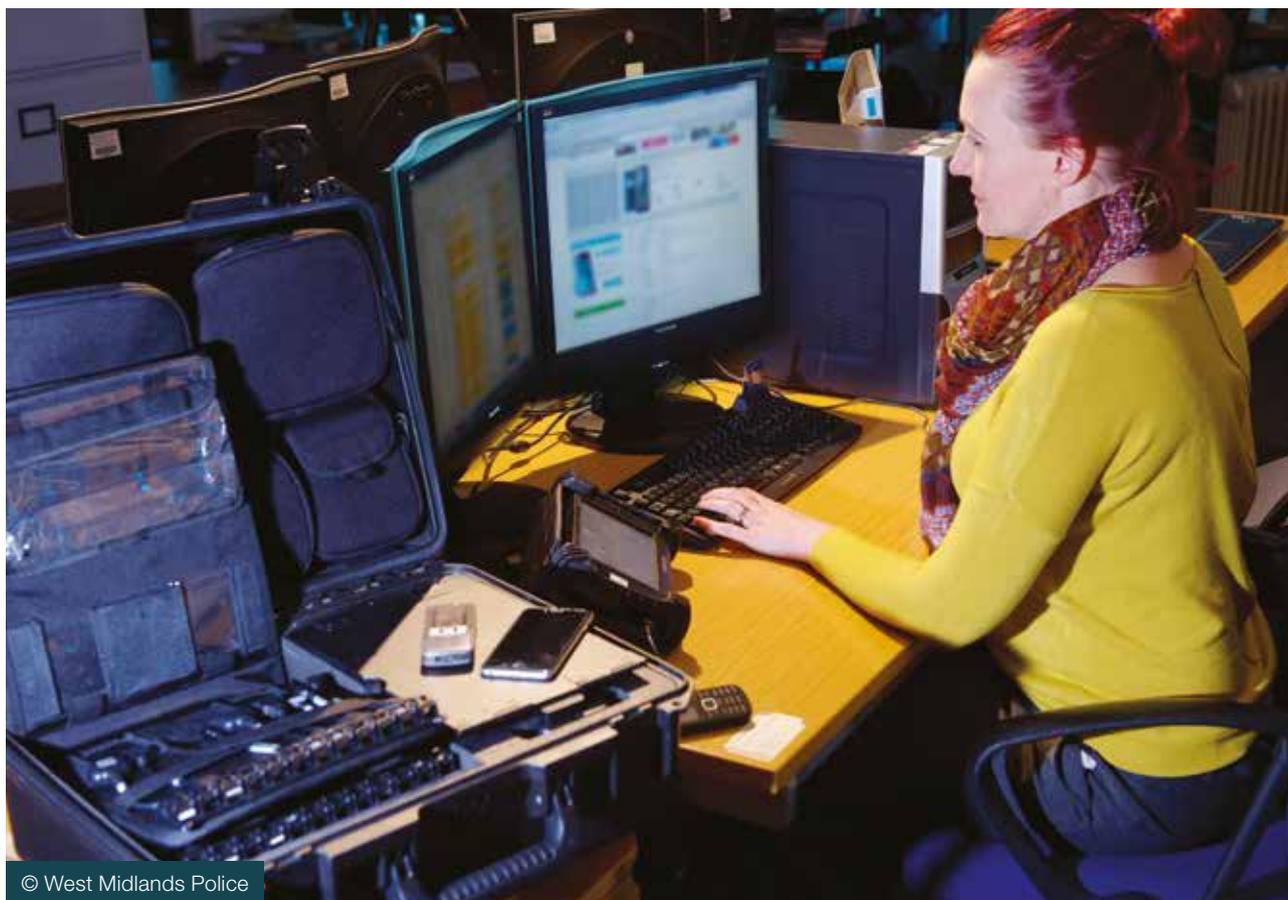
We found:

- a lack of a national policing strategy for fraud;
- a lack of understanding of roles and responsibilities;
- a lack of co-ordination of work to protect businesses and the public;
- a wide variation in the way cases are allocated for investigation;
- a lack of proactive management of fraudsters; and
- a general need to improve the service to victims of fraud.

Our inspection was separated into five distinct areas:

The strategic approach to fraud

There is no government or national policing strategy for tackling fraud. Police forces have put in place a range of different approaches based on local priorities. But even collectively, these aren't enough to cope with the full scale of fraud.



In general, the police don't prioritise fraud. But tackling fraud isn't just a job for the police. National government, public bodies and the private sector all have a role to play.

How policing is structured to respond to fraud

When it comes to dealing with fraud, police leaders don't always understand which organisations should do what. They also don't always understand well enough the capacity of the organisations involved. This confusion leads to some activities being carried out more than once in different organisations. And some other activities aren't carried out at all because roles and responsibilities aren't clear.

We found too much variation in the quality of case handling and prioritisation.

How the public is protected from fraud

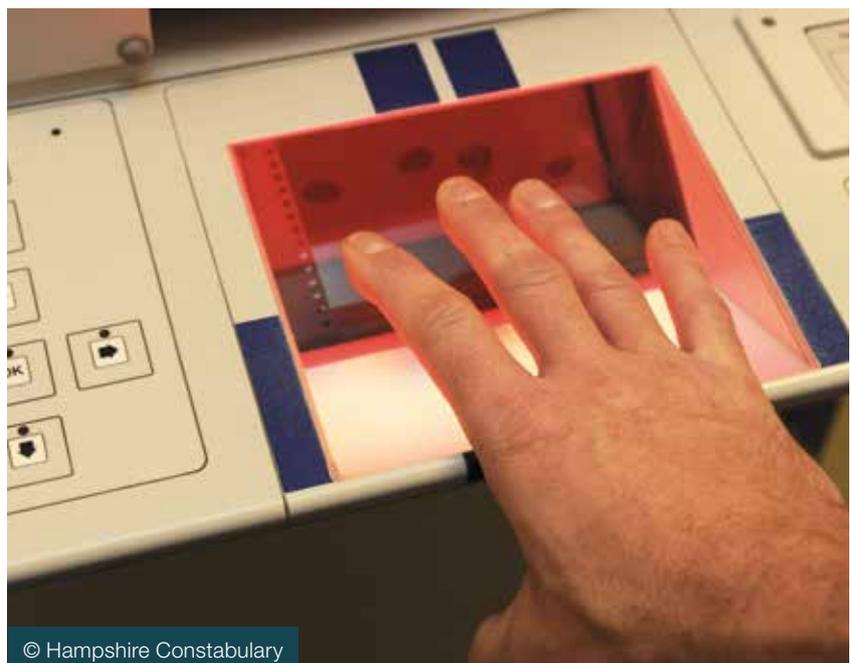
We found good examples of locally led fraud prevention work. We also found examples of good joint working between the police and the private sector. Nationally, more could be done to learn from good local projects and make use of the intelligence they can provide.

Improvements to the digital systems used to report and analyse fraud have been delayed. Police forces don't always make good use of the intelligence the NFIB provides. This means forces don't always identify or use trends and threats to help support people who are at risk of fraud.

How fraud is investigated and fraudsters managed

We found too much variation in the quality of case handling and prioritisation. For example, some forces investigate all cases sent to them by the NFIB. Others investigate fewer than 10 percent of cases. We also found avoidable delays and a lack of proactive targeting of offenders.

