HMIC

Promoting improvements
in policing to make
everyone safer

State of Policing

The Annual Assessment of Policing
in England and Wales

2016

Her Majesty's Chief Inspector
of Constabulary

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State of Policing – The Annual Assessment of Policing in England and Wales 2016

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Contents

This year – for the first time – we have been able to compare year-on-year performance for each police force.

Foreword

This is my report to the Secretary of State under section 54 of the Police Act 1996. It contains my assessment of the efficiency and effectiveness of policing in England and Wales, based on the inspections which HMIC carried out between February 2016 and March 2017.

This reporting period has seen the second complete round of PEEL (PEEL: police effectiveness, efficiency and legitimacy) inspections, which consider the efficiency and effectiveness of police forces, and assess their legitimacy in respect of their discharge of their obligations, that is, how they behave and treat people. These inspections provide the basis for our comprehensive analysis of the way in which each police force in England and Wales has performed in 2016, and will continue to do so on an annual basis.

Last year, our PEEL inspections enabled us to compare performance on a force-by-force basis. This year – for the first time – we have been able to compare year-on-year performance for each police force, and therefore assess the direction of travel for each force and the police service as a whole. An assessment of this nature is particularly valuable to police and crime commissioners, police leaders, policymakers, and others in the criminal justice

system, as well as those – principally the public – who rely on its efficient operation.

We will continue to develop and refine the PEEL model in the years to come. Continuing to build year on year, our PEEL inspections provide an in-depth and growing bank of information about how well each of the 43 police forces in England and Wales is policing the communities that it serves, so that areas of concern can be identified, evaluated and tackled. The assessments also identify good practice in a force which other forces should consider adopting.

I have taken full advantage of the fact that all our published reports are available on HMIC's website[1] and throughout this report there are easy-to-use web links to the relevant sections on that site.

This year's report follows a similar structure to that of previous years.

Part 1 provides my assessment of the state of policing in England and Wales. It draws together the principal themes from the inspections HMIC carried out in 2016 and in previous years. HMIC does not operate in isolation; where relevant, I have also drawn on findings and reports from other organisations. In so doing, I have taken the opportunity to set out a broader view of the major problems which I believe confront the police service now and which it will have to tackle in the years to come. Those problems include the need for continued reform, the treatment and protection of vulnerable people, the erosion of neighbourhood policing and the fragmented police use of technology.

I should make it clear that, overall, in our inspections the judgments which we make in relation to the efficiency and effectiveness of the police are predominantly about how well the police uses its money and other resources, not about how much funding forces have at their disposal.

Part 2 provides an overview of the findings of the inspections we have carried out between February 2016 and March 2017, including a summary of our PEEL inspections.

Part 3 sets out the full list of our inspections and other work.

The year 2016 was an eventful one in policing and at HMIC. In May 2016, elections took place for police and crime commissioners. New and re-elected commissioners have now taken up their four-year appointments and are holding chief constables to account for the effectiveness and

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efficiency of their forces. In planning and carrying out our inspections, HMIC has taken and will continue to take full account of the priorities that police and crime commissioners set for their chief constables in their police and crime plans. These plans constitute extremely important democratically established instruments of police accountability, and it is essential that all concerned understand and give full weight to their significance.

In August 2016, Rear Admiral Matthew Parr CB was appointed as one of Her Majesty's Inspectors of Constabulary. HMI Parr has considerable expertise and experience from and in his Royal Navy service; their great value in the work of HMIC is already apparent. I warmly welcome him to this role. He takes over from HMI Stephen Otter

QPM, who left HMIC in May 2016 after four years' distinguished service. I wish here to place on record my own and the Inspectorate's very great debt of gratitude and thanks to Stephen Otter for his considerable achievements and immensely hard work in all the affairs and concerns of HMIC. The public will probably never know how much they owe to him for the very many things he did which have directly and so substantially made them safer. His outstanding record of public service stands high to his credit.

In November 2016, we published HMIC's organisational strategy[2] which sets out – for our staff, the public, the police and others with whom we work – who we are as an organisation; our purpose and objectives; and what we intend to achieve by

2020. The strategy will be reviewed every year.

I should like to place on record my thanks to the other organisations and inspectorates that have worked with HMIC over the past year. They have made a significant contribution, and I look forward to working with them again in the future.

I am proud of what we have achieved over the past year, but the real credit should go to my fellow HMIs and the staff of HMIC who remain just as loyal, hard-working and diligent as ever. My thanks and admiration go to them for all that they do for HMIC, for policing and for the public.

Sir Thomas P Winsor
Her Majesty's Chief
Inspector of Constabulary

HMIC website

www.justiceinspectorates.gov.uk/hmic

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TWEETS	FOLLOWING	FOLLOWERS
400	**378**	**8,098**

194,775
current users on the website – over
35,000
increase on last year

2016

Top 5 reports (non-PEEL):

- Crime data integrity 1
- National child protection inspection (Metropolitan)
- Ipsos MORI public views of policing survey
- Rape Monitoring Group digests
- Crime data integrity 2

We present information about police forces' performance (known as the PEEL assessments) in an interactive and accessible way

USERS

12,000

6,000

£ Efficiency
3 November 2016 – 2,638 users

Legitimacy (and Leadership)
8 December 2016 – 3,830 users

Effectiveness
2 March 2017 – 11,048 users

Part 1:
Overview

> The vast majority of frontline police officers and staff continue to do a very difficult job well.

Overview

The inspections that HMIC has carried out during the reporting period reveal two principal themes. The first is that the vast majority of frontline police officers and staff continue to do a very difficult job well, under demanding and often harsh circumstances. The second is that, while there are examples of excellence, police leaders need to focus on what matters most, plan properly for the future, ensure that their officers and staff are properly trained, supported and equipped, and improve the pace of change significantly.

With the second complete cycle of HMIC's PEEL[3] programme, this is the first year that we have been able to compare the performance of all forces year on year. While the performance of some forces has improved, regrettably the performance of others has deteriorated. For the most part, where the performance of individual forces has changed, it has been for the better. But the pace of improvement needs to rise. Moreover, there is still far too much variation between forces; the poor performers lag too far behind the best.

Some of the improvements are encouraging. These include the ways in which the police deal with and protect vulnerable people; in some cases, the standard of policing has been exemplary, but in others not. This is reported upon in Part 2.

The police service is not the only public service charged with meeting the needs of vulnerable people, but it is being used increasingly as the service of first resort. This is particularly true in respect of people suffering from mental ill-health.

Until mental health is given the same priority as physical health, in resources including funding, the police will continue to play too large a role in dealing with people with mental health problems. By the time the police become involved, many opportunities to intervene – to prevent mental ill-health deteriorating to the point at which people are in danger

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– will already have been missed. This is ineffective and expensive. In a well-ordered and compassionate society, we should not rely on law enforcement officers to support people who need medical care. The severe problems in mental health provision in this country are not only failing those who need treatment; they also create an unacceptable strain on the police, and imperil public safety.

It is, on the whole, frontline officers who feel this strain most acutely. Their jobs require them to deal with difficult, uncertain and often dangerous situations

as a matter of routine. Every day and every night, police officers do things that most of us go out of our way to avoid. They do this professionally, conscientiously, compassionately and without complaint, and they deserve our grateful thanks.

It is not only the safety of private citizens arising from their ill health or the ill health of others which is a matter of material concern to the police. The job that frontline officers do takes its toll on their own physical and mental health. Increasingly, police leaders understand the importance of workforce well-being and

are taking steps to improve it. However, the level of support that forces provide for their officers and staff varies considerably, as does the capability of supervisors to identify and meet the needs of individuals. I do not believe that the general public fully realises the risks which police officers and staff take, or the sometimes severe adverse effects which the strain of policing can have on them, both mentally and physically.

Forces also need to do much more to manage the performance of individuals. As well as contributing to perceptions of unfairness among the workforce, weak

Devising a sound force management statement requires clarity of purpose and honesty about performance.

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performance management is likely to have an adverse effect on the efficiency, effectiveness, integrity and leadership of forces. This is a symptom of a wider problem.

In policing, management is too often seen as a necessary chore, rather than a fundamental part of providing a good service. For too long, police leaders have relied on the professionalism and dedication of their officers and staff, without giving them the best support, supervision and management. In other areas of public service, management is a professional specialism in its own right; the same should also be true in policing.

This does not mean the imposition of bureaucratic procedures or centrally imposed targets. Neither does it mean recruiting large numbers of administrators. But until police leaders at all ranks and grades fully understand the importance of good management, the police will remain too slow to change and the variation in performance between forces will remain too great.

Good management starts with a sound understanding of organisational purpose, the activities an organisation will undertake and the resources available to it. For the police, that means an understanding of current and future demand, as well as the capacity, capability and security of the assets that will be used to meet that demand, including the skills and experience of officers and staff. I believe that each force should follow the example of other safety-critical essential

public services and set these things out in a published statement, known as a force management statement, modelled on the network management statements of other services such as transport and energy.

There are many benefits to this approach, which I set out in last year's *State of Policing 2015* report.[4] Devising a sound force management statement requires clarity of purpose and honesty about performance, two essential elements for high-performing organisations. The statements will also help forces to improve their decision-making, based on tried and tested methods. Done well, they should also provide a good foundation for early and better discussions about priorities between police and crime commissioners and chief constables. I look forward to the introduction of force management statements later in 2017.

Any discussion about demand needs to start with a clear understanding that, given the range of activities the police carry out, we cannot possibly expect them to meet every conceivable demand we might make of them. Ultimately, the police are public servants and we

need to have an informed public debate about what we want them to do, and what we do not want them to do. Then it becomes the job of police leaders to decide how they are going to meet the public's legitimate expectations. This is no more, and certainly no less, than we require of other public sector organisations; for too long and in too many respects, the police have lagged far behind.

The police are particularly far behind many other organisations in the way they use technology. There are good examples of forces using innovative technology or making innovative use of existing technology, but these are too few and far between.

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Until we have dissolved to nothing the remaining technological and human barriers that prevent law enforcement agencies from obtaining and using the information that others of them hold, lives could yet be shattered or even lost.

For too long, a culture of insularity, isolationism and protectionism has prevented chief officers from making effective use of the technology available to them. This needs to change.

Policing is no longer all local. There have never been 43 best ways to specify, acquire or use technology. Used well, modern technology should give the police an unprecedented ability to exchange, retrieve and analyse intelligence. But that is only possible if the intelligence is made available in the first place. We saw the consequences of failing to exchange intelligence all too clearly in 2002 in Soham, when Holly Wells and Jessica Chapman were murdered by Ian Huntley. Failures to make reliable and timely intelligence available across force boundaries meant that opportunities to prevent these murders were missed.

It is high time for a network code: a service-wide decision-making mechanism in which police and crime commissioners and chief constables pool their sovereignties in order to maximise the effective use of technology through the timely establishment of sound common standards, with the overriding purpose of affordable interoperability at its heart. Until we have dissolved to nothing the remaining technological and human barriers that prevent law enforcement agencies from obtaining and using the information that others of them hold, lives could yet be shattered or even lost.

The context of policing in 2016

In many respects, UK policing remains the envy of the world. The principle of policing by consent has stood the test of time and very substantially contributes to levels of public trust and confidence in the police that remain high.

We know from research carried out by Ipsos MORI[5] that three times as many people say they are satisfied with the police as say they are dissatisfied. The proportion of people who speak highly of the police is increasing. The figure is even higher among people who regularly see a uniformed officer in their local area. Among the public, the strongest advocates for the police are people who have frequent interaction with police officers or police community support officers (PCSOs).

This is all the more impressive when it is recognised that, since 2010, the police have been through a period of reform that has been more intensive and extensive than at any time since 1829, when Sir Robert Peel established the Metropolitan Police. In each of the past six years, the police service in England and Wales has had significant reductions in its funding, with the level falling every year in cash terms. The police workforce has been reduced from 243,900 officers, PCSOs and other staff in 2010 to 200,600 in 2016 – an 18 percent reduction.[6]

The 2015 spending review maintained central government funding for the police in real terms. This was a better financial settlement than many forces had been expecting, and I am concerned that, as a result, some forces are no longer pursuing reform with the levels of determination that once they were. This is unacceptable. The scale of necessary reform has not diminished, and forces are still expected to reduce costs in the long term. I do not underestimate the financial pressures that forces will continue to face over the coming years, and neither should they. The cherished principle of

policing by consent and the hard-won levels of public trust will be jeopardised if the police do not continue to pursue reform with imagination and resolve.

The neighbourhood policing model of small teams of officers dedicated to particular communities has also played an important part in developing the confidence and trust of the public and keeping people safe. In last year's *State of Policing 2015* report,[7] I warned that the neighbourhood policing model was under threat; that remains the case. I will return to this theme later.

I am pleased to report that, overall, police forces in England and Wales treat the people they serve with fairness and respect, and police leaders are good at ensuring that their workforces act ethically and lawfully. Contrary to attempts by the media and others to paint a different picture, levels of corruption among police officers and staff remain relatively low. Nonetheless, HMIC continues to identify forces that are not taking the abuse of authority for sexual gain seriously enough; this is another theme to which I will return.

Stories about firearms officers (or the shortage of them) have continued to

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Constant exposure to threatening, confusing and often violent situations undoubtedly takes its toll on frontline officers and staff, mentally as well as physically.

make headlines during the last year, but the reality is that the very great majority of police officers in the UK do not routinely carry firearms. In fact, fewer than 5 percent of police officers in the 43 Home Office forces are authorised to carry and use firearms; the number of times they discharge their firearms each year is fewer than ten.[8]

Over the last year, we have witnessed shocking terrorist attacks on mainland Europe, and we have witnessed the bravery and selflessness of those who responded to them. The threat of terrorism in the UK remains real and should not be underestimated, but we should not forget the full range of dangerous situations that confront the public and with which police

officers deal on a daily basis. Levels of hate crime recorded by the police have increased over the past year, with a particular spike in July 2016, after the EU referendum. And in the run-up to the vote, a young woman and Member of Parliament – Jo Cox – was brutally murdered. Police officers were, as always, at the forefront of dealing with these incidents.

There has been a number of recent attempts to quantify the overall level of violence, insults and threats directed towards the police. The estimates vary and some paint a particularly alarming picture, but we do not need statistics to tell us that frontline police officers and staff routinely deal with incidents that most of us go out of our way to avoid. Constant exposure

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to threatening, confusing and often violent situations undoubtedly takes its toll on frontline officers and staff, mentally as well as physically.

It is in the nature of inspection that inspectors tend to focus on identifying those areas where performance needs to improve. This should not overshadow the excellent, often unrecognised, work that individual officers and staff are doing on a daily basis. As in previous years, I would like to pay tribute to the integrity and bravery of police officers and police staff. Overwhelmingly they are good, committed people who are doing their best under difficult conditions.

Every year, there are individual police officers who show conspicuous bravery and who put themselves at enormous risk in order to help others; their actions are an example to us all. So too are the actions of every officer who turns up for work each day to protect others, knowing that on their shifts they may well be threatened, intimidated, assaulted or insulted. Their endurance and forbearance in the face of these dangers and provocations stand high to their credit.

Among police forces in other countries, such restraint is often absent, with tragic consequences. We must never forget the work that these men and women do for us; they deserve our wholehearted gratitude and support.

While police officers continue to do their jobs to the best of their abilities, crime (and our understanding of crime) continues to evolve. We have seen growth in cyber-crime, fraud and offending against the vulnerable.