The forces we inspected didn't do enough to identify the threat of fraud by organised crime groups. The process for allocating large-scale fraud cases doesn't work well. As a result, investigations often 'bounce around' between agencies.



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How fraud victims are treated

Vulnerable victims tend to receive a good service. They generally receive good care and advice about how to protect themselves from fraud. Other, less vulnerable victims don't always get such a good service.

Among both the police and the public, there is still a lack of understanding about the national fraud reporting process. Victims often receive poor information about how their cases will be investigated and how they are progressing.

Our recommendations

Our report made 16 recommendations and identified five areas for improvement.

The recommendations included:

- developing a national strategic approach to fraud;
- publishing performance and accountability information;
- identifying best practice and co-ordinating protection work;
- improving the police and public understanding of the reporting, response and recording processes;
- making better use of regional and national-level arrangements for dealing with large-scale fraud; and
- improving the service and information given to victims.

The areas for improvement we identified included:

- organised crime group mapping;
- how forces and regional units manage fraudsters;
- how forces identify vulnerable victims of fraud; and
- improving the service to victims under the Victims' Code of Practice.

Next steps

We will work with City of London Police to develop an inspection regime for all aspects of Action Fraud and the NFIB.

Fraud is closely linked to cybercrime. In 2019, we will carry out a thematic inspection of cyber-dependent crime.

Victims often receive poor information about how their cases will be investigated and how they are progressing.

Stalking and harassment

Between 2016 and 2017, we carried out our first inspection into the police and the CPS's approach to stalking and harassment. This was a joint inspection with HMCPSI.

Our July 2017 national report, *Living in Fear – The Police and CPS Response to Harassment and Stalking*,⁹ concluded that the police and the CPS were letting victims down, and made recommendations for improvement. Sussex Police was one of six forces we visited as part of the inspection.

The police and crime commissioner for Sussex was concerned about Sussex Police's performance in this area and asked us to carry out a follow-up inspection in 2018. We were pleased to accept: we see great value in working with police and crime commissioners, particularly to assess the local effects of our thematic inspections.



Our findings

We found that Sussex Police had done a great deal of work to improve its approach to stalking and harassment. However, the force still has more work to do, particularly in recording crimes correctly, so we have made several recommendations to the chief constable.

Since our initial inspection, we have also been working closely with interested parties on a national level. So we decided to review what progress they had made against the recommendations in our 2017 report.

National organisations have made some good progress on some of our recommendations and continue to work on others. Again, there is more work to do, and in some cases urgent work, to make sure the police protect victims of both stalking and harassment. So we have also made some new recommendations to national organisations.

Next steps

Recently published recorded crime figures show that stalking and harassment crimes increased by 41 percent in 2018, compared with the previous year.¹⁰ This is the largest increase in any crime category. We will continue to monitor how the police approach these serious and damaging crimes.

There is more work to do to make sure the police protect victims of both stalking and harassment.

Between March 2018 and the end of April 2019, we published 11 reports after unannounced inspections of police custody suites across England and Wales.

Specialist rolling inspections

Joint custody inspections

We carry out inspections of police custody suites jointly with Her Majesty's Inspectorate of Prisons. We do this as a member of the UK's National Preventive Mechanism (NPM). NPM members monitor and inspect places of detention, in line with the UK's obligations under the Optional Protocol to the UN Convention against Torture.

Between March 2018 and the end of April 2019, we published 11 reports after unannounced inspections of police custody suites across England and Wales. In 2018/19, we also inspected, for the first time, the custody suites that are used to detain people arrested on suspicion of terrorism offences. We will publish our findings for this inspection in summer 2019.

Follow-up visits to forces

One year after we have inspected them, we carry out follow-up visits to forces. We use these visits to assess the progress each force has made in response to our findings. Between March 2018 and March 2019, we carried out ten of these visits. We found that most forces had started to improve their custody services. But when forces were dependent on other organisations, particularly mental health and local authority children's services, progress was slow in achieving better outcomes for detainees.

We continue to inform the work of the NPM and national police custody policy development. We attend the National Police Chiefs' Council's national custody forum and its sub-groups, and the national Police and Criminal Evidence Act 1984 (PACE) strategy board. We also work with the Independent Custody Visiting Association, so we can learn from each other.

Following Dame Elish Angiolini's review of deaths in custody,¹¹ published in October 2017, we changed our methodology to focus more on the welfare of detainees who are under the influence of drugs or alcohol. We have also taken steps to tell the public more about how we carry out our inspections and the type of information we ask forces for.



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Our findings

As in previous years, we have found that custody officers treat most detainees respectfully, and generally provide good levels of care. They usually make good assessments of individual risks, such as existing health conditions or a history of self-harm. Because most forces don't monitor waiting times or delays, it is difficult to measure the true scale of these problems.

Reviewing detention

Some of the forces we inspected didn't always meet the requirements of the PACE Codes of Practice in reviewing detention. For example, too many forces review detention too early, too late or without speaking to the detainee. Reviews are important because they assess whether keeping a person in custody is still justified.

Some reviews didn't consider the detainee's welfare properly. We also found examples of forces reviewing detention while detainees were asleep and not reminding them of their rights when they woke up.

Release under investigation

In April 2017, the Policing and Crime Act 2017 came into force, which resulted in changes to bail arrangements. In some cases, these changes have led to delays while forces get to grips with the new legislation.

The changes included the introduction of 'release under investigation', whereby detainees are released from custody but their investigation is still ongoing. Unlike bail, there is no requirement for a detainee to return to the police station on a particular date.

Most forces haven't done enough to monitor the cases of people who are released under investigation. In some forces, we were concerned that arrangements to protect victims, which would previously have been dealt with by bail conditions, weren't good enough. In 2019/20, we will carry out a thematic inspection of police arrangements for releasing people from custody while still under investigation.

Other areas of concern

Other common areas that concern us are:

- custody suites not always having enough staff to keep detainees safe;
- ligature points, which we are still finding in custody suites;
- poor recording and monitoring of incidents involving the use of force;
- a general lack of information about the performance of custody services; and
- some long waits for children and vulnerable adults before they receive support from an appropriate adult.¹²

Also, too few forces are recording information about the ethnicity and other protected characteristics of detainees. This information is important to show whether detainees are treated fairly. Even when forces do record this information, we found few that are monitoring it well.

Most forces haven't done enough to monitor the cases of people who are released under investigation.

Accurate crime recording helps forces prioritise investigations using suitably skilled staff.

Crime data integrity

Crime data integrity (CDI) is hugely important to public confidence in the police, as we found in our 2014 thematic inspection: *Crime Recording: Making the Victim Count*.¹³ Accurate crime recording helps forces prioritise investigations using suitably skilled staff. It also helps them manage their resources, plan effectively for the future and give victims and the community the service they deserve.

This data has an effect on every area of policing, from call handling to investigations and crime prevention to how forces work with other organisations. It also helps forces monitor whether they are treating people fairly, as set out in the Public Sector Equality Duty.¹⁴ As such, it is very important that the data is accurate.