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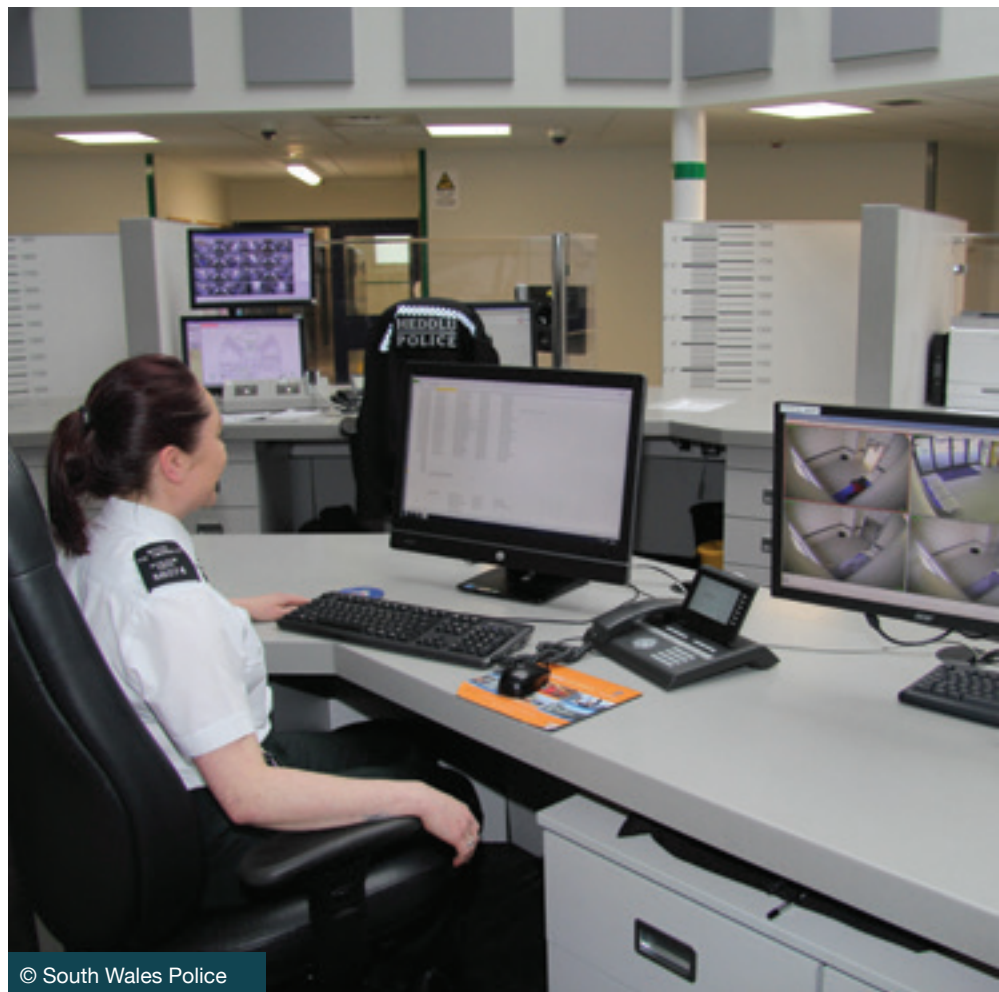
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Forces need fully to understand the nature and potential scale of online offending to ensure that more is done to protect children, elderly people and others from harm, and bring perpetrators to justice.

Keeping up with the pace of change is a major test for the police; the public need to be confident about the ability of the police to pass that test.

For instance, dealing with child sexual exploitation in the digital dimension requires a model of policing quite different from the conventional methods of the past. Forces need fully to understand the nature and potential scale of online offending to ensure that more is done to protect children, elderly people and others from harm, and bring perpetrators to justice. New approaches must be developed to reflect this contemporary demand on policing services.

The ability to understand, predict and meet demand is a principal theme of this report. It has never been sufficient for forces only to react to 999 calls from the public. They need to be able to predict the levels of demand they are likely to face, and they need to identify demand that may not immediately be obvious. Latent demand may be just as important as patent demand. Sometimes it will be more serious because victims are afraid or prevented from approaching the police, and the abuse and other types of offending to which they are subject may be the more severe because the perpetrators are confident they will never be caught. This arises particularly in cases of modern slavery and forced labour, child abuse, so-called honour-based violence, female genital mutilation and forced marriage, and in communities or parts of communities where traditionally the police are trusted less. The police service's duty to protect in these cases is just as strong, and often stronger

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because of the vulnerability and fear of the victims.

HMIC has been working with the London School of Economics to develop a statistical model that can with considerable accuracy predict demand for police services. The model will allow forces to plan effectively at a force-wide level, taking account of variations in demand at a local level. Predicting levels of demand in these areas, together with an analysis of the types of incidents that constitute that demand, will help the police to establish the capacity and capability necessary to do much more to prevent such incidents from happening, or to respond effectively to them after they have occurred. The model is being improved and has been made available to the police service. I urge forces to make use of it.

Understanding current and future demand, both latent and patent, is important but it is only half the battle. It is also crucial that forces are able to deploy their resources effectively, in order to deal with the demand they are facing. Most forces know their current workforce capacity in terms of costs and numbers of staff. However, very few forces have a sufficient understanding of

the skills of their workforces, or how to develop the skills necessary to meet future demand. Too many forces have reduced the numbers in their workforces to meet reductions in their budgets without properly understanding how that may affect current and future capability. This is a recurring theme throughout our inspections and is particularly acute in respect of the capability to investigate online crime.

Performance management also remains too weak in many forces. The majority of forces do not manage the performance of their officers and staff well enough, and many forces do not have processes for promotion that are sufficiently open or clearly explained. While most forces have now set out clear expectations of leadership, these are rarely included as part of individual performance reviews.

Recruitment and retention of specialists is a problem for many forces. We have long been aware of the national shortage of firearms officers. The shortage of detectives has reached a point at which the Metropolitan Police Service has a shortfall of nearly 700, or 13 percent.[9] This clearly has a detrimental effect on the force's ability

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to investigate crime and needs urgent remedy. All forces need to think more creatively about how to recruit, train and retain specialist officers including, where appropriate, recruiting people directly into specialist roles and providing accelerated training programmes.

The police are lagging too far behind in the way they manage their workforces and in their understanding of demand.

We cannot realistically expect the police to meet every possible demand we might make of them. There needs to be a well-informed and mature debate about what the police should be expected to do and, just as importantly, what they should not do. This dialogue must start with a clear and reliable assessment of demand, capacity and capability, now and in the future.

I believe that force management statements will be an important part of the assessment that is required to inform this debate. They will also help forces to improve their decision making, based on tried and tested methods drawn from other safety-critical public services. They will benefit others too; done well, they should also provide a good foundation

for early and better discussions about priorities between police and crime commissioners and chief constables.

In last year's *State of Policing 2015* report, I provided a detailed explanation of the characteristics of force management statements and set out the benefits of the approach.[10] Since then, with the helpful contribution of chief constables, police and crime commissioners and others, a cohort of pilot forces has worked with HMIC to develop and refine the concept. We continue to do so and I look forward to the introduction of force management statements later in 2017.

Vulnerability

The cuts in public spending over the last six years have inevitably affected the ability of the police – and other public services – to make provision for those who often need their services the most: vulnerable people. This state of affairs strengthens the case for more efficient ways of working; by working more efficiently, forces will be able to do more to protect people, even in the face of reduced resources.

Vulnerable people are often at the greatest risk of harm. The police, like other

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organisations, has a duty to give them the protection and support they need.

It is not always easy for frontline officers to provide this protection and support, not least because cases involving vulnerable victims are often both complex and sensitive. Neither is it always easy to identify people who may be vulnerable, particularly for officers under pressure to attend other incidents or who are not in possession of all the facts. Nonetheless, HMIC has found many examples of officers and staff at all ranks and grades who have with consummate professionalism and great humanity and compassion protected and cared for vulnerable people, often in the most demanding and distressing of circumstances.

Police leaders need to do more to recognise this, and to bring all of their officers up to the level of the best. In part, this means adopting deployment models that give officers enough time to meet the needs of vulnerable people. It also means providing appropriate levels of training, supervision and support.

Vulnerable people include children, elderly people, disabled people, and those with learning difficulties or mental health problems. These are disparate groups, but they all include people whose voices are often not heard, and whose needs are not recognised or met by other public services with obligations towards them. The College of Policing uses a definition of vulnerability that focuses on the risk that an individual

faces, specifically the risk of becoming a victim of child abuse, child sexual exploitation, domestic abuse, female genital mutilation, forced marriage, so-called honour-based violence, modern slavery, prostitution, serious sexual offences or stalking and harassment.[11] Again, these are disparate groups. Many of them consist of people who live, work and socialise in communities across the country, all too often showing no outward sign of their grotesque mistreatment at the hands of others. Such people are concealed in plain sight. It is the job of the police – with others – to find and protect them.

We have seen what happens when the risks faced by vulnerable people, or vulnerable people themselves, are ignored or

Forces have now recognised that the service they provide for vulnerable people is not good enough.

not recognised. In places such as Rotherham, Rochdale and Oxfordshire, hundreds of children have been subjected to horrific abuse, much of which could have been prevented if the agencies of the state had understood their plight and discharged their obligations.

We should not lose sight of the fact that vulnerable people are at risk from a wide range of other crimes too. The 2016 National Trading Standards Board *Consumer Harm Report*[12] points out that illegal money lenders "usually target people in vulnerable situations who struggle to access credit through other means" and that criminals impersonating officials are also likely to target people in vulnerable situations, such as older people living alone.

The report also states that the average age of a victim of a postal scam is 75. Research conducted by the Home Office shows that people in this group are most likely to take advice from someone they already know, which highlights the importance of building relationships within communities – a theme to which I will return in the section on neighbourhood policing.

Looking back two years, vulnerability was the area

of HMIC's 2015 PEEL: effectiveness inspection in which forces were weakest. No force was found to be outstanding and the majority required improvement or were inadequate. Of the four forces graded as inadequate, our inspection revisits in 2016 have found evidence of good progress in only two of them.

It is worth noting that forces have now recognised that the service they provide for vulnerable people is not good enough and that police leaders are committed to making improvements. To reflect the increasing priority that is being given to vulnerability, many forces are changing their structures, realigning their spending and resources, and adapting their approaches in areas such as staff promotion.

These improvements are welcome. In no small part, they have come about because forces are acting on the recommendations in last year's reports. In particular, forces are now showing real resolve to improve their handling of domestic abuse. However, more needs to be done and these improvements have not come easily. It has taken years of pressure from charities, politicians and HMIC for police leaders

to recognise the need for change. Constant vigilance will be required to ensure that the current level of focus on domestic abuse is maintained.

The College of Policing intends to devise a system that requires officers leading investigations into complex crimes against vulnerable people to hold a licence to practise.[13] This is an encouraging step among a wider set of measures intended to transform the service provided to vulnerable people.[14]

As I have said, there are many frontline officers who provide exemplary service to vulnerable people, including children at risk, often despite difficult conditions. But we are still finding weaknesses in the overall approach to keeping vulnerable people safe.

Police leaders, while recognising the need to improve, lag some way behind their officers and staff in their understanding of what it takes to meet the needs of vulnerable people. Until frontline officers and staff are given the tools (and the time) they need to do their jobs properly, improvement in this area will be too slow. Therefore, I expect HMIC inspections to continue to focus on vulnerability in 2017.

The police's duty to protect children

In early 2016, as part of our rolling programme of child protection inspections, we inspected the Metropolitan Police Service. The resulting report was the most severely critical that HMIC has published about any force, on any subject, ever. In short, we found significant errors of judgment, unacceptable delays and a lack of leadership which meant that children were not being protected properly. There is no place in civilised society for the police to neglect their duty towards children in this way, and it is deeply troubling that it has been happening to such a significant extent in the largest force in the country.

Today's children are growing up in a digital world. They face pressures from social media that simply did not exist as recently as a decade ago. Many children suffer cyber-bullying from which even their homes provide no safe haven. Their exposure to extremely upsetting and damaging material, and their vulnerability to online grooming and predation, should alarm and spur into action every parent and carer, every teacher, every health professional and every other member

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No one should be wilfully or negligently ignorant or dismissive of the very great dangers to which our children are now exposed.

of the community. No one should be complacent; no one should be wilfully or negligently ignorant or dismissive of the very great dangers to which our children are now exposed. Those dangers are often greater and more prevalent in the online world than they are in the physical world. As the Children's Commissioner for England pointed out in a recent report, the internet is an extraordinary force for good, but it is not designed with children in mind.[15] It is also a vehicle for very great numbers of the worst and most dangerous offenders, who use it to obtain unimpeded access to those with the greatest vulnerability and who have the most to lose. Our children in particular enter, occupy and play in places exponentially more hazardous than any into which their parents ever could have ventured. Neither is the internet designed with the police in mind; indeed, parts of it are designed to evade the attentions and techniques of law enforcement.

Home Office research[16] shows that the group of people at the highest risk of cyber-fraud and financial crime are also the most likely to have anti-virus software installed on their computers and so assume they are safe.

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It is their over-reliance on a basic and inadequate level of protection and their willingness to take risks that put them in danger. Police and parents need to know how to deal with the risks that come with the unprecedented ability to communicate, create and exchange information and false information that is now part of our digital lives.

Parental controls on internet use are not enough; education about online risks is vital. Parents need to be able to spot warning signs and they need to satisfy themselves that their children understand the risks they face, and can avoid them. This is not always easy, but there is support available for parents, including the Child Exploitation and Online Protection Centre www.thinkuknow.co.uk website and other online resources such as those provided by the NSPCC.[17] Commercially-available software which allows parents to monitor and control their children's use of internet-connected technology – to see what they are doing, and to block or restrict access – is now well advanced and extraordinarily inexpensive. No parent should disregard it.

This is not just important in relation to the risks that children face online; it is also important that parents (and anyone who works with children) understand how technology can be used to facilitate crime offline.

Many criminals are adept at exploiting opportunities presented by new technology, and continuous vigilance is required to keep up with the risks that the misuse of technology poses. Parents, for example, need to be aware that the ease with which stored-value cards, such as gift cards, can be purchased with cash means that they have become attractive to drug dealers (among others) as a form of anonymised electronic currency. There are, of course, perfectly legitimate reasons for children to have such cards, but their unexplained or excessive use is a warning sign that a child could be being drawn into danger.

This generation of children are digital natives, but senior leaders in the police are at least two generations behind, and are not recruiting enough people with the right skills to police the internet, to investigate digital crime or to make effective use of new technology. Rapid technological change

This generation of children are digital natives, but senior leaders in the police are at least two generations behind.

> The provision of mental healthcare has reached such a state of severity that police are often being used to fill the gaps.

creates new opportunities to investigate crime and apprehend suspects, but forces are all too often overwhelmed by it, leading to backlogs of digital devices waiting to be examined and evidence waiting to be assessed. Forces urgently need to recruit and train a workforce that is fit for a digital future. The public – especially the vulnerable – cannot afford for the police to be left behind.

Mental health

The police have often been used as the service of last resort. In some areas, particularly where people with mental health problems need urgent help, the police are increasingly being used as the service of first resort. While the financial settlement for the police in the most recent spending review was welcome, cuts in other public services can increase demand on

the police significantly. In some forces, police officers end up acting as first responders when no ambulances are available. With ambulance services across the country being stretched, this is a worrying trend that makes it all the more important for police leaders to understand the full range of demand – including of course the nature of demand – they are facing.

We are still finding cases of mentally ill people – who have not committed any crime – spending the night in a police cell. This is because they are too vulnerable to be left alone but there is no bed for them in a healthcare facility. The provision of mental healthcare has reached such a state of severity that police are often being used to fill the gaps that other agencies cannot. This is an unacceptable drain on

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police resources, and it is a profoundly improper way to treat vulnerable people who need care and help, not incarceration among criminals. Recently-enacted legislation to deal with this problem is very welcome, but it will only be effective if adequate provision is made available elsewhere.[18]

The first obligation of the police is to prevent crime. This is not only because this makes society safer – both in reality and in perception – but also because it is far cheaper to prevent a crime than it is to investigate and arrest the offender after the event. The same is true of mental ill-health, which is not a crime. It is an old adage that an ounce of prevention is better than a pound of cure, and this is particularly true when the cure fails and an emergency intervention is required to protect the safety of an individual in distress and, often, people nearby. By the time depression or some other mental disorder has been allowed to advance to the point that someone is contemplating suicide, or engaging in very hazardous behaviour, many opportunities to intervene will have been missed by many organisations. When that intervention takes place on a motorway bridge or railway line, or

when someone is holding a weapon in a state of high distress, the expense to all concerned is far higher than it should be. The principal sufferer is the person who is ill, especially when it is realised that his or her suffering could have been much less or even avoided altogether.

Then there is the economic cost in terms of the expenditure of time and effort by the police and other public services, as well as the expense and trauma sustained by those adversely affected by the crisis at the time. The economic arguments for earlier intervention intensify the health and moral ones already in play. Furthermore, research, carried out by Ipsos MORI for HMIC, shows that only two percent of people think that the police service has the greatest responsibility for the safety of people with mental ill-health or learning difficulties.

With an estimated one in ten young people having a mental health problem, this is not a matter for the police alone.[19] The inadequacy of mental health provision and the lack of parity with physical health provision in this country should disturb everyone. It should never be the case that someone who requires treatment, for any

I have longstanding concerns that the bedrock of neighbourhood policing is being eroded.

condition, should become the responsibility of the police simply because other agencies do not have the resources to act.

Neighbourhood policing continues to be eroded

I have longstanding concerns that the bedrock of neighbourhood policing is being eroded. A dedicated neighbourhood policing team in a local community is able to build trust and confidence in a much deeper way than response officers will ever be able to. A local presence is also a vital part of understanding the risks and threats faced by a community, and is a critically important part of preventing crime.

As the resources available to neighbourhood policing teams dwindle, the ability of officers to devote time to local communities

diminishes. This necessarily leads to a significant reduction in the numbers of times that members of the public see a uniformed police officer. Since 2015, there has been a substantial drop in the proportion of people who say they have seen the police, on foot or in a police car, regularly, in their area. Our research shows that, now, fewer than one in five people feel there is a regular uniformed police presence in their area.

Where neighbourhood teams exist, police officers are routinely taken away from their local areas to meet demands in other parts of the force area, leaving a reducing number of PCSOs as the mainstay of community teams. Such teams can do excellent work with other local public services. They often have a strong understanding of the policing needs of the

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communities they serve, but they need to be properly and consistently supported in their work. This support must include the availability of warranted officers.

Most people understand that neighbourhood policing can be a powerful force for protecting the vulnerable and tackling the petty crime and anti-social behaviour that blight people's lives. But neighbourhood policing also provides the eyes and ears in communities that can gather the intelligence necessary for disrupting serious and organised crime and terrorism.

Where the work of neighbourhood teams is inconsistent, unstructured or insufficiently supported, it leads to a patchy understanding of threat, harm and risk within communities. Without the intelligence provided by neighbourhood teams, forces cannot properly analyse and exploit data from other services.

Poor neighbourhood policing leads to community engagement that the public finds limited, frustrating and confusing. There is recognition among forces that engagement needs to evolve, but all too often we find a general lack of clarity about how to work closely with local communities, obtain their views and communicate information to them. There are instances of good and creative work, but these are rarely joined up or supported by resources from across the wider force. The ways that forces use social media, including those channels specifically aimed at local communities, are highly variable, and most forces have much to learn from the best.

Overall there is no sufficiently consistent approach to tackling local problems in a structured way, or to adopting and adapting approaches that have proved to be successful elsewhere. Forces are not routinely applying tried and tested techniques, and they are not evaluating their approaches to find out what works in order to promote good practice to others. This results in too much activity that is reactive and self-planned rather than directed by intelligence. Much more use could be made of predictive analytical techniques to help deploy increasingly scarce resources more effectively.

Finally, powers to tackle anti-social behaviour are too often being used inconsistently. Some forces are ten times more likely than others to use

As the resources available to neighbourhood policing teams dwindle, the ability of officers to devote time to local communities diminishes.

their anti-social behaviour powers, once population size is taken into account. Some variation between forces is to be expected, but there is no convincing case that can be made for such wide variations. This is a problem that needs further investigation and is one that HMIC will return to during 2017.

Use of technology remains poor

I have said before that the oxygen of effective policing is information. But information is useless if it cannot be found and used at the time and in the circumstances in which it is needed. In an increasingly connected and fast-moving world, timely access to accurate information has never been more important.

Any organisation that fails to make effective use of ICT to collate, manage and analyse information will not make effective decisions and will get left behind.

The history of police use of ICT is not a distinguished story. A persistently weak approach to the adoption and implementation of technology is a longstanding problem, particularly with regard to timely access to high-quality intelligence. For more than 20 years, successive reports from the Police Information Technology Organisation, the Home Office Police Research Group, the Association of Chief Police Officers and HMIC have highlighted major concerns about police ICT systems

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and the information held on them.

Too many forces have large numbers of bespoke systems that only a small number of individuals know how to maintain. To address this, forces need to give deep thought to the ICT architecture that they are designing. This is more important, and more difficult, than the effective procurement of individual devices. Too many forces invest very significant amounts of money in devices and systems that their ICT architecture cannot handle efficiently.

This is not just a problem of forces buying the wrong technology. In general, forces do not have enough officers and staff with the necessary expertise to make good use of technology, or the confidence to know what they need. Very few forces are focusing on developing the digital skills of their officers and staff, despite a universal acceptance that digital skills are an increasingly important part of police work. Fewer still ensure that ICT and new technology are at the heart of their day-to-day work. In most cases, forces' ICT was designed to support their existing processes, rather than shaping new

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and more efficient ways of working.

There are, of course, some examples of good practice. Many forces are making good use of mobile devices which, when used effectively, can enable officers and staff to remain within the community without having to return to a police station to process information.

Cleveland Police is using data from several organisations to produce maps that reveal geographical locations with high demand or high risk. Using the geo-locators within police vehicles and radios, the system can also be used to analyse intervention work in an area.

In Cumbria, frontline officers have hand-held tablets with internet access and digital maps for locating incident

The equipment used by the majority of forces still lags far behind the technology that officers use in their own homes and cars.

scenes quickly. Using the tablets, officers can update the constabulary's command and control systems, access their emails and circulate photographs of missing people. Essex Police recently won an award for its use of telematics in its vehicle fleet to identify underused vehicles and opportunities to improve the deployment of resources, leading to reduced maintenance and mileage costs.

These examples are encouraging, but the technology involved is hardly cutting edge. The equipment used by the majority of forces still lags far behind the technology that officers use in their own homes and cars. Internet-enabled tablets, for instance, have been available for years in every high street in the country.

The absence of an effective collective decision-making mechanism at the national level militates against progress and leaves us with a culture of insularity, isolationism and protectionism. This is not to say that chief constables do not act in the interests of their forces and communities, but disseminating intelligence and common ways of working have not been high enough on their agendas.

As discussed earlier, we saw the result of failing promptly and efficiently to communicate intelligence all too clearly in Soham in 2002 when Ian Huntley murdered Holly Wells and Jessica Chapman. These failures to make intelligence available across force boundaries meant that opportunities to stop Ian Huntley were missed.

Police forces are not in competition with each other, and there is no reason for them not to work together. We know that adopting a common approach is possible and can lead to improvements. In the wake of the Bichard Inquiry into child protection procedures in Humberside Police and Cambridgeshire Constabulary,[20] a nationally consistent framework for the Management of Police Information (MOPI) was implemented.

In HMIC's 2013 review[21] into allegations and intelligence material concerning Jimmy Savile, we found that, when MOPI is followed, the system works as intended. However, we also found that implementation did not match expectations, partly due to the discretion that MOPI afforded to individual chief officers.

The picture painted in the Bichard inquiry's report was alarming:

"There was, and remains, no uniformity of approach. Each of the 43 police forces has a variety of IT systems, which are used for a variety of different purposes. The interfaces between systems at local force-to-force level are almost non-existent. Even within forces, the interface between systems has been patchy at best."

Much has changed since 2002; but accurate, comprehensive and nationally accessible law enforcement information systems are still some time away. The principles of perfect, timely and affordable interoperability need to be applied by all agencies concerned with public safety, not only the police. Given that not enough in law enforcement has changed, it is possible that offenders could still be slipping through the net.

Despite the patchy national picture in law enforcement, at the regional level there are examples of collective decision-making working well. Hampshire Constabulary and Thames Valley Police already have a shared chief technology officer and there are plans to include Surrey and Sussex in the arrangement, which will include common project management rules. The aim is to ensure that things are done only once,

on common systems. Similarly, Hertfordshire, Cambridgeshire and Bedfordshire have pooled their ICT budgets and have a single ICT lead for all three forces.

None of this means that every police force should have exactly the same ICT system. There is considerable scope for variation, provided that systems can efficiently and seamlessly connect to one another and exchange information. However, bespoke solutions tend to be more expensive, and the police service as a whole would benefit from having access to some 'off-the-shelf' products that would simplify procurement,

reduce costs and increase consistency.

The Police ICT Company[22] has achieved some positive results with individual suppliers, but currently lacks the mandate and resources to bring about the level of change that is desperately needed in this area. Equally, the work of the National Police Chiefs' Council on digital contact with the public, investigations and links to the wider criminal justice system has the potential to change things for the better.

ICT systems, even those that are fully interoperable, are only as good as the data they contain. As far back as 1996, an internal report by the Police Information Technology

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Forces must accelerate the move away from insularity and dissolve to nothing the barriers to sharing information.

Organisation highlighted differences in the way forces entered information into intelligence systems. This was also a principal theme in the Bichard Inquiry's report, which found that differing practices in the 43 police forces increased the likelihood that information would be lost.

There have been some improvements since 2004, most notably the creation of the Police National Database (PND). But even so, a number of police forces do not routinely supply the PND with all the intelligence that the system is designed to handle.

Some progress has also been made by individual forces. For instance, Avon and Somerset Constabulary recently has invested in a new record management system that links the preparation of custody and case files with intelligence recording and crime management. The new system is also compatible with the force's command and control system. As a result, multiple ICT platforms are updated automatically. Cleveland Police has made a successful bid to the Police Innovation Fund to buy a new system for data matching, leading to identification and deletion of duplicate records. The force

estimates it has matched or deleted 200,000 records, a task which would otherwise have taken years to complete. Elsewhere, some forces are joining elements of their ICT together on a regional and inter-regional basis.

Forces must accelerate the move away from insularity and dissolve to nothing the barriers to sharing information. Criminals are more than capable of taking advantage of information highways, and it is essential that law enforcement does the same. In today's digitally-connected world, interoperability is not just important: it is essential. Chief constables must fully commit to working collaboratively with each other and the Police ICT Company to bring about radical improvements to the use, design, interoperability and procurement of ICT systems.

The *Strategic Policing Requirement* (SPR) requires, among other things, connectivity between forces and emphasises the need for consistency. Police and crime commissioners and chief constables are all required to have regard[23] to it. The chronic lack of interoperability between forces' ICT systems clearly demonstrates that "having

regard to" the SPR is not enough and that forces need to go much further.

Interoperability is a problem that has largely been solved in safety-critical, essential public services such as energy and transport. When these services were being restructured, a network code was established for each, specifying common operating procedures for things which had to be done the same way, to ensure quality and continuity of service. Common technical standards, and an obligation to adhere to them, have been efficiently, economically and fairly established, and they work well as a result.

These other public services were starting from a single entity (or a very few) and created their network codes before they were split up. In the case of the police, the problem is approached from the opposite end – we have forces which are already separate (and have never been one) and now need to join their systems together in a way that respects local accountability but acquires, maintains and exploits all the benefits of a single networked system.

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Until the police service has a fully functional, interoperable system of ICT networks, efficiency and effectiveness are impaired, public safety is imperilled.

In these respects, the principles are the same, and the techniques of other public services can be adapted to meet the needs of law enforcement. This is a problem about which I have commented many times during my tenure as Her Majesty's Chief Inspector of Constabulary.

The solution I have proposed is a network code: a decision-making mechanism for the establishment, revision and abolition of common operating standards and procurement of ICT. It would still require all police and crime commissioners and chief constables to pool their sovereignties, in the interests of a more efficient, economical and effective police service.

This is an opportunity for them to improve policing, not a threat to their independence. Policing is

no longer all local and there have never been 43 best ways to specify, acquire or use ICT.

Of course, the requirements of each force are not all exactly the same. There needs to be a well-developed procedure for the proposal, analysis and consideration of standards and new ways of working with ICT, so everyone has a say, and everyone's individual circumstances are taken fully into consideration. There is also a role for ICT suppliers to ensure the practicalities and economies of ICT development are properly understood, at the right point in time.

Until the police service has a fully functional, interoperable system of ICT networks, efficiency and effectiveness are impaired, public safety is imperilled.

Connection and collaboration

The solution I have proposed is a network code: a decision-making mechanism for the establishment, revision and abolition of common operating standards and procurement of ICT. It would still require all police and crime commissioners and chief constables to pool their sovereignties, in the interests of a more efficient, economical and effective police service.

Sir Thomas P Winsor, HMCIC

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Part 2:
Our inspections

STATE OF POLICING

PART 2: OUR INSPECTIONS

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

Our PEEL inspections

In 2016, we made our second complete PEEL assessment 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.

PEEL: effectiveness is an assessment of whether appropriate services are being provided by each police force and how well those services work; it considers the range of the force's responsibilities, such as cutting crime, protecting the vulnerable, tackling anti-social behaviour, and dealing with emergencies and other calls for service.

PEEL: efficiency is an assessment of whether the manner in which each force provides its services represents value for money, and 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.

PEEL: legitimacy is an assessment of whether, in providing services, each force operates fairly, ethically and within the law. This includes the treatment of those to whom services are provided by the police and the treatment of the people who work in police forces.

In addition, our PEEL assessment includes an examination of how leadership is understood, developed and displayed in each of the 43 English and Welsh forces.

The challenge of providing services throughout an entire police force area is a function of many things including the area's size, topography, road network and, most importantly, the people who live, work and spend time there. Taken together, these and other considerations are often referred to as the operating context. We take account of the operating context for each force, and we recognise that differing operating contexts create markedly different needs for policing.

At the end of the PEEL year (in March 2017),

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HM Inspectors of Constabulary produce a rounded annual assessment of each force, drawing on the PEEL assessments and other sources of information. We call these the HMIs' assessments and we publish them on our website.[24] We also publish national summary reports for each pillar of the PEEL programme, as well as supplementary reports on significant themes such as leadership.