In April 2016, we started a new programme to inspect all 43 forces in England and Wales on how well they record reported crime. The programme builds on our 2014 thematic inspection, which found that 800,000 reported crimes (19 percent) went unrecorded nationally.

Our inspections cover several areas:

- how accurately the police record reports of crime in general;
- how accurately the police record reports of violent and sexual crimes;
- how accurately the police record reports of rape;
- how well victims of domestic abuse are treated; and
- how well the police record reports of modern slavery crimes.

We examine reports made by the public, and by organisations such as social services, to specialist police departments dealing with vulnerable victims. We assess these to see whether crimes have been appropriately recorded. We also examine cases in which the police have amended crime reports to show that no crime has been committed.

Our findings

We found that most forces appreciated the importance of accurate crime recording and were determined to get it right first time.

In forces where crime recording was of a high standard, we found that leadership was strong, oversight was effective, and systems and processes worked well – all contributing to a healthy, victim-focused culture. Three forces are highlighted below, as their performance stood out from the rest. We have examined these forces in detail, to understand why they did so well.

Most forces appreciated the importance of accurate crime recording and were determined to get it right first time.



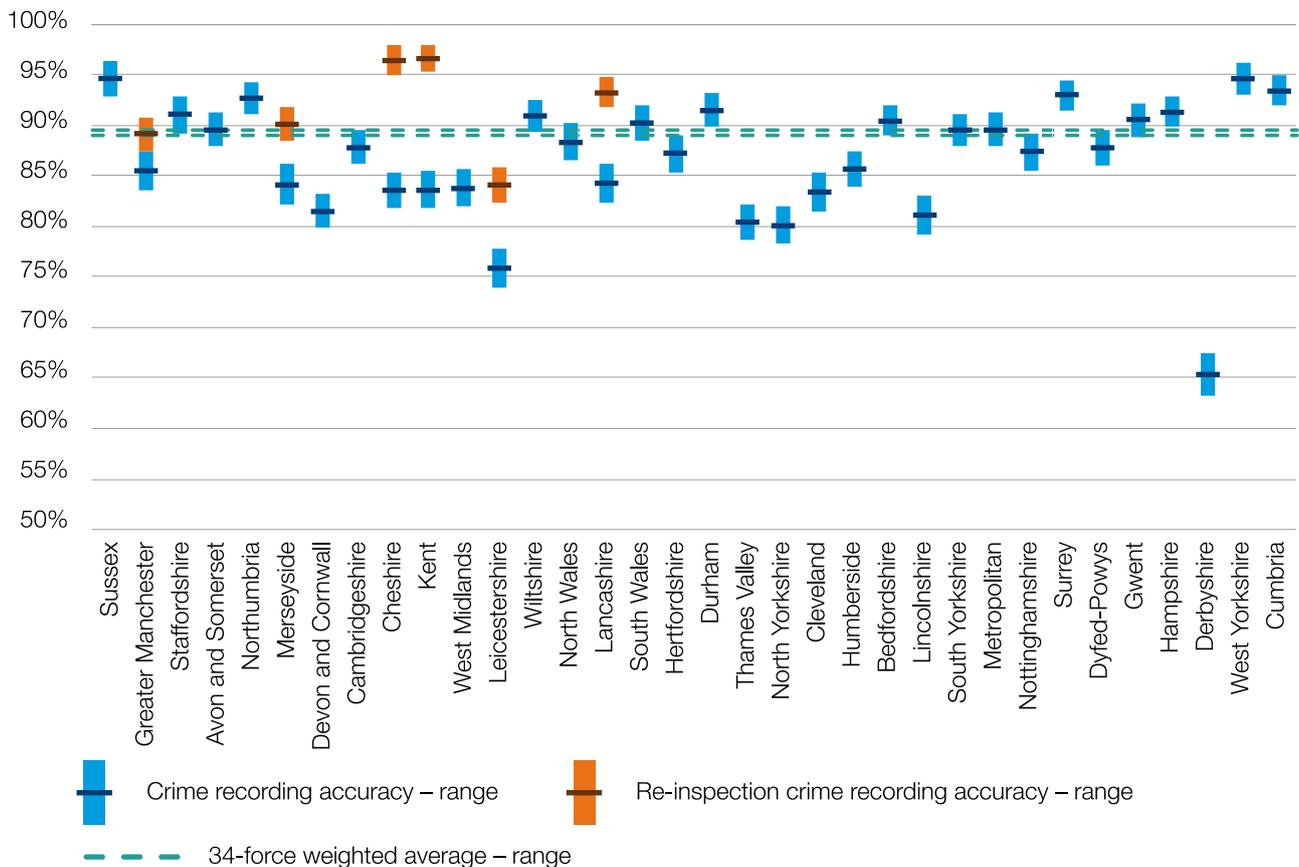
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The big picture

So far, we have published the findings from our CDI inspections of 34 police forces, eight of which we have re-inspected. These showed that senior police leaders and many officers and staff recognise the importance of CDI. However, crime recording standards still vary a great deal.

The combined recording accuracy for all reported crime across those 34 forces¹⁵ was 89.3 percent; for violent offences it was 87.5 percent, and for sexual offences 93.3 percent.¹⁶ These figures are better than those we reported last year¹⁷ for the 20 forces we had inspected to that point, which shows the effort forces are making to improve and the value of our continued inspection work. However, there is room for further improvement.

Figure 4:
Overall crime recording accuracy by force



Source: HMICFRS CDI inspections

Note: This figure shows the forces in the order in which we carried out the inspections. It shows the overall crime recording accuracy as a range for each force. The middle line is the central estimate within this range.

We estimate that, in comparison with the findings of our 2014 inspection, forces recorded around 490,000 more crimes during 2018 because of better recording standards.¹⁸ However, we estimate that around 610,000 crimes reported to the police were still unrecorded in the year.

Crime recording standards still vary a great deal.