It is important to understand that police forces are not in competition with each other. Inevitably, there will be those who want to re-order our graded judgments into a form of league table. Nonetheless, a more sophisticated approach is required to represent the breadth and complexity of police performance and to understand the context in which services are provided. Similarly, it is important to read beyond the headline graded judgments and consider the reasons why some forces have been graded more highly than others. These more nuanced judgments are to be found in the individual force reports that are presented on our website.[25]

PEEL judgments table

	Effectiveness						Efficiency
	How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?	How effective is the force at investigating crime and reducing re-offending?	How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	How effective is the force at tackling serious and organised crime?	**Effectiveness pillar**	Since 2015	How well does the force understand the current and likely future demand?
Avon and Somerset	Good	Good	Good	Requires improvement	**Good**	↑	Outstanding
Bedfordshire	Inadequate	Requires improvement	Inadequate	Requires improvement	**Inadequate**	↓	Requires improvement
Cambridgeshire	Good	Requires improvement	Good	Good	**Good**	↑	Requires improvement
Cheshire	Good	Good	Good	Good	**Good**	↔	Outstanding
Cleveland	Good	Good	Requires improvement	Good	**Good**	↑	Good
Cumbria	Good	Good	Requires improvement	Good	**Good**	↑	Requires improvement
City of London	Requires improvement	Good	Good	Requires improvement	**Good**	↔	Good
Devon and Cornwall	Requires improvement	Requires improvement	Good	Good	**Requires improvement**	↓	Requires improvement
Derbyshire	Good	Good	Good	Outstanding	**Good**	↔	Good
Dorset	Good	Good	Good	Good	**Good**	↔	Good
Dyfed-Powys	Good	Requires improvement	Requires improvement	Good	**Requires improvement**	↔	Requires improvement
Durham	Outstanding	Good	Good	Outstanding	**Outstanding**	↔	Outstanding
Essex	Good	Good	Requires improvement	Good	**Good**	↑	Good
Gloucestershire	Requires improvement	Requires improvement	Requires improvement	Inadequate	**Requires improvement**	↔	Good
Greater Manchester	Good	Requires improvement	Requires improvement	Outstanding	**Good**	↔	Good
Gwent	Good	Good	Good	Requires improvement	**Good**	↔	Good
Hampshire	Good	Requires improvement	Requires improvement	Good	**Requires improvement**	↓	Good
Hertfordshire	Good	Requires improvement	Inadequate	Good	**Requires improvement**	↓	Requires improvement
Humberside	Good	Requires improvement	Inadequate	Good	**Requires improvement**	↔	Requires improvement
Kent	Good	Good	Good	Good	**Good**	↔	Outstanding
Lancashire	Good	Good	Good	Good	**Good**	↔	Good
Leicestershire	Good	Requires improvement	Requires improvement	Good	**Requires improvement**	↓	Good

↑ **Improved**   ↔ **Unchanged**   ↓ **Declined**

Legitimacy

How well does the force use its resources to manage current demand?	How well is the force planning for demand in the future?	Efficiency pillar	Since 2015	To what extent does the force treat all of the people it serves with fairness and respect?	How well does the force ensure that its workforce behaves ethically and lawfully?	To what extent does the force treat its workforce with fairness and respect?	Legitimacy pillar	Since 2015
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↔
Requires improvement	Requires improvement	**Requires improvement**	↔	Good	Requires improvement	Good	**Good**	↔
Good	Requires improvement	**Requires improvement**	↓	Good	Requires improvement	Good	**Good**	↔
Good	Good	**Good**	↓	Good	Good	Good	**Good**	↔
Good	Good	**Good**	↑	Requires improvement	Requires improvement	Requires improvement	**Requires improvement**	↔
Good	Good	**Good**	↔	Good	Good	Requires improvement	**Good**	↔
Requires improvement	Inadequate	**Requires improvement**	↓	Good	Good	Requires improvement	**Good**	↔
Requires improvement	Requires improvement	**Requires improvement**	↓	Good	Requires improvement	Good	**Good**	↔
Good	Good	**Good**	↔	Outstanding	Outstanding	Good	**Outstanding**	↑
Good	Good	**Good**	↑	Good	Requires improvement	Good	**Good**	↔
Requires improvement	Requires improvement	**Requires improvement**	↔	Requires improvement	Requires improvement	Requires improvement	**Requires improvement**	↔
Outstanding	Outstanding	**Outstanding**	↔	Good	Requires improvement	Outstanding	**Good**	↔
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↔
Good	Good	**Good**	↔	Good	Requires improvement	Requires improvement	**Requires improvement**	↓
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↔
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↔
Good	Good	**Good**	↔	Good	Good	Requires improvement	**Good**	↔
Good	Good	**Good**	↔	Good	Requires improvement	Good	**Good**	↔
Requires improvement	Requires improvement	**Requires improvement**	↑	Good	Good	Requires improvement	**Good**	↔
Good	Good	**Good**	↔	Outstanding	Good	Outstanding	**Outstanding**	↔
Good	Good	**Good**	↓	Good	Requires improvement	Good	**Good**	↔
Good	Good	**Good**	↔	Good	Requires improvement	Good	Good	↔

PEEL judgments table

	Effectiveness						Efficiency
	How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?	How effective is the force at investigating crime and reducing re-offending?	How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	How effective is the force at tackling serious and organised crime?	**Effectiveness pillar**	Since 2015	How well does the force understand the current and likely future demand?
Lincolnshire	Good	Good	Requires improvement	Good	**Good**	↑	Good
Merseyside	Good	Good	Good	Outstanding	**Good**	↔	Good
Metropolitan Police	Good	Requires improvement	Inadequate	Requires improvement	**Requires improvement**	↔	Good
Norfolk	Outstanding	Good	Good	Good	**Good**	↔	Outstanding
Northamptonshire	Requires improvement	Requires improvement	Requires improvement	Requires improvement	**Requires improvement**	↔	Good
Northumbria	Good	Requires improvement	Good	Good	**Good**	↔	Good
Nottinghamshire	Requires improvement	Good	Inadequate	Good	**Requires improvement**	↓	Good
North Wales	Good	Good	Requires improvement	Good	**Good**	↑	Good
North Yorkshire	Good	Good	Good	Requires improvement	**Good**	↔	Good
Suffolk	Good	Good	Good	Good	**Good**	↔	Good
Staffordshire	Good	Requires improvement	Requires improvement	Requires improvement	**Requires improvement**	↔	Good
Surrey	Good	Requires improvement	Good	Good	**Good**	↑	Requires improvement
Sussex	Requires improvement	Requires improvement	Requires improvement	Good	**Requires improvement**	↓	Good
South Wales	Good	Good	Good	Good	**Good**	↔	Outstanding
South Yorkshire	Requires improvement	Requires improvement	Requires improvement	Good	**Requires improvement**	↔	Requires improvement
Thames Valley	Good	Good	Good	Good	**Good**	↔	Good
Wiltshire	Good	Good	Good	Good	**Good**	↔	Good
West Midlands	Good	Good	Requires improvement	Good	**Good**	↔	Outstanding
West Mercia	Requires improvement	Good	Good	Requires improvement	**Good**	↑	Good
Warwickshire	Requires improvement	Good	Requires improvement	Good	**Good**	↑	Good
West Yorkshire	Requires improvement	Good	Good	Good	**Good**	↔	Good

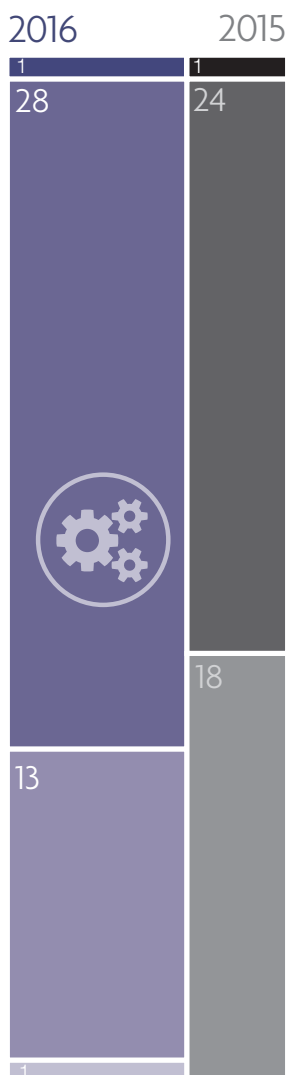↑ **Improved**   ↔ **Unchanged**   ↓ **Declined**

Legitimacy

How well does the force use its resources to manage current demand?	How well is the force planning for demand in the future?	Efficiency pillar	Since 2015	To what extent does the force treat all of the people it serves with fairness and respect?	How well does the force ensure that its workforce behaves ethically and lawfully?	To what extent does the force treat its workforce with fairness and respect?	Legitimacy pillar	Since 2015
Good	Requires improvement	**Good**	↑	Good	Requires improvement	Good	**Good**	↔
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↔
Requires improvement	Good	**Good**	↔	Good	Requires improvement	Good	**Good**	↔
Good	Good	**Good**	↓	Good	Good	Good	**Good**	↔
Good	Requires improvement	**Good**	↑	Good	Good	Good	**Good**	↔
Good	Requires improvement	**Good**	↔	Good	Requires improvement	Good	**Good**	↑
Requires improvement	Inadequate	**Requires improvement**	↓	Good	Good	Requires improvement	**Good**	↔
Requires improvement	Good	**Good**	↔	Good	Requires improvement	Requires improvement	**Requires improvement**	↓
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↔
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↔
Good	Requires improvement	**Good**	↔	Good	Good	Good	**Good**	↔
Good	Good	**Good**	↑	Good	Good	Good	**Good**	↔
Requires improvement	Good	**Good**	↔	Good	Good	Good	**Good**	↔
Good	Good	**Good**	↔	Good	Good	Requires improvement	**Good**	↔
Inadequate	Requires improvement	**Requires improvement**	↔	Requires improvement	Good	Requires improvement	**Requires improvement**	↓
Good	Good	**Good**	↔	Good	Requires improvement	Good	**Good**	↔
Good	Good	**Good**	↔	Good	Good	Outstanding	**Good**	↔
Good	Outstanding	**Outstanding**	↔	Good	Good	Requires improvement	**Good**	↔
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↑
Good	Good	**Good**	↔	Good	Good	Good	**Good**	↑
Good	Good	**Good**	↔	Good	Good	Good	Good	↔

PEEL 2016: Summary of grades for each pillar

Effectiveness: One force (Durham) was graded outstanding, 28 were graded as good, 13 were graded requires improvement and one force (Bedfordshire) was graded inadequate.

Efficiency: Two forces (Durham and West Midlands) were graded outstanding, 33 were graded as good, 8 were graded requires improvement and no forces were graded inadequate.

Legitimacy: Two forces (Kent and Derbyshire) were graded outstanding, 36 were graded as good, 5 were graded requires improvement and no forces were graded inadequate.

- ● Outstanding
- ● Good
- ● Requires improvement
- ● Inadequate

2016   2015

1   1
28   24

18

13

1

- ● Outstanding
- ● Good
- ● Requires improvement
- ● Inadequate

2016   2015

2   5
33

29

8   8

1

- ● Outstanding
- ● Good
- ● Requires improvement
- ● Inadequate

2016   2015

2   1
36   37

5   5

Changes since last year

Across all three pillars of the PEEL programme, the majority of forces have been graded the same in 2016 as they were in 2015.
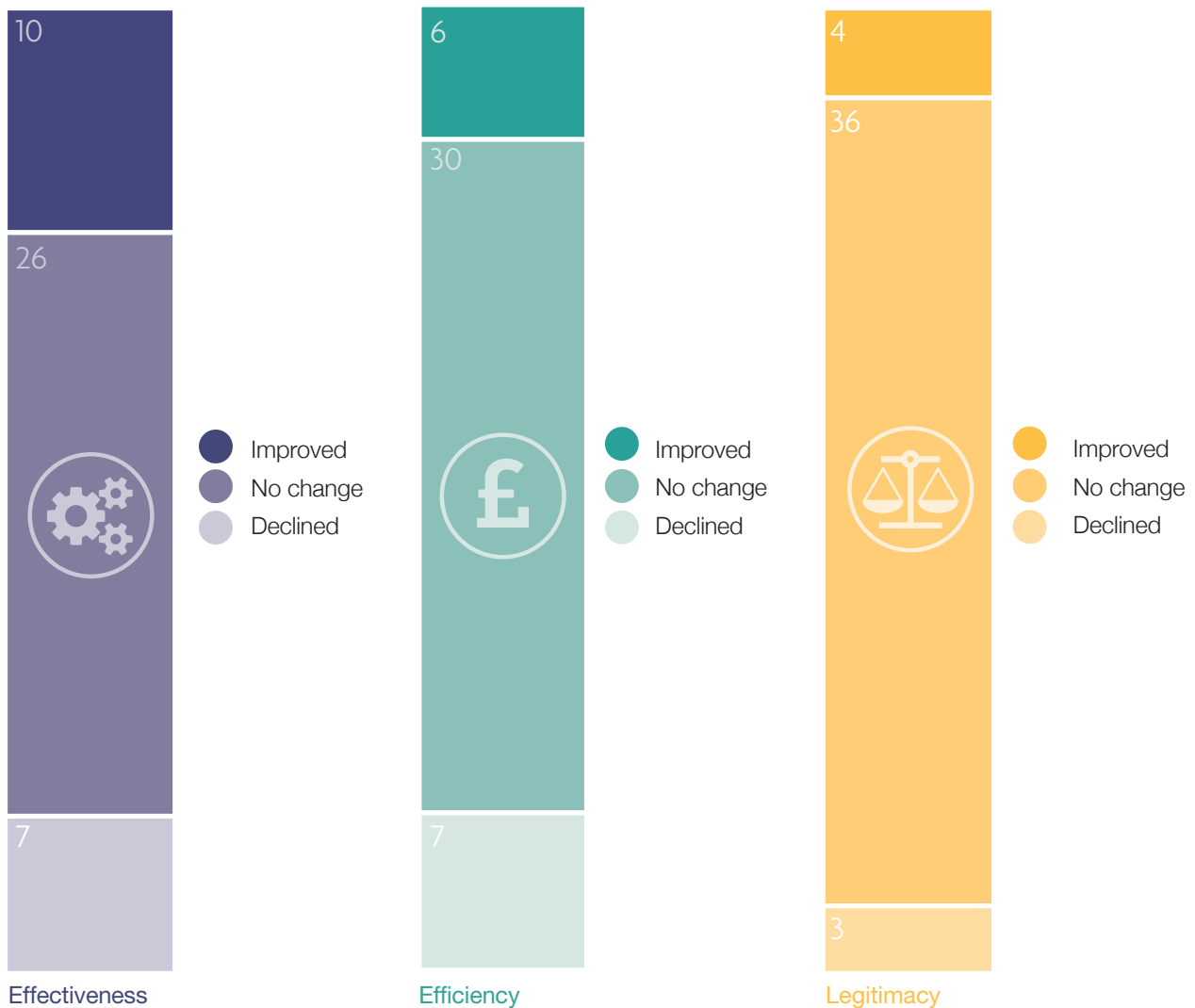
The effectiveness pillar had the largest movement in grades: 10 forces were graded higher than the previous year; 7 forces declined in grade.

For the efficiency pillar: the grades for 30 forces remained the same, 6 improved and 7 declined.

The legitimacy pillar had the least movement in grades compared with last year: the grades for 36 forces remained the same, 4 improved and 3 declined.

One force (Bedfordshire) received different grades in 2016 in all of the three pillars, but this is unusual. Of the 20 forces that received different grades this year, the vast majority (19) only received a different grade in one pillar; 23 forces received the same grade in all three pillars.

Changes since last year in the number of forces at each grade, for each pillar of the PEEL programme

Effectiveness	Efficiency	Legitimacy
10	6	4
26	30	36
7	7	3

Effectiveness
- Improved
- No change
- Declined

Efficiency
- Improved
- No change
- Declined

Legitimacy
- Improved
- No change
- Declined

Most forces, slightly more than last year, are providing a good service to the public.

PEEL: effectiveness

In our PEEL inspections, our assessment of the effectiveness of forces centres on how well they carry out their responsibilities, including cutting crime, tackling anti-social behaviour, and conducting investigations and managing offenders. We were particularly interested in how forces identified people who are most vulnerable and how services were tailored to meet their needs.

As a result of our PEEL effectiveness inspections, one force (Durham) was graded outstanding, 28 forces were graded as good, 13 were graded as requiring improvement and one force (Bedfordshire) was graded inadequate.

Most forces, slightly more than last year, are providing a good service to the public. Police leaders, officers and staff should be commended for this. We judged two forces to be outstanding at crime prevention and four as outstanding at tackling

serious and organised crime. In particular, there has been considerable improvement in the protection of vulnerable victims and keeping them safe. This is to be welcomed. However, HMIC is concerned that, despite this broadly positive overall picture, there are some worrying practices in some police forces and risks to the public in the service that is being provided.

Some forces have struggled to respond to reductions in the level of resources available to them, changes

Effectiveness

● Outstanding
● Good
● Requires improvement
● Inadequate

Effectiveness

Overall judgments

1 28 13 1

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

2 30 10 1

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in the demand they face and the need to provide a better service for vulnerable people. Some of the changes that forces have made are poorly-conceived short-term responses to current pressures, and do little to address the need to make adequate plans for acquiring or enhancing the capabilities that will be essential for the future.

In a small number of forces, these changes are putting vulnerable people at serious risk of harm. Fewer arrests are taking place, suspects are not being pursued or apprehended and, in some forces, a large number of crimes are being effectively written off rather than pursued to an appropriate conclusion for the victim and the community. This could be by downgrading the severity of calls for assistance from the public, by setting a quota for the number of cases to be referred for specialist assistance, or by not analysing and recording all of the known organised crime groups in a local area.

The result is that some forces are not doing many of the fundamental things that are required to reduce crime and keep people safe.

As shown in figure 1, in England and Wales, 47 percent of investigations into all recorded offences are closed without identifying a suspect. However, this ranges from 24 percent in some forces to 60 percent in others. For violent offences, the proportion of cases that forces close without identifying a suspect ranges between 3 percent and 53 percent.

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

0 26 17 0

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

0 22 16 5

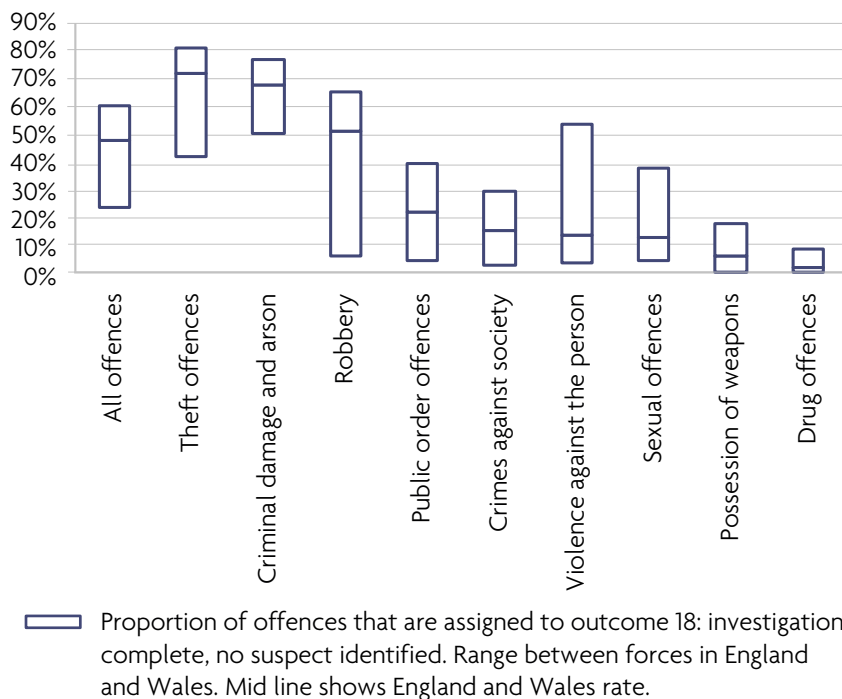How effective is the force at tackling serious and organised crime?

4 29 9 1

Police forces are not keeping pace with the way technology is transforming people's lives and changing their experience of crime.

Figure 1:

Proportion of investigations in the 12 months to 30 June 2016 that were completed without identifying a suspect

Proportion of offences that are assigned to outcome 18: investigation complete, no suspect identified. Range between forces in England and Wales. Mid line shows England and Wales rate.

Source: Home Office (2016) Crime Outcomes, 12 months to 30 June 2016
Note: The proportion of outcomes is displayed as a range covering all forces in England and Wales. The centre line is the England and Wales rate. Dorset has been excluded from the chart as problems with the validity of the data were discovered during the inspection.

HMIC continues to be concerned by the erosion of neighbourhood policing. Officers who are visibly and frequently present in a local community are more readily able to gain the trust and confidence of the people in that community. This, together with a detailed understanding of the risks and threats each community faces, is critical in preventing crime and anti-social behaviour. Effective local policing teams are also valuable assets in the fight against organised crime and play an important role in keeping vulnerable people safe.

Too many forces are failing to match the capacity and capability of their workforce to the demands they face. Police forces need to develop their structures, capabilities and operating models in order to allocate work appropriately. In particular, there is a national crisis in the recruitment of detectives, which is leading to some complex investigations being carried out by officers who lack the necessary training, skills

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and experience. There are also still problems with the way investigations are supervised.

Police forces are not keeping pace with the way technology is transforming people's lives and changing their experience of crime. Last year, one in ten adults was a victim of fraud and computer misuse at least once.[26] New statistics from the Office for National Statistics suggest that in the 12 months to June 2016, at least 31 percent of blackmail offences, 45 percent of obscene publication offences and 11 percent of both stalking and harassment and child sexual offences were committed online in full or in part.[27, 28] This is an issue that worries the public: 82 percent think online crime is a big problem and 68 percent think the same for online anti-social behaviour.[29] However, 42 percent do not feel confident that their local police could deal with online crime.[30]

HMIC has concerns about the extent to which the public is being put at risk because of the limited capacity within many forces to manage dangerous offenders. The most dangerous offenders are managed through a multi-agency process

Forces cannot successfully fight serious and organised crime in isolation.

known as MAPPA,[31] which includes an assessment of the risk posed by each offender. Some forces were struggling to complete these risk assessments as they require substantial input from a range of agencies. In some forces, there are also significant delays in assessing the risks posed by registered sex offenders and carrying out supervisory visits to those offenders, visits that are required in order to keep communities safe. Across England and Wales, the risk

presented by some 2,700 registered sex offenders has yet to be assessed. This means that forces are failing to understand and manage the risk to the public.

The variation in the extent to which forces use their powers and pursue criminal justice outcomes is currently unexplained and unacceptable. For instance, the rate of arrest for domestic abuse crimes ranges from 25 percent to 83 percent (see figure 2).

Figure 2:
Domestic abuse arrest rate in the 12 months to 30 June 2016

Legend: ■ Domestic abuse arrest rate — England and Wales domestic abuse arrest rate
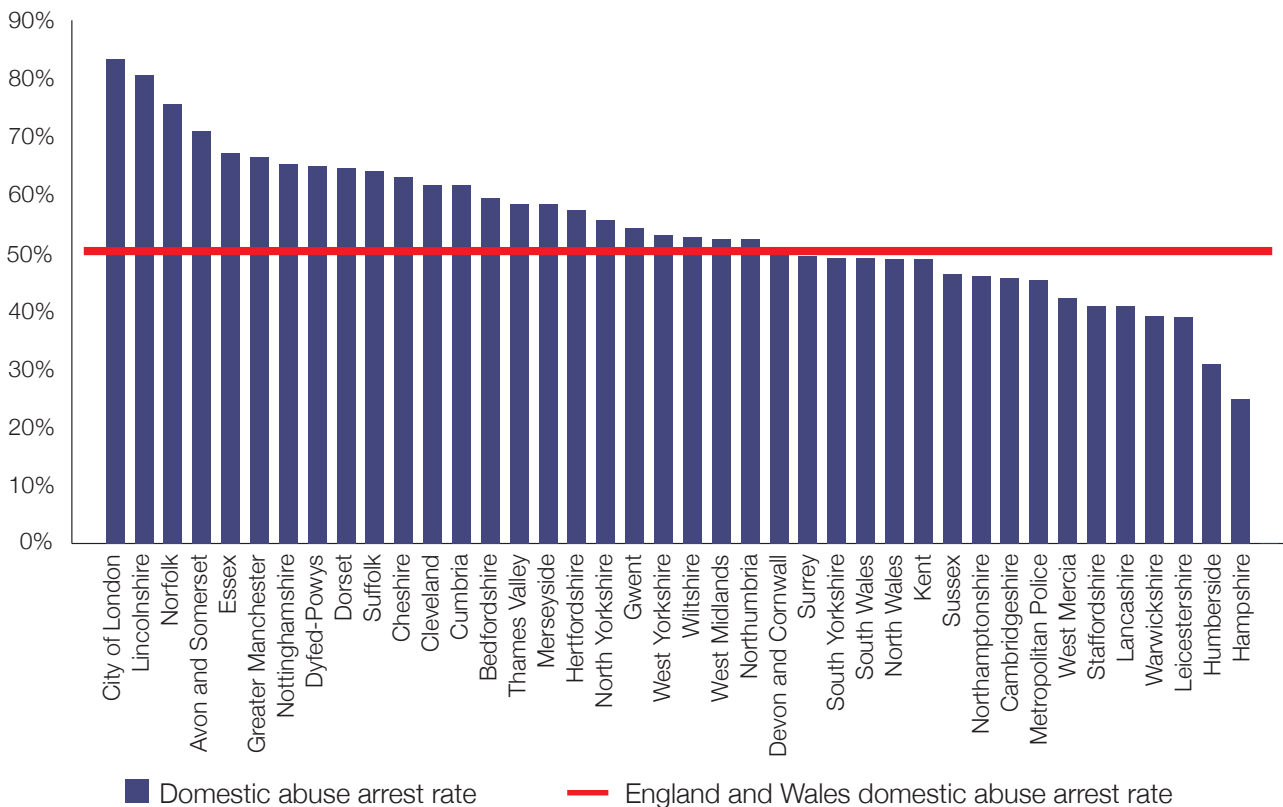
Source: HMIC effectiveness data collection
Note: Three forces (Derbyshire, Durham and Gloucestershire) were unable to provide domestic abuse arrest data.

Most forces are good at tackling serious and organised crime. However, a shift in approach is needed if forces are to maintain and improve this level of effectiveness as organised crime becomes more complex.

When a force identifies an organised crime group, it assesses the group's criminal intent and capability by carrying out a nationally standardised procedure known as mapping. This procedure enables forces to understand the threat posed by organised crime groups, and informs decisions about which groups to tackle first, and which tactics to use.

While mapping provides a helpful structure for assessing many aspects of organised crime, it is poorly suited to assessing the intent and capability of groups involved in newer threats such as cyber-crime, or criminal networks whose membership, activity and locations change quickly. HMIC believes that the mapping methodology needs to be improved and the function should be transferred to regional organised crime units.

Forces cannot successfully fight serious and organised crime in isolation. They need to work more closely with regional organised crime units and other agencies to identify the full extent of organised criminal networks, rather than simply targeting mid-level criminals. Intelligence needs to be shared, priorities need to be established and regional-level specialist capabilities need to be used where relevant.

Similarly, we are concerned at the inconsistent approach to assessing risk in relation to the criminal use of firearms.

Without a consistent process for assessing risk, it is possible that forces are unable to plan properly and therefore cannot be certain that they have sufficient resources available to meet the threat they face. The ability to assess demand and plan accordingly is a recurring theme throughout HMIC's reports, but the consequences of failing to do this where firearms are concerned would be severe enough to merit special mention.

As with organised crime mapping, HMIC believes that the national methodology for assessing firearms risk needs to be further developed.

Many forces said that they were worried about significant increases in future demand for policing.

PEEL: efficiency

In our PEEL inspections, our assessment of the efficiency of forces centres on how well they provide value for money to the communities they serve. In particular, we examine how well forces understand the demand for their service, both now and in planning for the future, and how well they match their resources to that demand.

As a result of our 2016 PEEL efficiency inspections, two forces (Durham and West Midlands) have been graded as outstanding, 33 forces as good and eight forces as requiring improvement. No force has been graded as inadequate. As with last year, the majority of forces have been graded as good. Three fewer forces have been graded as outstanding compared with last year.

We inspected how well forces understand the full range of their demand, from how well they reacted to 999 calls, crime reports and other calls for service, to how well they uncovered demand that might otherwise go unreported or unnoticed. We have also inspected the extent to which police forces understand how their demand and the expectations of them are likely to change in the future.

As with last year, most forces have a good understanding of the current demand for their services, and are focusing on this demand to help them understand their work. For example, most forces have a good awareness of the number and nature of

Efficiency

- ● Outstanding
- ● Good
- ● Requires improvement
- ● Inadequate

Efficiency

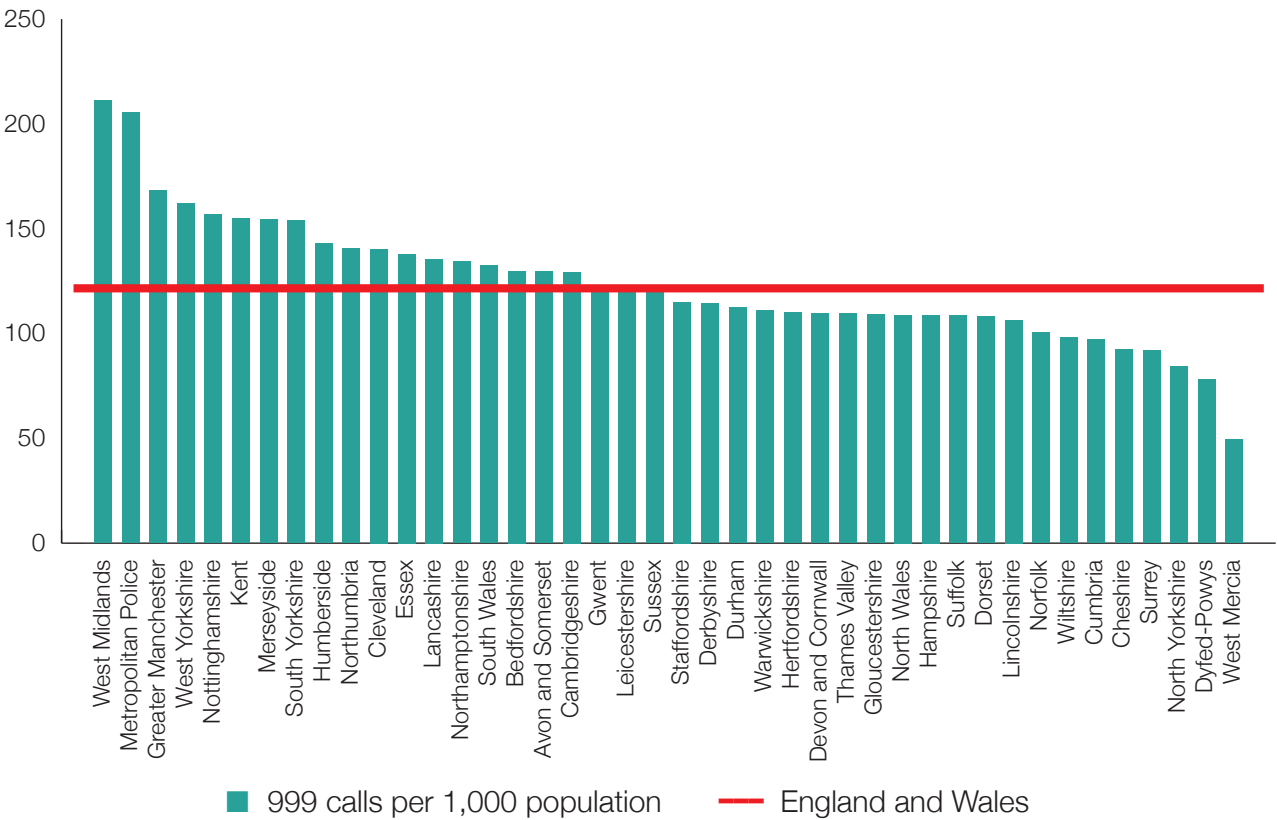Overall judgments

2 33 8 0

How well does the force understand the current, and likely future, demand?

7 27 9 0

Figure 3:
Emergency 999 calls recorded by each force in the 12 months to 31 March 2016, per 1,000 population

Source: Home Office annual data requirement
Note: City of London Police does not directly receive 999 calls because these are received by the Metropolitan Police Service on behalf of City of London Police.

their 999 calls, the number of which varies hugely across forces in England and Wales (see figure 3). It is, however, important that forces proactively seek out demand that may otherwise be hidden. Most forces have plans in place to meet some of this demand, but only the best have a detailed strategy.

Many forces said that they were worried about significant increases in future demand for policing, partly as a result of greater numbers of crimes such as child sexual exploitation and partly as a result of cuts to other public sector organisations. However, forces are making very broad assessments of likely trends for the future on the basis of limited evidence; only a few could provide detailed evidence that they were gathering relevant

How well does the force use its resources to manage current demand?

1 32 9 1

How well is the force planning for demand in the future?

2 29 10 2

The quality and ambition of the plans that forces have for their futures are highly variable.

information from other sources and assessing the potential implications of these trends. This detailed work is essential if forces are to prepare efficiently for the future.

Most forces have reflected their developing understanding of demand in the way they assign and allocate resources. The best-performing forces have sophisticated software models that analyse demand and can match available resources to current and predicted demand for their services. In contrast, the poorest-performing forces do not have effective systems to analyse demand and this regularly leaves them without enough officers or staff available to respond quickly to calls from the public.

Most forces' ability to match resources to demand is limited by an incomplete understanding of the skills (and skills gaps) of their workforces. Although many forces have some form of database for recording workforce skills, it is often limited in scope and few forces can demonstrate that they make consistent use of the available information when allocating roles. This limits the ability of forces to identify gaps in staffing and to use external

recruitment to fill these roles. Consequently, forces find it harder to manage the demands placed on them.

Most forces have change programmes in place, but only a few higher-performing forces can establish that their programmes have made them more efficient. Many forces focus on successfully

reducing overall costs rather than making the most of the full benefits of change. Few forces have a sophisticated understanding of any unintended consequences (positive or negative) for their workforces as a result of change programmes.