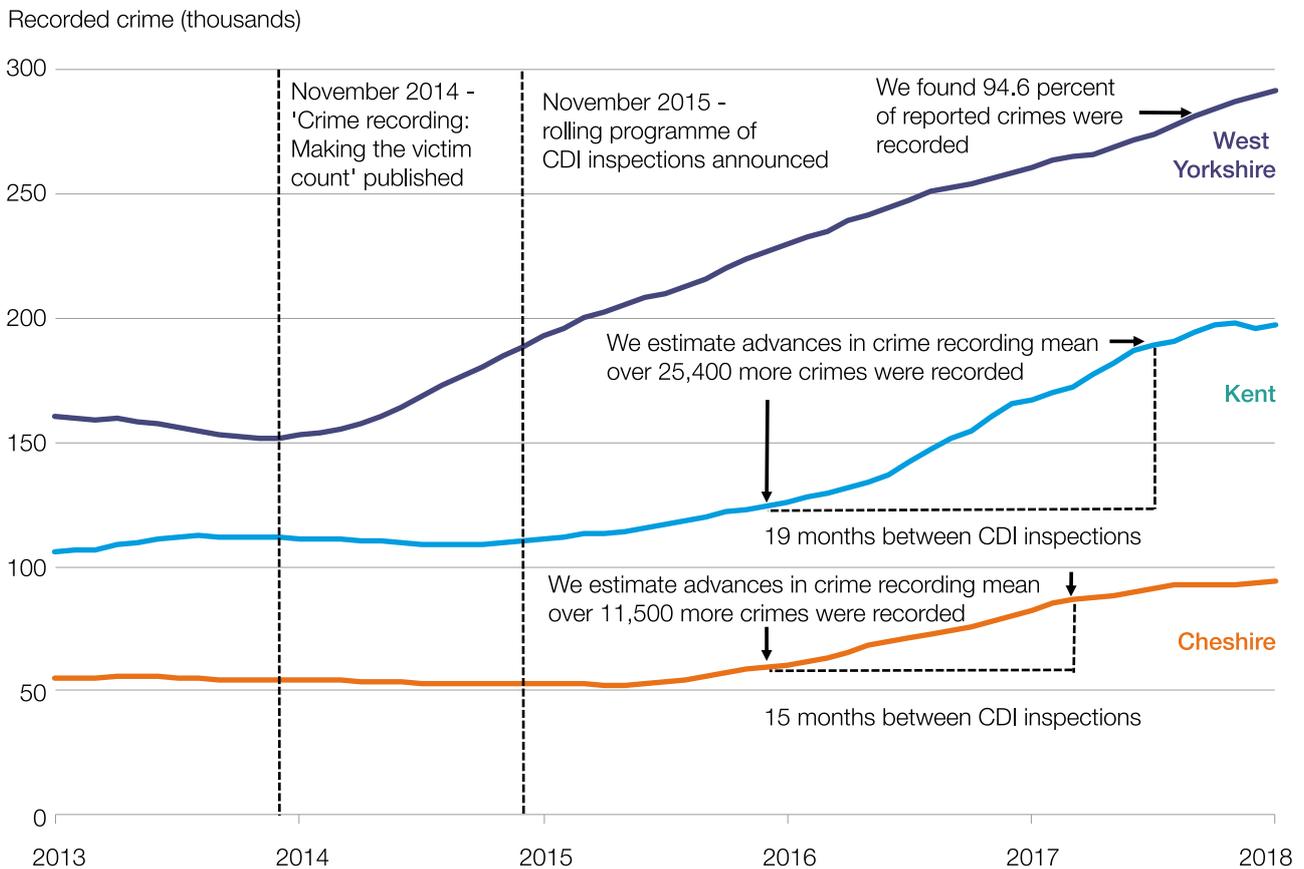
Improving crime recording: what works?

We found that Cheshire Constabulary, Kent Police and West Yorkshire Police had all made significant performance improvements to their CDI.

In November 2016, we inspected Cheshire Constabulary and Kent Police and estimated that both forces recorded 83.6 percent of reported crimes. We graded them both as inadequate in this area. We re-inspected both forces in May 2018 and October 2018 respectively. We found that Cheshire Constabulary was recording 96.4 percent and Kent Police 96.6 percent of reported crimes. We regraded both forces as outstanding in this area.

In 2014, we assessed West Yorkshire Police's crime recording arrangements as needing immediate improvement. Our latest inspection of the force took place in November 2018; we found the force was recording 94.6 percent of reported crime. In contrast to our initial inspections in Cheshire Constabulary and Kent Police, we noted that recorded crime in West Yorkshire Police had been on an upward trend since the publication of our 2014 thematic inspection report. This suggests that the force had taken immediate steps to improve its crime recording practices.

Figure 5:
Trends in recorded crime in Cheshire, Kent and West Yorkshire, rolling 12-month totals, December 2013 to December 2018



Source: Home Office police recorded crime and HMICFRS CDI inspections

We revisited these forces to understand and examine each force's approach and to learn from their experiences. Our analysis revealed that they had some things in common in their approach to CDI.

Leadership

In all three forces, senior leaders prioritised CDI. They provided effective governance, active leadership and clear direction to staff, often via personal messages. Regular CDI strategic meetings and briefings influenced how chief officers oversaw and managed improvement plans.

This approach has resulted in a noticeable and encouraging cultural change among staff, and a victim-focused approach to crime recording. Having more of an understanding of crime demand helps these forces to understand better when and where to deploy their resources to make sure they respond most appropriately to calls for help.

Having more of an understanding of crime demand helps forces to understand better when and where to deploy their resources.



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Effective systems and processes

Each of the three forces had carried out a thorough review to improve its crime recording. Kent Police had invested in more posts (although it was starting from a low base) and more systems in its incident management unit, which is responsible for crime recording in the force. Cheshire and West Yorkshire forces had redesigned their processes and systems in smaller ways; neither reported any substantial structural or technological changes, or significant increases in staff or funding. This is important because it indicates that forces don't need to spend more money to improve their CDI.

Despite the different approaches, a consistent element was an emphasis on the needs of complainants. This means recording the crime as early as possible, as this helps keep the complainant safe and preserve evidence. In all three forces, the final decision about how to record a crime is taken by somebody who is independent of the investigation.

Ultimately, CDI is all about being victim-focused.

John Robins, Temporary Chief Constable of West Yorkshire Police, said: “Ultimately, CDI is all about being victim-focused. Ethical crime recording is essential to understanding repeat and vulnerable victims. Repeat offenders can be identified more accurately and resources directed efficiently and effectively to reduce risk and harm within our communities.”

Force crime registrars¹⁹ and dedicated crime recording staff contributed a great deal to the success of the three forces. They were empowered and trusted to make decisions. The Home Office Counting Rules (HOCR) were applied consistently and to a high standard.

Training for decision making

Training was one of the main ways in which the three forces achieved success. Each had developed bespoke CDI training packages for specific roles – for example, safeguarding and control room staff. Cheshire Constabulary had supplemented this with a single point of contact for CDI in each of its local policing units. West Yorkshire Police had introduced CDI personal development review objectives for officers and staff responsible for making crime recording decisions, and a CDI exam for certain roles.

The HOCR require all force crime registrars and their deputies to complete the accreditation course for force crime registrars run by the College of Policing. But these forces gave extra training to other staff, too. West Yorkshire Police was particularly creative in supporting staff via a dedicated forum, a CDI helpline, social media and videos to explain changes to the HOCR.

Each force had good systems for reviewing recent high-risk crime reports.

Quality assurance and audits

Each force had carried out a mapping exercise to better understand the various routes by which crime is reported – for example, over the phone and online. This allowed them to audit each route to make sure crimes were being recorded properly. Each force also had good systems for reviewing recent high-risk crime reports – for example, domestic abuse, rape, sexual offences and violence – to make sure the correct records had been created.

Next steps

When the Audit Commission stopped auditing crime recording in 2004, our subsequent inspections²⁰ and audits showed a gradual decline in crime recording accuracy. This decline has only reversed since we implemented the CDI programme.

The current CDI programme is scheduled to finish in spring 2020. It will then become part of the integrated PEEL assessment process, informing other areas such as investigating crime, protecting the vulnerable and managing demand.



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BTP has an effective approach to preventing crime and reducing anti-social behaviour.

Inspections of non-Home Office forces

British Transport Police

In October 2016, the Parliamentary Under Secretary of State for Transport commissioned us to inspect the effectiveness of British Transport Police (BTP). We used the methodology set out in our spring 2016 PEEL (police effectiveness, efficiency and legitimacy) all-force inspection programme. The fieldwork took place in December 2017, and our report was published in July 2018.