The quality and ambition of the plans that forces have for their futures are highly variable. The highest-performing forces have impressively coherent and ambitious plans for developing the size, skills and background of their workforce, plans for improving their ICT systems, and plans for managing continuing financial pressures. However, many forces are only able to plan separately for each of these areas and so do not scrutinise sufficiently how all of the individual plans are likely to affect each other.

A few forces have good plans that focus on specific areas, such as greater integration with other organisations (often the fire and rescue service) or improved ICT. Few forces

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have workforce plans that are particularly innovative. Many forces are recruiting new officers, but with a limited understanding of the skills those officers will need to have. Some forces are seeking transferees from other forces to increase the number of their detectives who have experience of working with vulnerable people. We had hoped to see much more innovative use of police staff, PCSOs, special constables and volunteers to bring new and under-represented skills into the police workforce.

Most forces still plan to make savings this financial year, largely by continuing previous change programmes, but we found evidence to indicate that some forces have reduced the pace and ambition of their plans since last year.

Most forces have made sensible mid-term financial provisions. However, HMIC continues to believe that rapid changes in demand and public expectations of policing mean that more work is needed to identify, at an earlier stage, those forces that could struggle to respond quickly enough to these changes.

Last year, we reported that forces were not making the most of opportunities to work with each other, and combining resources

to save money played only a small part in forces' financial planning. This year, we found that a few forces have very impressive and innovative plans to work with other forces, other emergency services and other agencies in their local areas. However, a similar number of forces have little ambition to increase their joint working beyond a few disparate projects, often focused on a specific function such as firearms policing or forensics.

We commented last year that the best forces had good working relationships with health authorities to cope with demand from people with mental health problems. Nearly all forces now have some services in place; the best have good access to mental health expertise within their control rooms and on the front line, and therefore are able to manage demand more efficiently. While this represents positive progress, it will take a sustained effort on the part of both police and other local public services to make sure demand related to mental health is managed appropriately.

Last year, as in previous years, we noted that forces' ICT was generally weak and ageing. Some forces have impressive projects under

way to increase their digital capabilities, but very few forces have a coherent plan to transform the way they provide services using all of their ICT systems. In most cases, forces' ICT was designed to support their existing ways of working, rather than influencing the design of new ways of working. Very few forces focus on developing the digital skills of their officers and staff, or ensuring that the exploitation of new technology is at the heart of their day-to-day work. Some forces have struggled to implement new ICT systems.

Last year, we also drew attention to the problem of the deleterious effects of older ICT systems. This is still a significant problem. Some forces have large numbers of individual, bespoke legacy systems that only a small number of individuals know how to maintain. To fix this, forces need to give serious thought to the ICT architecture that they are designing. This is more important – and more difficult – than the effective procurement of individual devices. It is still too common for forces to invest very significant amounts of money in devices and systems that their ICT architecture cannot handle.

Bespoke solutions tend to be more expensive and the police service as a whole would benefit from having access to 'off-the-shelf' products that would simplify procurement, reduce costs and increase consistency. That does not mean that every police force should have the same ICT system. There is considerable scope for variation, provided that systems can connect to one another and exchange information; interoperability is essential.

The Police ICT Company[32] has achieved some positive results with individual suppliers, but currently lacks the mandate and resources to bring about the level of change that is desperately needed in this area. It is essential that all police leaders commit to working collaboratively with the Police ICT Company to bring about radical improvements to the use, procurement, interoperability and role of information technology systems.

PEEL: legitimacy

In our PEEL inspections, our assessment of the legitimacy of forces centres on whether they operate fairly, ethically and within the law. In particular, we examine how forces treat people. These things are essential to the maintenance of public support and co-operation; they are the cornerstone of the British model of policing by consent.

This year, we asked specific questions about how well forces are dealing with the problem of police officers or staff abusing their positions of authority for sexual gain. This is a serious form of corruption that betrays the trust of the public and preys upon some of the most vulnerable people in society, often at a time when they have turned to the police for help.

The results of this year's PEEL legitimacy inspection were largely positive, though there were some areas where forces can improve. We graded two forces (Derbyshire and Kent) as outstanding, 36 as good and five as requires improvement. None was graded as inadequate. This is largely consistent with last year's results.

Overall, the police forces of England and Wales are good at treating the people they serve with fairness and respect. As figure 4 shows, victims' satisfaction with their treatment by the police remains high; more than 93 percent of victims are satisfied with how they were treated by the police in the 12 months to 31 March 2016.

Legitimacy

- ● Outstanding
- ● Good
- ● Requires improvement
- ● Inadequate
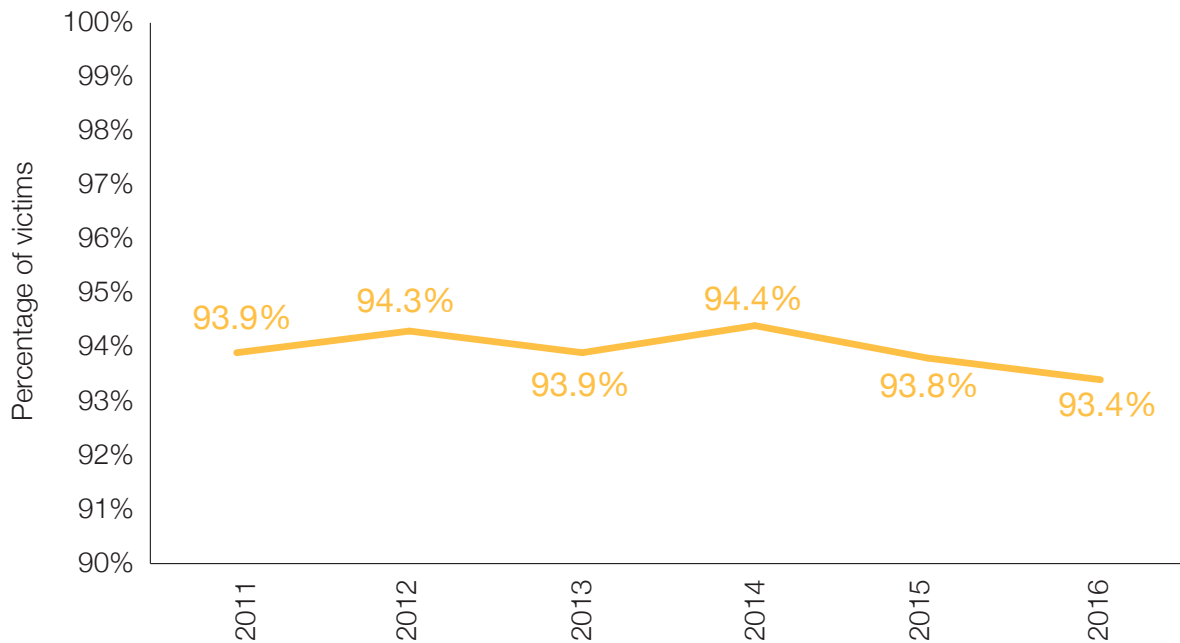
Legitimacy

Overall judgments

2 36 5 0

To what extent does the force treat all of the people it serves with fairness and respect?

2 38 3 0

Figure 4:
Percentage of victims in England in Wales satisfied with overall treatment, for the 12 months to 31 March 2016

Source: Home Office annual data requirement

Victim satisfaction has been stable in recent years.

Officers and staff understand the importance of treating people with fairness and respect, and understanding of the *Code of Ethics*[33] has improved.

Forces use various techniques to seek feedback and challenge

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

1 26 16 0

from the public about a range of events and types of behaviour that affect perceptions of fair and respectful treatment. Some forces rely too heavily on public complaints and channels such as community meetings or social media. These forces could do more to obtain feedback in different ways,

To what extent does the force treat its workforce with fairness and respect?

3 28 12 0

particularly from those people who are less likely to complain or who have less trust and confidence in the police.

In order to identify and understand the issues that affect public perceptions of fair and respectful treatment, most forces analyse public surveys, complaints and their use of stop and search powers. However, many forces need to be more systematic in the way they collect and analyse feedback, and wider management information and learning, to identify trends and prioritise areas for improvement.

Police officers and staff abusing their authority for sexual gain is a serious form of corruption and it needs to be completely eradicated.

Many forces were able to provide examples of improvements they had made to their services in response to feedback from individuals. However, forces sometimes struggled to show clear and consistent links between identifying a problem, making effective improvements, and demonstrating to the public that they had done so.

Overall, most police forces in England and Wales are good at ensuring their workforces act ethically and lawfully, but improvement is still required in more than a third of forces.

We are concerned that a significant number of forces are failing to comply with national vetting policy,[34] in particular with the requirements to re-vet individuals after ten years of service, and to undertake vetting reviews before promotion or posting to high-risk units. These forces are vulnerable to corruption among their officers and staff.

Forces are generally good at monitoring whether officers and staff are complying with integrity policies. Forces are also good at assessing and developing intelligence about corruption once they receive it. However, many forces need to improve their ability to seek out intelligence and intervene early, rather than waiting for problems to be reported. This need for improvement is particularly serious in relation to forces' ability to tackle the abuse of authority for sexual gain.

Police officers and staff abusing their authority for sexual gain is a serious form of corruption and it needs to be completely eradicated. It exploits some of the most vulnerable people who come into contact with the police and it violates public trust. Despite this, some forces are still failing to recognise it as a form of serious corruption, so cases are not always being referred to the Independent Police Complaints Commission (IPCC).

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The abuse of authority for sexual gain is not an isolated problem that only affects a few forces. Data provided by forces in England and Wales[35] show that, in the 24 months to 31 March 2016, all but one force had at least one reported allegation of abuse of authority for sexual gain. Over a third (39 percent) of the allegations involved victims of domestic abuse.[36]

Since 2012, the IPCC, ACPO and HMIC have all examined and reported on the problem of abuse of authority for sexual gain.[37] The fact that forces have made such limited progress towards eradicating this problem suggests that we need a coherent and comprehensive national policing response. Police officers and staff need to take the abuse of authority for sexual gain very seriously and there can be no excuse for forces failing to ensure that this happens.

More positively, nearly all forces now communicate the outcomes of gross misconduct and corruption cases to the public, as well as to officers and staff. Some forces need to do more than just fulfil basic requirements of openness, so that the consequences of misconduct and corruption are clear to everyone.

Overall, the police forces of England and Wales are good at treating their workforces with fairness and respect. We were pleased to find that most forces use a range of communication channels, such as workforce surveys (see figure 5), for seeking feedback from their workforces and can provide evidence of taking action where it is needed. However, many forces could do more to demonstrate this action to their workforces, and should seek more involvement from officers and staff in making improvements.

We found that most forces recognise the importance of workforce well-being, including psychological well-being and mental health, and take steps to improve it. However, the provision of occupational health services is shrinking and there is an increasing dependence on supervisors to identify and support the well-being needs of individuals. We remain concerned that supervisors do not always have the knowledge and confidence to recognise and respond to mental health problems.

We were disappointed to find that most forces do not have fair and effective processes for managing the individual performance of officers and staff. In many cases, reliance on the diligence of individual supervisors has resulted in processes – or lack of processes – that may be unfair and ineffective. This is an area that needs to improve significantly, particularly given that it has wider implications for the integrity, efficiency and leadership capability within policing.

Figure 5:
Proportion of police forces in England and Wales that conducted a workforce survey between 1 January 2015 and 1 April 2016

16

27

Conducted a workforce survey between 1 January 2015 and 1 April 2016

Did not conduct a workforce survey between 1 January 2015 and 1 April 2016
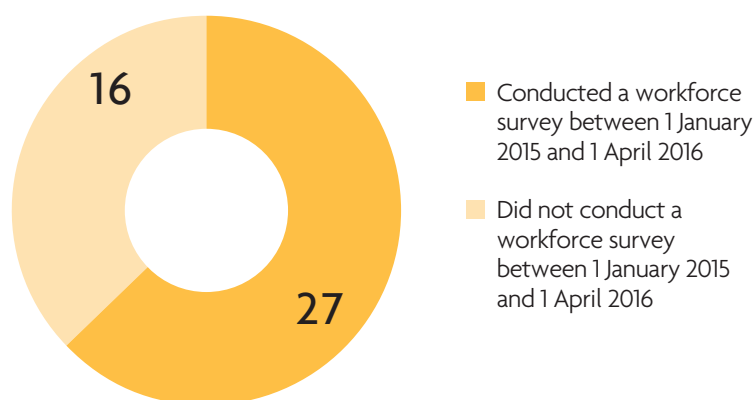
Source: HMIC legitimacy data collection

Police leaders need to have the flexibility and skills to meet not just current demands, but to respond to future challenges.

PEEL: leadership

In our PEEL inspections, we examine the degree to which leadership is understood within policing, how forces work to develop leadership capability and how well leadership is displayed by each force.

The inspection considered the following three questions:

- How well does the force understand leadership?

- How well does the force develop leadership?

- How well does the force display leadership?

Our approach is aligned with the principles set out in the *Guiding Principles for Organisational Leadership,*[38] which was published recently by the College of

Policing. We have inspected leadership at all ranks and grades, not just at the most senior levels in each force.

The leadership element of PEEL is ungraded, as leadership is a theme which cuts across the other three pillars of the PEEL programme. HMIC acknowledges that there is no single definition of good leadership in policing; this inspection does not aim to provide or promote a single model.

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Police leaders carry substantial levels of responsibility, and effective leadership is a critical part of ensuring that forces maintain the trust of the public that they serve. Police leaders need to have the flexibility and skills not only to meet current demands, but also to deal with future problems. In an increasingly complex policing environment that includes the significant financial cuts of recent years, rapid advances in technology and shifting demographics, it has never been more important for the police service to identify and develop capable leaders.

The best forces are able to demonstrate a sophisticated understanding of the effectiveness of leadership in different areas and use this understanding to support and improve leadership skills throughout the force. These forces also show the outward signs of good leadership: openness to new ideas, an ability to react quickly to new trends and a willingness to challenge constructively the way things are done. There is a growing consensus among senior leaders within policing that the development of leadership is an area that requires more attention.

Understanding leadership

In this year's inspection, we found that most forces have set out what they expect of their leaders, although the extent to which these expectations are understood by the workforce varies considerably. Generally, they are linked to the objectives that each chief officer team has for the force. The best-performing forces turn these expectations into a strong common purpose for all members of the force, and explain clearly how this should affect actions, types of behaviour and values. Most of the chief officer teams that have not yet set clear expectations are working to develop them in close consultation with their workforces.

Effective communication of leadership expectations to all ranks and grades is important, so that each member of the workforce knows how these expectations affect their role and day-to-day actions. This is an area where we have observed progress from last year, though more should be done to include police staff, constables and sergeants, not just the middle-ranking officers who lead them.

Developing leadership

HMIC expects forces to use an open and accessible system to identify and select talented individuals and prepare them for promotion through high-potential or talent schemes. Very few forces were able to demonstrate this, or provide a robust assessment of the potential barriers to any member of the workforce seeking to access these schemes, despite the fact that some forces recognised this as a problem. The development of the workforce more widely (particularly in the case of police staff) also remains inconsistent.

High-performing forces have well-publicised development schemes, with clear application processes. High-performing forces also encourage personal responsibility for professional development. In most forces, the system for identifying and developing leaders is still being developed. Consequently, many forces cannot be confident that they are identifying and developing talented individuals whose leadership styles and approaches are different from those of their peers or managers. Last year, we recommended that forces

invested in this area; we are concerned that not enough forces have done so.

Self-assessment and mentoring are fairly well established in most forces as a way of developing future leaders. In many forces, senior officers act as mentors, but only a small number of forces were able to demonstrate a coherent process for identifying people who would benefit from being mentored. It is therefore likely that many senior officers are only mentoring people who have directly approached them or have been referred to them by colleagues.

As well as developing talented officers and staff within the workforce, better-performing forces know how to attract talented people from outside the force, and will understand how to make best use of the people they attract. Although many forces are making use of programmes such as Police Now,[39] Direct Entry[40] and Fast Track[41] to improve the diversity of their leadership teams, only a minority of forces are evaluating the way that different leadership styles can improve effectiveness.

Displaying leadership

Understanding and developing good leadership is important. All forces can demonstrate some form of innovation and challenge, but high-performing forces seek out new ways of working from a range of sectors, and are much more open to internal and external questions.

One area in which we seek evidence of positive leadership is the extent to which a force identifies and implements better ways of working, especially through the use of technology. The strongest forces are fostering innovation, encouraging challenges from officers and staff and allowing them to suggest and test new ways of

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working. Strong forces also identify practices that work well across the police service and from outside policing.

We found many examples of forces working closely with academia, industry and the voluntary sector to develop and implement better ways of working. The forces that do this most effectively are not only implementing change within their own force areas, but are working closely with other forces to encourage change at a regional or even national level; Durham Constabulary is a notable example of a force that is doing this well.

All forces are aware of the need to increase the skills, background and experience of their workforces. Higher-performing forces understand that leadership teams that vary in their style, approach and experience can be more effective at questioning existing processes and coming up with new ideas.

However, many forces were not able to demonstrate an ability to understand or influence the composition of individual leadership teams to this level of detail. In previous efficiency inspection reports, and the *State of Policing 2015* report,[42]

we found that too many forces focused on ensuring vacancies are filled, rather than making a considered judgment about the person with the best skills and leadership style for a particular role. We recognise that in many cases the options available to forces will be limited and we do not want forces to put bureaucratic processes in place. However, even a relatively light-touch approach supported by improved performance assessment processes would allow forces to make better-informed decisions about individual appointments.

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Forces are still failing to record many reports of crimes and those failings are depriving victims of the services to which they are entitled.

Our specialist inspections

Crime data integrity

In 2014, HMIC inspected all 43 forces in England and Wales to establish the extent to which police-recorded crime information could be trusted. In our report[43] of this inspection we said:

"Reliable crime-recording is essential if police are to be able to make sound decisions on the deployment of their resources, and to operate with the highest practicable levels of efficiency. They need to know what are the patterns of criminal behaviour in their force areas, and the intensity and severity of that offending.

"Police and crime commissioners need this information too because they hold their chief constables to account, and they in turn are held to account by the public. The public's right to know is important; none should be misled, whether through negligence or otherwise. Trust in what the police tell people about crime is part of the essential trust which the public must have in the police.

"Even more importantly, failures in accurate crime-recording can also increase the risks to victims and the community of the denial of justice, and may imperil public safety. The police therefore need to take this subject very seriously."[44]

These statements are as valid today as they were in 2014.

In 2014, our inspection found that, at a national level, the police were failing to record 19 percent of crimes reported to them. We found the problem was greatest for violent crimes and sexual offences, where the under-recording rates were 33 percent and 26 percent respectively. In addition, we found failings in the recording of rape, although it is worth noting that some forces had exemplary records in this respect.

We recognise that police-recorded crime does not represent the whole picture of crime in this country. Other government agencies and departments, financial institutions and organisations also have crimes reported to them

and work with victims of crime. Not all of this is reported to the police. In addition, the Crime Survey of England and Wales[45] reports trends in relation to crime experienced by victims, again not necessarily all reported to the police. However, none of this absolves the police of the responsibility to record accurately the crime which is reported to them.

Given the importance of the subject, in April 2016 we started a new programme to inspect all 43 forces in England and Wales on a rolling basis and over a number of years. We are auditing and reporting on their overall recording accuracy, as well as accuracy for the two categories of crime found to be particularly poorly recorded in 2014: those of violence against the person and sexual offences. In addition, the programme includes: dip-sampling reports directly received by departments that deal with vulnerable victims; a test of the accuracy of recording of reports of rape; how well modern slavery crimes are recorded; and an examination of decisions made to amend crime reports to show that no crime had been committed. To date, we have completed and published the findings of crime data integrity inspections of seven police forces.

Inspections in these seven forces have shown that, despite the commitment and dedication of senior police leaders and many officers and staff to achieve crime-recording accuracy, deficiencies remain. For the seven forces inspected so far, we have produced weighted estimates of overall crime-recording accuracy. The combined recording accuracy[46] for all reported crime was 87.8 percent (with a confidence interval[47] of +/− 0.7 percent), for violent offences it was 82.5 percent (with a confidence interval of +/− 1.4 percent) and for sexual offences 91.5 percent (with a confidence interval of +/−1.0 percent). In terms of their crime data-recording, the seven forces inspected so far are not necessarily representative of all police forces. The reasons for this include the fact that each audit covers a different recording


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period and the forces audited are not selected completely at random, in order to avoid unnecessary repetition. However, the results for these seven forces do provide evidence of the need for further improvements.

As figure 6 shows, there remains a wide variation in the quality of decision-making associated with crime-recording. Some improvement has been made, but more needs to be done. Forces are still failing to record many reports of crimes and those failings are depriving victims of the services to which they are entitled, and denying the community the justice and, in some cases, the safety to which it is entitled.

This spread illustrates that some – but not all – forces achieve good levels of recording accuracy. There is no single factor which results in forces consistently making good crime-recording decisions, but the factors that have the most effect are: leadership; intrusive and proportionate supervision and quality assurance of crime-recording decisions; and skilled people – particularly a force crime registrar who is scrupulously objective and has strong influence over local crime-recording decisions.

Figure 6:
Overall crime-recording accuracy by force[48]
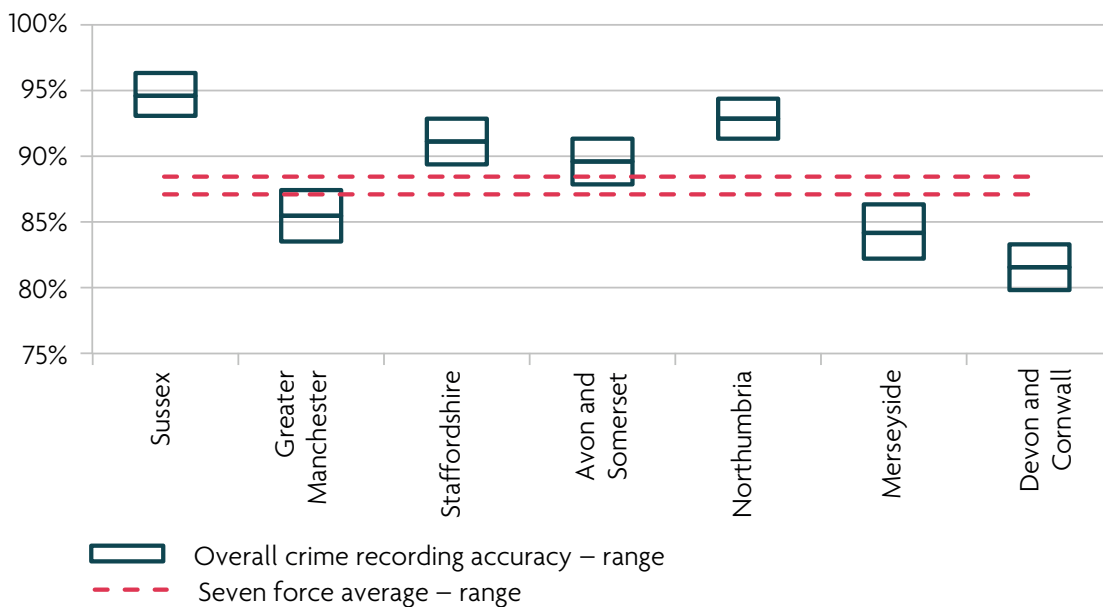
Note: Forces are displayed in the order the inspections were undertaken.
Note: The overall crime-recording accuracy is displayed as a range for each force. The middle line is the central estimate within this range.

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Where a combination of solutions is put in place, standards improve. Both Sussex Police and Northumbria Police have small teams of staff to check that reports of crime are being identified and recorded. This acts as a safety measure to ensure that reported crime is recorded, but can be a costly solution to the alternative of ensuring that correct recording decisions are taken at the outset. Where forces record crime at the time it is reported to them, rather than recording it later, standards of crime-recording are better.

We have found problems with the recording of crime in forces that use appointment systems. Where there is a delay between the original report and an officer speaking to the victim, it is not uncommon for the report to go unrecorded. Moreover, delaying attendance by an officer can often cause the victim to become disillusioned with the process and distance himself or herself from it, meaning the original report is filed without any further contact with the victim. Forces that use appointment systems need

to ensure that crimes are recorded properly and victims receive the level of service they deserve.

Worryingly, not all forces accurately record all reported allegations of rape, and in some cases there is no investigation into the reports. Reporting a rape is very often an extremely difficult step for a victim, and when such allegations are made it is imperative that crime records are created and thorough investigations are carried out in order to bring offenders to justice. All forces need to take urgent action to ensure that this is the case.

Encouragingly, since our 2014 report, we have found that the vast majority of officers and staff have made appreciable progress in placing the victim at the forefront of their crime-recording decisions. Nevertheless, on some occasions this is still not happening and victims of crime are not always being treated in the way they deserve when they report crimes to the police. Also, we have found a belief among some senior officers that unrecorded crimes are merely 'administrative failures' and that victims receive the usual standards of care and safeguarding even when a crime has not been formally recorded.

Children are still being detained unnecessarily at police stations when they have been charged with a criminal offence and denied bail.

Some victims of unrecorded reports of crime receive a good service from the police, but many receive no service at all. The formal recording of every crime is a very important step towards protecting victims and ensuring that they receive the service to which they are entitled.

In 2014, there was widespread public concern that performance pressures were affecting the quality of police-recorded crime data, including suggestions that performance pressure was affecting crime-recording decisions. In our 2014 report, we found that "there remains an undercurrent of pressure not to record a crime across some forces."[49] In our latest round of inspections, we noted a welcome improvement: officers and staff are clear that they no longer feel under any pressure to help meet performance targets by minimising the number of crimes they record.

Looking ahead, we intend to inspect the remaining 36 forces. We will build a better understanding of the factors that affect the accuracy with which forces record crimes, identify what works well, and we will assess the extent to which recommendations from our 2014 crime-recording

inspection report have been implemented.

National child protection inspections

Between April 2014 and December 2016, 16 forces were inspected as part of the National Child Protection Inspection programme. A further ten forces were revisited to assess what progress had been made to implement the recommendations we made in previous inspections.

Senior leaders and staff in these forces have a clear and unambiguous commitment to improving the protection of vulnerable children. In the forces we revisited, it was evident that at least some progress had been made to improve the outcomes for children at risk of harm.

There have been some improvements in the arrangements for children suspected of being mentally ill, with a significant decrease in the number of children being brought to a police station as a 'place of safety'[50] rather than being taken to a hospital. However, despite some progress, children are still being detained unnecessarily at police stations when they have been charged with a criminal offence

and denied bail. In such circumstances, the local authority is responsible for providing appropriate accommodation.

In all but the most exceptional circumstances, it is not in a child's best interests to remain in a police station. Although forces are using alternatives to detention (such as bail) more effectively, children are still being detained for too long, largely because of a lack of alternative accommodation.

Straightforward cases of child abuse and neglect are almost always dealt with promptly and efficiently. However, more complex investigations are often beset by delay. Some complex cases are allocated to staff who lack the necessary skills and experience to carry out an effective investigation.

We found that although the initial response to locate missing children was often given a high priority, opportunities for early intervention and long-term inter-agency planning to protect children were not sufficiently well considered. Officers did not always recognise that children who regularly go missing from home may be at risk of being groomed for sexual abuse. This is indicative of a wider failure to understand the full nature and extent of the risks of sexual exploitation that children face.

Counter-terrorism

During 2016, we undertook a thematic inspection of police counter-terrorism work and, for the first time, counter-terrorism also formed part of our PEEL inspection programme.

The thematic inspection examined the role of the police counter-terrorism (CT) commander. We visited 17 police forces and interviewed all the chief officers who make up the national cadre of CT commanders. It is these officers who will be called on by the Senior National Co-ordinator[51] to lead the response of the police and other agencies in a terrorist attack.

Over the last decade, the police in England and Wales have developed a set of command arrangements and capabilities that are world class. The CT

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commanders play a central role in these arrangements and, when deployed, unify command arrangements for local police, national CT police and other organisations to deal with deadly terrorist attacks. We found there were sufficient CT commanders available to respond and sustain the command and control arrangements that would be necessary to deal with a series of simultaneous terrorist attacks.

The level of responsibility ascribed to CT commanders is very high, and it is important that they are able to carry out their duties to a very high standard. Initial training, continuous professional development (CPD) and a programme of training exercises all provide realistic scenarios that enable CT commanders to test and update their skills and experience. All current CT commanders meet a sensible and pragmatic set of role requirements, but there are opportunities to improve the continuing development of CT commanders through the CPD programme.

Among officers we spoke to, there was generally a good level of understanding about the role of the CT commander, but we think more can be done to increase knowledge of the role within forces and within the national CT network.[52]

Because of the sensitive nature of CT work and legal constraints on HMIC that are in place to protect national security, we did not publish the full report.

Best Use of Stop and Search (BUSS) scheme

In 2014, the Home Office and the College of Policing launched the Best Use of Stop and Search (BUSS) scheme, which aims to "achieve greater transparency, community involvement in the use of stop and search powers and to support a more intelligence-led approach, leading to better outcomes."[53]

The features of the scheme are data-recording and publishing, introduction of lay observation policies, introduction of a community complaints trigger, reducing the use of 'no-suspicion' stop and search encounters,[54] and monitoring the impact of stop and search, particularly on young people and people from black and minority ethnic groups.

In 2015, as part of our PEEL legitimacy inspection, HMIC assessed the 43 forces' compliance with each feature of the BUSS scheme. We found that only 11 forces were complying with all five features of the scheme, 19 forces were not complying with one or two features of the scheme and 13 forces were not complying with three or more features.

In our 2015 report, we committed to revisiting the 13 forces not complying with three or more of the features. In February 2016, the Home Secretary suspended these 13 forces from the scheme.[55]

Findings of our revisit to 13 forces

Between 24 June 2016 and 5 August 2016, HMIC reviewed the 13 force websites, the police.uk website and documents submitted to us by the 13 forces, to reassess each force's compliance with each of the five features of the scheme.

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We intend to revisit the subject of stop and search powers as part of our PEEL inspection programme in 2017.

Compliant
Not compliant
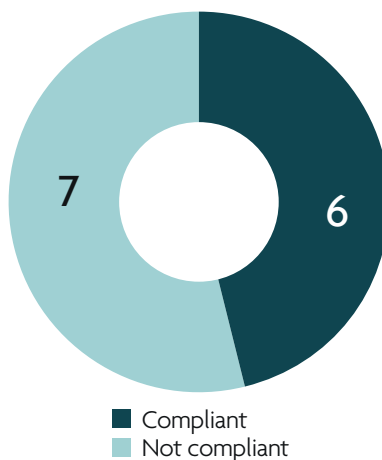
We found that six of the 13 forces were compliant with all features of the BUSS scheme: Cambridgeshire Constabulary, Cheshire Constabulary, Lancashire Constabulary, Northumbria Police, Warwickshire Police and West Mercia Police.

We were disappointed to find that six forces were not compliant with one feature of the scheme and one force – Gloucestershire Constabulary – was not compliant with two features of the scheme. However, improvements made since our revisit mean that we are now satisfied that all 13 forces have achieved compliance with all features of the scheme.

We believe that the scheme would benefit from clarification or amendment in some areas and we have, therefore, made recommendations to the Home Office and the College of Policing for

them to consider as part of their current review of the scheme.

Findings of our revisit to 19 forces

In November 2016, following a commission from the Home Secretary, we revisited the 19 forces that we had assessed in 2015 as not complying with one or two features of the BUSS scheme.[56]

Compliant
Not compliant
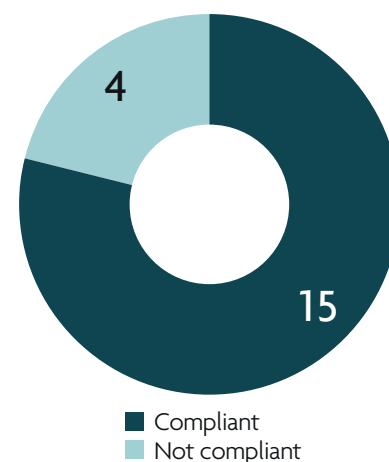
We found that 15 of the 19 forces were complying with the feature(s) with which they had not been previously complying. However, the remaining four forces were still not complying with one feature of the scheme.