We used the same criteria as we do for inspecting Home Office police forces. Although BTP has a different type of jurisdiction, focused on the rail network, the principles of keeping people safe and reducing crime are the same.

We focused on how effective the force is in five areas:

- preventing crime and tackling anti-social behaviour;
- investigating crime and reducing reoffending;
- protecting vulnerable people;
- tackling serious and organised crime; and
- its specialist capabilities.

Our findings

This is the first time we have inspected BTP's effectiveness using the PEEL methodology. We found that the force compares favourably with the best-performing Home Office forces at keeping people safe and reducing crime.

Preventing crime and tackling anti-social behaviour

BTP has an effective approach to preventing crime and reducing anti-social behaviour. It understands its communities: the people who use and work on the rail network.

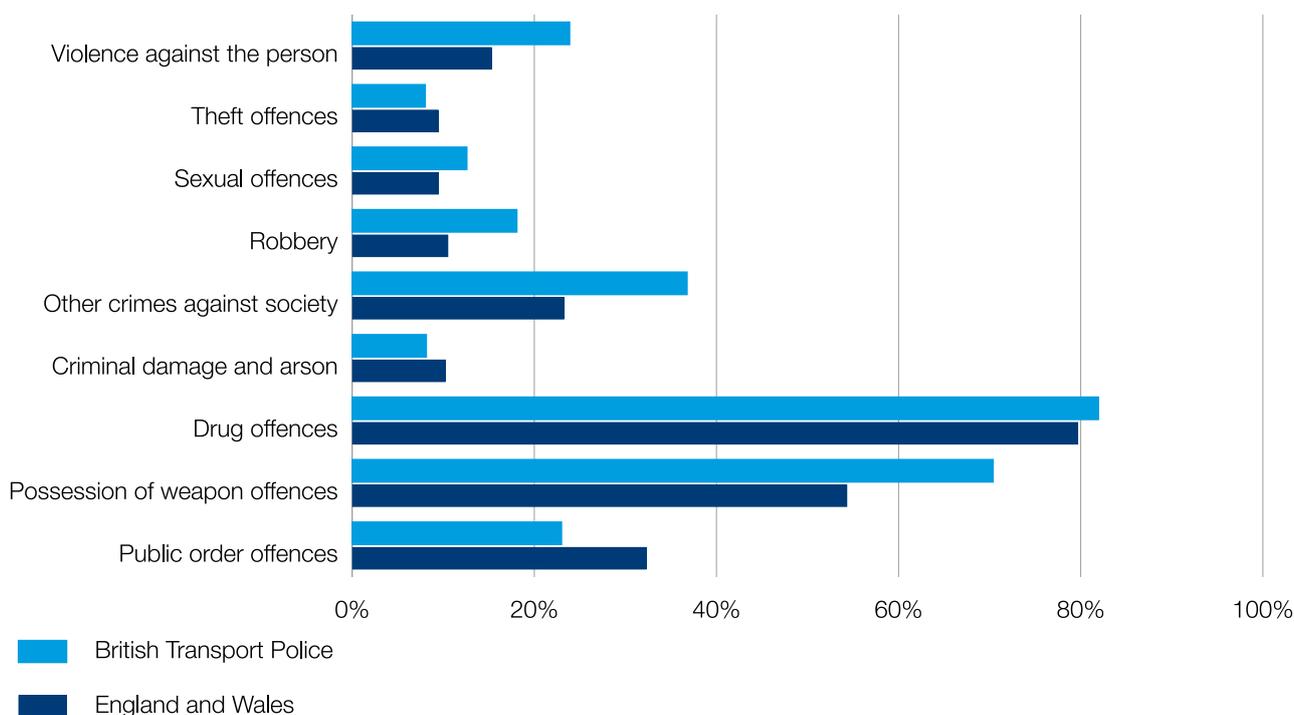
The force uses innovative methods to communicate with the travelling public and to get feedback from both rail users and staff. It uses this feedback to prioritise its services.

However, BTP needs to give training in problem solving for all its officers and relevant staff. This would improve the standard of crime prevention across the whole organisation.

Investigating crime and reducing reoffending

Crimes are investigated to a high standard and investigators keep victims regularly updated. The force attends incidents promptly and takes immediate action at the scene to make sure it collects good evidence.

Figure 6:
Proportion of crimes where action was taken, by offence group, 12 months to 30 September 2018



Source: Outcome open data tables April 2018 – September 2018 and year ending March 2018, published by Home Office 24 January 2019.

The force has a highly effective approach to protecting vulnerable people on the rail network.

The force is good at continuing to investigate crimes even when the victim doesn't support police action, particularly in cases of domestic abuse. But it needs to improve how it records what action supervisors have taken on investigations. It also needs to recruit enough detectives to make sure investigators can manage their workloads.

Protecting vulnerable people

The force has a highly effective approach to protecting vulnerable people on the rail network. Its officers and staff work with other organisations and the rail industry to protect people who are vulnerable because of their age or disability, or because they have been subjected to repeated offences or are at high risk of abuse.

The force has an exceptionally good understanding of its role in identifying and supporting people with mental health conditions, and particularly in suicide prevention. In 2016/17, together with other organisations, it made 1,837 life-saving interventions on the rail network to help people in mental health crisis.

Tackling serious and organised crime

BTP has adopted a new approach to serious and organised crime. It already has effective processes for identifying, assessing and prioritising action on organised criminal groups. It has ready access to the specialist capabilities it needs to tackle serious and organised crime. And it uses intelligence effectively to understand the threat to the rail industry and the travelling public from organised crime groups.

However, the force needs to improve how it records what it is doing to disrupt organised crime groups. This will help it better assess how its work affects serious and organised crime in the long term.

Specialist capabilities

BTP has arrangements in place to meet its national policing responsibilities. It is well prepared to make an initial response to an attack that needs armed officers. It has carried out thorough assessments of all six threats in the strategic policing requirement (SPR), with clear accountability for each threat area.

The force carries out regular exercises with the rail industry, the Department for Transport, other police forces and the armed forces. These allow it to test its ability to respond to the threats set out in the SPR.

BTP has met its commitment to increase its armed officers in London. It is also part-way through increasing armed officers in Manchester and Birmingham. The force should consider working with the MPS and City of London Police to assess threats that need a response by armed police. This would allow all three forces to focus on the threats facing the whole of London.

BTP has adopted a new approach to serious and organised crime.



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National Crime Agency tasking, co-ordination and governance

The NCA is responsible for leading, supporting and co-ordinating the fight against organised crime across the UK. It has 4,200 of its own officers, but its national tasking and co-ordination work²¹ relies on the co-operation of the police and other law enforcement bodies.

Our inspection considered the NCA's responsibility to lead, support and co-ordinate the national law enforcement approach to serious and organised crime. The NCA allocates tasks, to both its own officers and other bodies. We assessed how efficiently and effectively it does this.

We assessed the NCA's national tasking and co-ordination procedure, and how its strategic governance groups²² are organised. We also considered how its national tasking and co-ordination work links in with national policing priorities.



© National Crime Agency

Our findings

We found that the NCA's national arrangements were generally effective and efficient. But there are still gaps in its understanding of the threats it is responsible for.

The National Strategic Tasking and Co-ordination Group (NSTCG) sets the priority of national-level threats. This group is led by the NCA and involves all police chiefs, plus senior NCA representatives and other interested parties.

We were reassured to see that the NCA has adopted the group's priorities and is using them to guide the approach of the police and other law enforcement bodies. But more work needs to be done on:

- how national threats are prioritised;
- achieving a consensus about the nature of the response to specific threats;
- the relevance of the national control strategy; and
- the oversight arrangements for the strategic governance groups.

Our recommendations

We concluded that the NCA has effective and efficient processes in place to support its role in combating serious and organised crime.

We have made 11 recommendations for improvement. These are mostly directed at the NCA, but some need action from the police and other law enforcement bodies.

They include:

- improving how intelligence is gathered from forces and regional organised crime units;
- better representation by forces at meetings; and
- evaluating and prioritising threats more effectively.

We found that the NCA's national arrangements were generally effective and efficient.

We found some very serious shortcomings with ICT systems.

Bailiwick of Guernsey

In 2017, the Bailiwick of Guernsey's Committee for Home Affairs invited us to inspect policing and border control arrangements. These are provided by two closely connected organisations, collectively known as Bailiwick Law Enforcement (BLE).

We examined most aspects of BLE's operations and the governmental, political and social context in which they take place.

Our findings

Among the Committee for Home Affairs and BLE personnel, we found a great deal of frustration about governance arrangements. Many people we spoke to felt that the arrangements weren't functioning as well as they should.

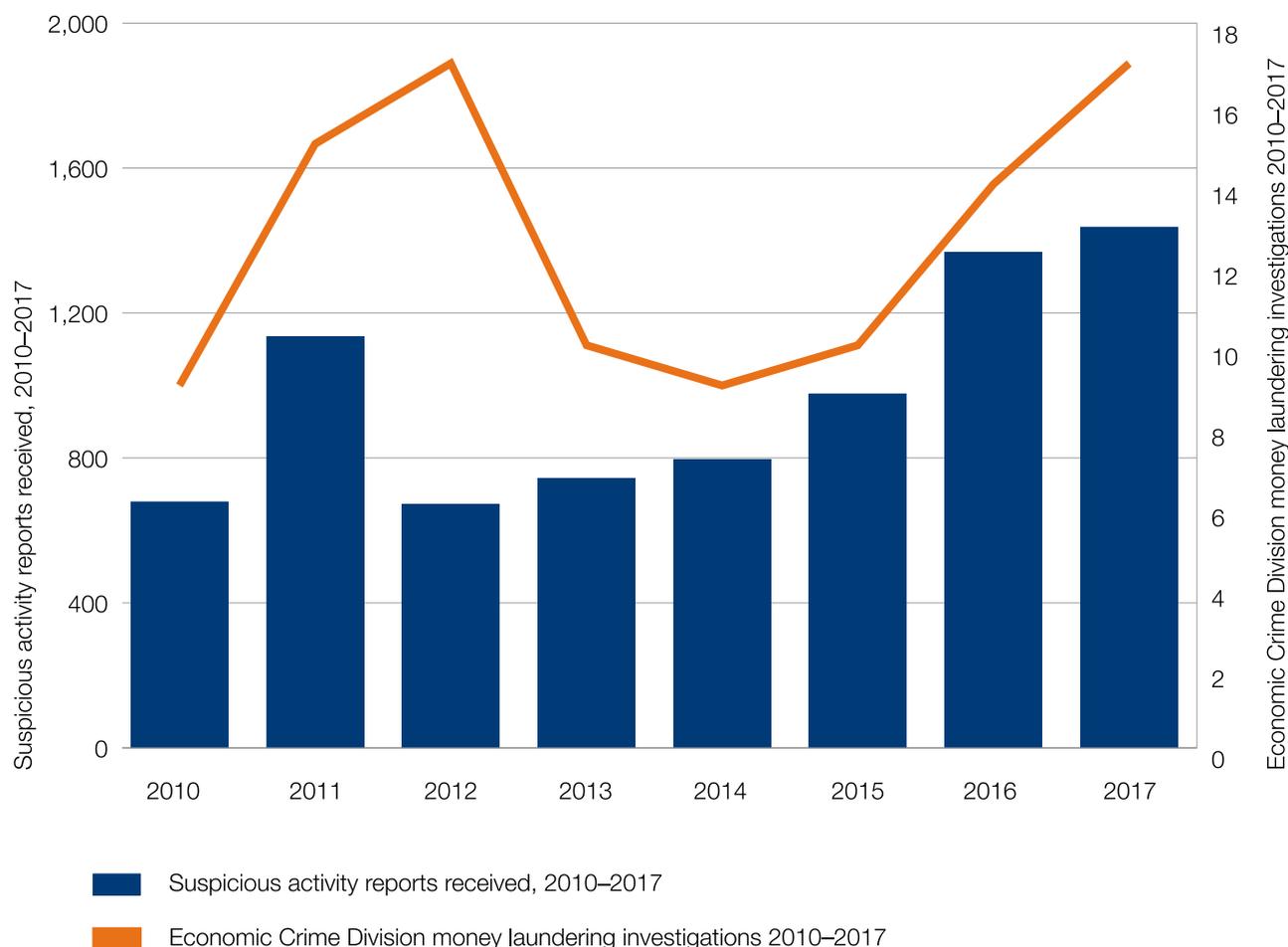
We found some very serious shortcomings with ICT systems. For example, BLE officers don't have access to the Police National Database.

The force's leaders want to meet public expectations and largely do so. But BLE could involve the public more in setting its priorities. Most incidents receive a police response and crimes are investigated that most police forces in England and Wales would see as too minor to follow up.

We found that immigration controls for scheduled arrivals were robust. We found several examples of Guernsey Border Agency carrying out complex investigations relating to cross-border crime. The Agency works with colleagues in Jersey, the UK and France, and exchanges intelligence with them.

Since 2012, the number of suspicious activity reports has increased a great deal, providing valuable information about potential criminality. The number of money laundering investigations that BLE officers carry out has also increased. But we were concerned to hear about long delays in obtaining financial orders. This frustrates investigators, seriously limits the rate at which investigations can progress and has an adverse effect on asset recovery.

Figure 7:
Number of suspicious activity reports and number of money laundering investigations, Bailiwick of Guernsey, 2010–2017



Source: Bailiwick of Guernsey Financial Intelligence Service; Suspicious activity reports, Annual report 2017; Bailiwick of Guernsey FIS, Suspicious activity reports, Annual report 2016

We found that BLE used more than one definition of vulnerability, so vulnerable people weren't consistently identified. But most of the public protection unit cases we examined had been investigated effectively. In almost all, we found evidence of effective supervision and good victim care.

We found a widespread feeling that police buildings were inadequate. At the time of our inspection, BLE didn't have an estates strategy, nor was there an estates strategy covering Home Affairs services as a whole.

Most of the public protection unit cases we examined had been investigated effectively.

Our recommendations

We recommended that the force should:

- improve how it investigates financial crimes and cares for victims;
- review changes to its structure; and
- complete staff vetting.

We also recommended that the Committee for Home Affairs should publish the objectives and priorities of BLE, and a document that clarifies its responsibilities as well as those of the head of law enforcement.

Finally, we recommended that the complaints procedure for Guernsey Border Agency should be made available to the public.



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Royal Navy Police

We inspect the independence and effectiveness of investigations carried out by the Royal Navy Police (RNP). In April 2018, we inspected the RNP's policing performance inspection (PPI) process. The force uses PPIs to oversee performance in line with various professional standards.

We inspect the independence and effectiveness of investigations carried out by the Royal Navy Police (RNP).

Our findings

We found that the PPI process gives senior officers enough assurance that the force's activities meet the relevant standards.

The scope of the PPI process is appropriate and covers the full range of duties the RNP carries out. The units being inspected value the process. The inspections are moderated to help make sure findings are consistent.

The PPI process includes checks on progress the units have made since previous inspections. Lessons learned and good practice are publicised throughout the RNP.

Areas for improvement

We didn't make any recommendations as a result of our inspection. But we did find several areas for improvement. These included:

- circulating annual reports of self-inspections to senior officers;
- including staff wellbeing in the PPI process; and
- using documents and input from regional crime and intelligence managers before the start of a PPI.

The RAFP has good processes in place to set priorities and manage resources.

Royal Air Force Police

We inspect the independence and effectiveness of investigations carried out by the Royal Air Force Police (RAFP). In May 2018, we inspected how effectively the RAFP manages performance in investigations.

Our findings

The RAFP has good processes in place to set priorities and manage resources. But the force needs to improve the way it reports its activity against its objectives.

The force has set up meetings to monitor and oversee its work, but it doesn't cover all aspects of performance in a single series of meetings. That said, we were impressed by the way the RAFP uses these meetings to map demand against available resources.

The force's technical evaluation quality assurance programme forms an effective part of this performance management regime. But we found that the RAFP's lack of analysts and poor IT stop it from using more advanced performance measures.

Since our last inspection in 2016, the RAFP has improved how it monitors and supports victims of crime.

Areas for improvement

We didn't make any recommendations as a result of our inspection. But we did find several areas for improvement. These included:

- having, and using, performance measures for all objectives;
- improving crime data integrity;
- appointing an analyst; and
- developing technical evaluations.



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Other work

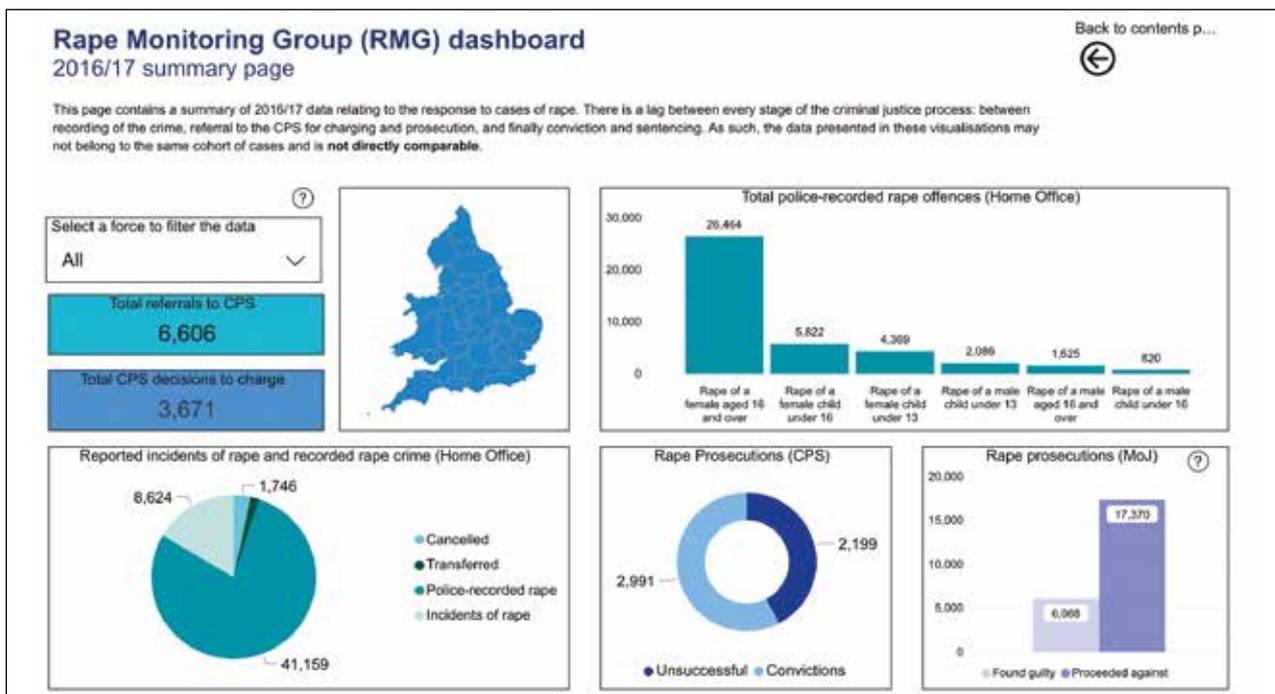
Rape monitoring profiles

The Rape Monitoring Group (RMG) is a multi-agency group in England and Wales, established to promote improvements in the response to rape across all the agencies that make up the criminal justice system.

We publish criminal justice system data on rape on the group's behalf. This shows the number of rapes reported, arrests made, prosecutions brought and successful convictions (and other data) for each force. We want those who are involved in preventing rape and supporting victims to use this data to better understand what improvements they should focus on within their local areas.

In May 2018, we introduced a new interactive dashboard to show this data (see figure 8). This replaced the PDFs of 70 pages or more that we had used up until then. It allows for a better analysis of how rape is dealt with across the criminal justice system.

Figure 8:
HMICFRS Rape Monitoring Group interactive dashboard



Joint inspection standard methodology

In May 2018, we updated our standard methodology for joint inspections.

The methodology sets out a consistent approach for criminal justice joint thematic inspections. It gives the organisations we inspect a clear idea of how we plan and carry out these inspections, and aims to make sure we do so as effectively and efficiently as possible.

We updated the methodology to provide the information more clearly and concisely, and to reflect current practice.

In May 2018, we updated our standard methodology for joint inspections.

Operation Lynemouth

On 21 March 2017, the Mayor of London's Office for Policing and Crime asked us to inspect Operation Lynemouth. This is a Metropolitan Police Service (MPS) operation into alleged criminal offences during the 2014 mayoral election in the London Borough of Tower Hamlets.

The MPS investigated these allegations both at the time and after an election court ruling that declared the election result void. The court found there were corrupt practices during the elections of both the mayor and the councillors for the 20 wards of Tower Hamlets.

However, there were concerns when there were no criminal convictions after initial MPS investigations. As a result, in 2017, the MPS set up Operation Lynemouth to review and reassess the allegations.

Our findings

We were asked to carry out quarterly inspections of the operation. We were to publish interim reports of our findings and a final report identifying lessons learned and best practice for the future. We published our fourth and final report in March 2019.

Operation Lynemouth had clear governance arrangements and made good progress, but it took longer than

The operation's investigators adopted a thorough and painstaking approach.

the MPS had first thought it would. The operation's investigators adopted a thorough and painstaking approach. They identified lines of enquiry that could still be explored. City of London Police has agreed to carry out an independent criminal investigation on behalf of the MPS.

But the operation could have been avoided if the MPS had treated the election and subsequent investigation as a priority at the time. There was a lack of corporate responsibility and training, and there weren't enough resources for the original investigation. There were also failures of communication and engagement with interested parties; chief officers should have explained better why investigations came to nothing.

The MPS has done much to improve its systems and processes since 2014. But we highlight in our report seven areas for the force to consider in future. They relate to prioritisation, leadership, resources (including training), consistency, communication, record keeping and legal decisions.



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Special grants

Forces should include reasonable contingencies in their policing and budget plans to allow for unexpected events in their areas. But there may be exceptional events that generate unforeseen pressure.

The threshold for an application for a special grant is normally where the extraordinary expenditure is more than 1 percent of the force's net-revenue grant from the Home Office. The Home Office criteria also mention cases where the refusal of a special grant might threaten the financial stability of the force or its ability to provide effective policing. In these cases, police and crime commissioners can apply to the Home Office for special grant funding under the Police Act 1996, section 48; the Local Government Act 2003, section 31; or the Criminal Justice and Public Order Act 1994, section 170.

The Home Office may refer applications to us to review. We are normally asked to consider whether the resources the force used were reasonable and proportionate to the aims of the operation or investigation and the risks associated with it. Our reports aren't published, but, based on our findings, Home Office officials advise ministers, who then make the final decisions about funding.

Special grants work in 2018

In 2018, we produced seven reports on applications for funding from eight forces. The applications related to 26 police operations. They involved major or critical incidents and serious offences, such as the criminal use of firearms, child sexual exploitation, nerve-agent poisonings and the Hillsborough inquiry.

We have noticed an increase in applications that cover a combination of smaller and more routine pre-planned policing operations, rather than unexpected and exceptional events. There is a risk that forces could become reliant on special grants to support normal police work. We are also concerned that they might not look for the most cost-effective options if they are confident that they won't need to meet the costs. For example, a force might call on other forces for help, which is a more expensive option than making the best use of its own resources.

In 2018, we produced seven reports on applications for funding from eight forces.

The organisations we spoke to said they had seen little evidence of information being systematically leaked to the media.

Police relations with the media

The College of Policing has published authorised professional practice (APP) on engagement and communication between the police and the media. It says that police forces shouldn't name those arrested, or suspected of a crime, unless in exceptional circumstances where there is "a legitimate policing purpose" in doing so.

An example of a legitimate policing purpose is where the police need to make a public warning about someone who is wanted. However, parliamentarians and others have in the past expressed concern about some occasions when police forces have released names.

Our review and initial findings

The Home Office asked us to carry out a short, targeted review on relations between the police and the media, focusing on pre-charge anonymity. We carried out some initial research to understand the current situation and help direct any future inspection work.

We conducted a review of the evidence and data in the public domain. To collect more evidence, we spoke to other organisations, including those who oversee data management and protection and complaints against the police. We also commissioned reviews of parliamentary debates and media coverage of decisions to release names before people are charged.

The organisations we spoke to said they had seen little evidence of information being systematically leaked to the media. But they said there was a risk of accidental disclosure through the media piecing together several individual pieces of information. The growth of social media increases this risk.

Next steps

Our initial research proposes a more in-depth thematic inspection designed to gauge the extent to which forces are complying with the APP. The inspection would also explore whether the scope of, and guidance within, the APP are fulfilling their intended purpose.

We found through our research that the time before a person is charged is not the only point in the criminal justice system when their anonymity could be compromised. Our recommended approach reflects this and would consider the wider context.

The methodology we have developed would need fieldwork in six to ten forces, a document review and a data gathering exercise.

It is now for the Home Office to decide whether to proceed with the inspection.



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The new police super-complaints system went live on 1 November 2018.

Super-complaints

The new police super-complaints system went live on 1 November 2018.

The framework for the new system is set out in the Policing and Crime Act 2017, which amends the Police Reform Act 2002. It considers complaints that “a feature, or combination of features, of policing in England and Wales by one or more than one police force is, or appears to be, significantly harming the interests of the public”.

The system isn't designed for individual complaints. It doesn't replace existing police complaints systems, nor is it a way to escalate complaints from those systems. It will instead focus on systemic issues of local, regional or national significance, which may not be addressed elsewhere.

Only bodies designated by the Home Secretary can make a super-complaint. In June 2018, 16 bodies were designated:

- Action on Elder Abuse
- Advocacy After Fatal Domestic Abuse
- Centre for Women's Justice
- Children's Commissioner for England
- Criminal Justice Alliance
- Faith Matters
- Galop
- Hestia
- Liberty
- Missing People
- Pathway Project
- Tees Valley Inclusion Project
- Southall Black Sisters
- Suzy Lamplugh Trust
- Welsh Women's Aid
- Women's Aid

Super-complaints must be made in writing to Her Majesty's Chief Inspector of Constabulary. They are considered by HMICFRS, the College of Policing and the Independent Office for Police Conduct (IOPC), which together decide what (if anything) needs to happen as a result of the super-complaint.

Super-complaints can be made about:

- any one or more of the 43 police forces in England and Wales;
- the National Crime Agency;
- the Ministry of Defence Police;
- the Civil Nuclear Constabulary; and
- the British Transport Police.

**We received
the first-ever
super-complaint on
18 December 2018.**



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Setting up the super-complaints system

The past year has seen considerable joint work between HMICFRS, the College of Policing and the IOPC to set up the new system. This included:

- recruiting and establishing a new super-complaints team;
- setting up a super-complaints page on GOV.UK;
- holding a briefing event for the designated bodies;
- meeting with designated bodies to discuss potential super-complaints;
- identifying and briefing interested parties;
- carrying out detailed work to design processes and governance arrangements for the new system; and
- running a pilot super-complaint investigation.



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Super-complaints we have received so far

We received the first-ever super-complaint on 18 December 2018. It was made jointly by Liberty and Southall Black Sisters.

It is about the policies and practices of all police forces in England and Wales in how they treat victims of crime and witnesses with insecure immigration status. In particular, it focuses on the practice of passing people's data to the Home Office for immigration enforcement. This super-complaint was assessed as being eligible for investigation by senior officials at HMICFRS, the College of Policing and the IOPC.

We received the second super-complaint on 19 March 2019. It came from the Centre for Women's Justice and is about police use of protective measures in cases of violence against women and girls. They are concerned about the police's use of bail conditions; their treatment of breach of non-molestation orders; and their use of domestic violence protection notices and orders, and restraining orders. This super-complaint was assessed as being eligible for investigation by senior officials at HMICFRS, the College of Policing and the IOPC.

We received the third super-complaint on 25 March 2019. It came from Hestia and focuses on how police treat victims and survivors of modern slavery and trafficking. This super-complaint was assessed as being eligible for investigation by senior officials at HMICFRS, the College of Policing and the IOPC.

We publish up-to-date information about police super-complaints on [GOV.UK](https://www.gov.uk).²³