Derbyshire Constabulary, Northamptonshire Police and South Yorkshire Police were not complying with the feature relating to recording and publishing outcomes, including the number of stop and search encounters in which the outcome was connected

to finding the item that was being searched for. Since our revisit, South Yorkshire Police has published the required information on its website and we are satisfied that the force is now compliant.

Greater Manchester Police was not complying with the feature which requires that 'no-suspicion' stop and search encounters are authorised by an officer above the rank of chief superintendent. Additionally, the form used to record authorisations had not been amended to be compliant with the scheme. Since our revisit, the force has amended its policy, updated its authorisation forms and communicated the amendments to relevant officers. We are satisfied that the force is now compliant.

We intend to revisit the subject of stop and search powers as part of our PEEL inspection programme in 2017.

Joint Emergency Services Interoperability

In times of emergency the 'blue light' services of ambulance, police and fire and rescue must work together to protect the public and save lives.

In April 2016, HMIC published a review into how effectively the Joint Emergency Services Interoperability Principles – known as JESIP – had been embedded into the work of the three emergency services. The review team was made up of representatives from HMIC, the police service, the Association of Ambulance Chief Executives, the Chief Fire Officers' Association,

and a representative of the Chief Fire and Rescue Adviser.

We found that understanding of JESIP among commanders was good, but it was poor among frontline operational staff. In all of the emergency services, the majority of middle and senior managers were aware that their service had adopted the JESIP joint doctrine; however, the same was only true among 48 percent of operational police officers (see figure 7).

We found a similar picture in relation to training: the majority of operational level staff, particularly in the police, had not received any JESIP training. Only 37 percent of operational staff across the three emergency services had received some form of JESIP training,
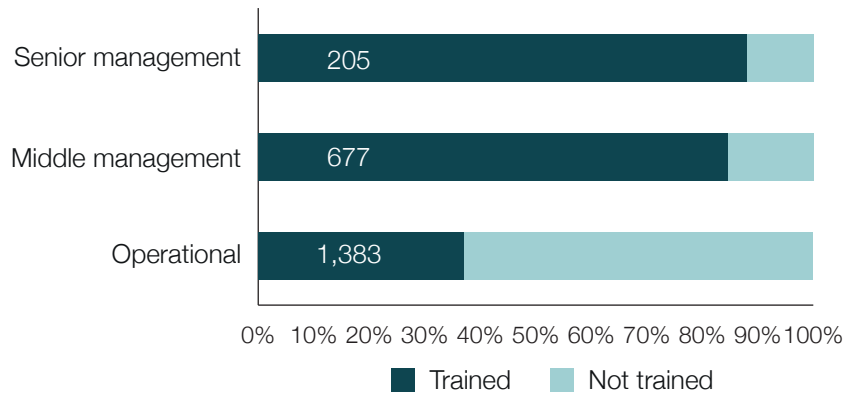
Figure 7:
The proportion of respondents within the three services who were aware that their service had adopted JESIP joint doctrine, by level of seniority
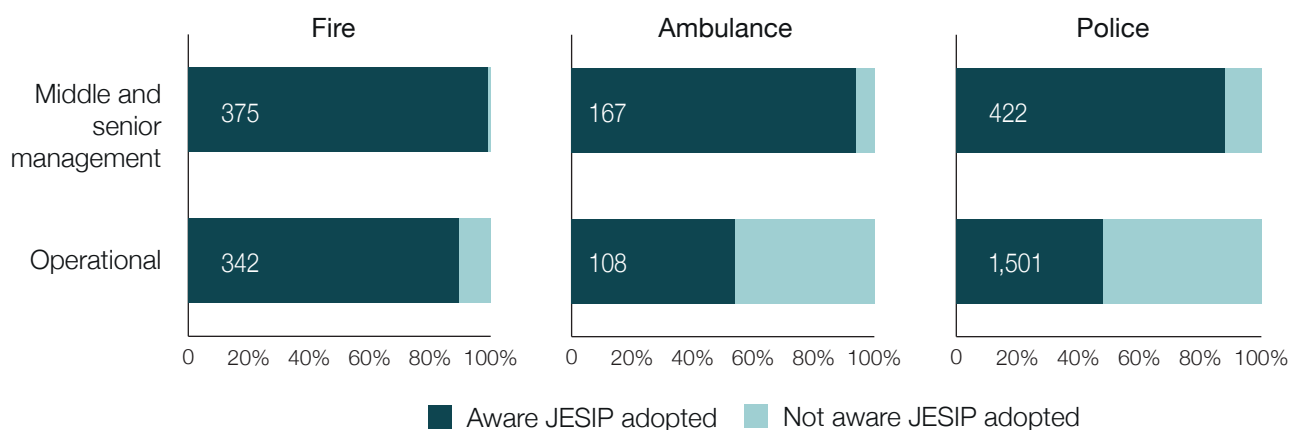
Source: Joint Emergency Services Interoperability Principles (JESIP): HMIC survey 2015

Figure 8:

The proportion of survey respondents from the three blue light services who have received some form of JESIP training, by level of seniority

Source: Joint Emergency Services Interoperability Principles (JESIP): HMIC survey 2015

compared with 85 percent of middle managers and 88 percent of senior managers (see figure 8).

JESIP's development has provided a structure and framework for the three

services to work together. One of its successes has been the ministerial oversight of the programme. With a centrally-funded team due to complete its work in the next two years,

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this strong oversight needs to continue. Overall, there is a nationally consistent commitment to joint working but this needs to be fully incorporated into the culture of each service.

National Crime Agency
In 2016, we published two inspection reports on the National Crime Agency (NCA). We inspected:

- the progress[57] made by the NCA in response to the recommendations and areas of improvement we identified in our 2015 inspection;[58] and

- the efficiency and effectiveness of the UK International Crime Bureau (UKICB) and its management of risk.[59]

Progress in relation to the findings of our 2015 inspection

We found that two out of the four recommendations made in our 2015 inspection report had been addressed. These were that efforts had been made to improve sharing of communications data capacity, and defining roles and responsibilities for strategic governance groups and co-ordinating committees.

At the time of our fieldwork, the remaining two recommendations (which concerned the lack of detail in strategic action plans and the lack of a process for monitoring progress against those plans) had not progressed sufficiently and therefore could not be discharged. However, work to address these recommendations was under way, and in December 2016 we judged that sufficient progress had been made also to discharge these recommendations.

In addition to making four recommendations, our 2015 inspection report listed 19 areas for improvement, aligned with four thematic areas (technology and intelligence analysis, information management processes, leading the national response, and internal communication and engagement). We found that appreciable progress had been made in all four thematic areas since our last inspection, and good progress had been made against many of the 19 areas that we identified as needing improvement.

Overall, we found that the NCA has been improving gradually since our 2014 inspection.

Overall, we found that the NCA has been improving gradually since our 2014 inspection.

The UKICB report

Our UKICB report concluded that, in general, the efficiency and effectiveness of the UKICB is good and improving. We also concluded that the efficiency of some aspects of the United Kingdom's extradition arrangements requires improvement.

Our report highlighted some areas of general concern and made recommendations for improvement in 13 specific areas. Of these, the areas of greatest concern related to the UKICB's limited use of the Police National Database and inefficiencies in extradition processes which involve the NCA, police forces and other organisations.

The Police Service of Northern Ireland

The Northern Ireland Minister of Justice commissioned HMIC to carry out an efficiency and effectiveness (vulnerability) inspection of the Police Service of Northern Ireland (PSNI) in 2015/16, based upon the relevant aspects of PEEL methodology.

Efficiency
The demands on policing in Northern Ireland are more wide-ranging than those experienced by most forces in England and Wales. Nonetheless, we found that the PSNI understood most of the demands it faced. The PSNI had more work to do with other organisations to understand hidden demands from people in local communities, in particular those who are vulnerable.

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On the whole, the PSNI's operating model matched resources to demand. The PSNI assessed demand and aimed to deploy its resources accordingly, in line with its organisational priority to keep people safe. However, the workforce model in place at the time of the inspection was unsustainable and relied heavily on overtime to meet short-term demands associated with security, and longer-term demands resulting from high sickness levels.

The service recognised this in its 2013 review of capability and resilience. Over the next three years, the PSNI's resilience will weaken; more than 20 percent of police officers will become eligible to retire and the PSNI is unclear about the skills that will be lost, and those that will be required from its workforce in the future.

Effectiveness (vulnerability)

The PSNI chief officer team has made the protection of vulnerable people a clear priority. Police officers and staff understood and shared this commitment. To translate this priority into practice, the PSNI has invested in the parts of its organisation which support vulnerable people, creating a dedicated public protection branch. However, the PSNI's response to missing children was not consistently good, nor was its response to domestic abuse.

Arrest rates for domestic abuse incidents were much lower for the PSNI than they were in England and Wales (see figure 9). The PSNI has identified tackling domestic abuse as a strategic priority, and officers and staff throughout the organisation recognised its importance. However, the PSNI needed

Arrest rates for domestic abuse incidents were much lower for the PSNI than they were in England and Wales.

Figure 9:
Arrest rates for domestic abuse incidents in the 12 months to 31 March 2015 in England and Wales and Northern Ireland

Domestic abuse arrest rate
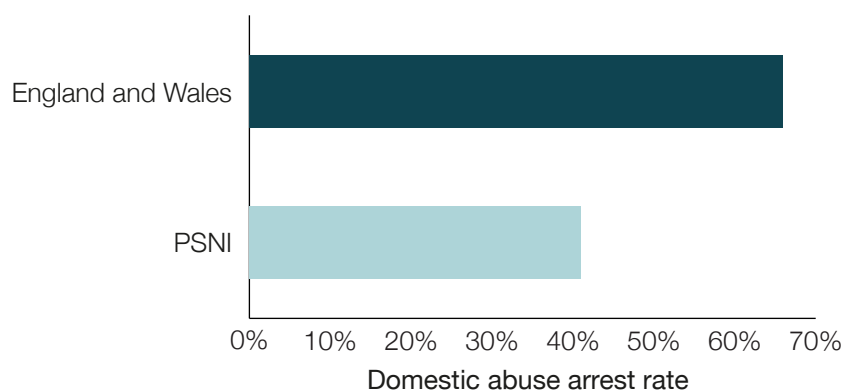
to improve in a number of important respects, including: clarifying who has responsibility for making referrals to other agencies; improving partnership working in multi-agency risk assessment conferences for high-risk domestic abuse victims; and establishing clear responsibility for safeguarding duties in relation to medium and standard-risk victims.

Despite efforts that the PSNI has made to understand child sexual exploitation, we found that more work was required. Work was needed to train specialists and frontline staff, and to develop links with private sector companies including hotels, fast-food outlets and taxi drivers; all have a part to play in gathering intelligence and preventing child sexual exploitation.

Royal Gibraltar Police

HMIC was invited by the Gibraltar Police Authority to inspect the Royal Gibraltar Police. Our terms of reference were to conduct:

a) a review of leadership and associated human resources working practices including the complaints procedure, provision for the well-being of staff and an ethical culture;

b) a review of crime prevention and investigation performance, an audit of crime-recording, and an assessment of victim care and support; and

c) an assessment of demand, of resource capacity and capability, and how resource is matched to meet demand.

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We found that the Royal Gibraltar Police was generally well led. Senior officers were visible and had good oversight of policing activity. There was a committed workforce, actively engaged with the public, with a strong sense of pride, a clear direction and, as it was described to us, a 'one-team' culture.

Also, we found that, generally, the prevention and investigation of crime and care for victims was effective. However, there were five areas in which we found scope for the force to make improvements. These areas were: auditing of crime records; recording practice for detected crime; supervision of investigations; identification of vulnerable and repeat victims; and the extent of partnership working.

We found that the Royal Gibraltar Police was committed to meeting all demands, which led to high levels of public confidence and satisfaction but placed major pressures on the workforce.

The force was not well placed to understand the demands it faced due to the limitations created by paper-based systems and computer databases that were not integrated. In addition, in an environment where the economy is growing rapidly and where it can reasonably be expected that demand for policing will also grow, we found several constraints on how the Royal Gibraltar Police can use its budget. The force needs guidance that sets out the funding formula, including the associated criteria, thresholds and conditions that need to be met for the force to receive the resources it needs.

Royal Navy Police

This inspection focused on three areas: the strategic leadership and direction of the Royal Navy Police (RNP); oversight to ensure that investigations are kept free from improper interference; and how well the RNP uses the National Intelligence Model.[60]

We found that the role of the RNP was comprehensively and consistently defined in various documents. We spoke to RNP personnel who understood their role. The Provost Marshal (Navy) had circulated to RNP personnel comprehensive guidance on his expectations for the quality of investigations.

However, we found limitations in the command arrangements because the Provost Marshal (Navy) did not have control of most RNP personnel. We found some evidence that supported concerns

There were five areas in which we found scope for the Royal Gibraltar Police to make improvements.

In October 2016 alone, 11.3 million PNC checks were carried out.

raised by RNP personnel in relation to a lack of clarity and understanding of their role across the wider Royal Navy; the Royal Navy needs to understand the full extent of tasks RNP personnel undertake.

We found that the RNP had an in-house training programme in which the identification and care of victims featured strongly, although we did not find any evidence of the RNP seeking to obtain feedback from victims on the quality of service provided. The range of training courses provided by the RNP was sufficient, although the courses would benefit from accreditation.

We considered that succession planning was not always adequate and that extended tenure arrangements should apply to certain posts that require considerable investment in training.

The RNP has well-established management structures and effective reporting systems. RNP personnel and commanding officers elsewhere in the Royal Navy understood their responsibilities. The Provost Marshal (Navy) made good use of various internal and external governance arrangements to provide him with assurance, but the RNP would benefit from the

introduction of a structured process by which the independence and overall quality of its investigations are reviewed by other relevant professionals.

RNP meetings were well structured and complied with the National Intelligence Model *Code of Practice*.[61] Personnel had a good understanding of the National Intelligence Model and they had ready access to policies and documents. The RNP's analytical products provided clear direction and guidance in relation to force priorities, but the force strategic assessment did not identify future demands adequately. The Strategic Tasking and Co-ordination Group identified priorities that influenced planning and resourcing in the short term but not the long term.

Use of the PNC by non-police organisations
The Police National Computer (PNC) is an essential law enforcement tool. It is used by all police forces and various non-police organisations, giving them access to records for six million people and 46 million vehicles. In October 2016 alone, 11.3 million PNC checks were carried out.

Following a 2011 review by the Government's independent adviser on

criminality information,[62] we included in our inspection programme the non-police organisations which also use the PNC. In May 2016, we published reports on our inspections in ten such organisations:

- Royal Mail Group Ltd (pilot inspection only)
- Post Office Ltd
- National Air Traffic Control Service (NATS Holdings Ltd)
- Gangmasters Licensing Authority
- Natural Resources Wales
- Children and Family Court Advisory Support Service (Cafcass)
- Scottish Society for the Prevention of Cruelty to Animals (SSPCA)
- Environment Agency
- Financial Conduct Authority
- Thurrock Council.

These inspections revealed that the supply agreements[63] were out of date and in urgent need of review. We advised the Home Office, which has taken remedial action.

Overall, we found that the organisations we inspected have good security in place to protect the PNC data and that most – but not all – have strong audit procedures to check that their staff are accessing the PNC for legitimate purposes.

By December 2016, eight forces had been inspected, focusing on child sexual exploitation and those children living with domestic abuse.

In all our inspections, we observed respectful and positive interactions between custody staff and detainees.

Our joint inspections

Joint targeted area inspections

In 2015, a programme of joint targeted area child protection inspections was launched by Ofsted, the Care Quality Commission (CQC), HMIC and Her Majesty's Inspectorate of Probation (HMI Probation). These short, targeted inspections are carried out on a multi-agency basis. The inspections test the effectiveness of arrangements and services for children in need of help and protection in local authority areas in England.

By December 2016, eight forces had been inspected, with a focus on child sexual exploitation and those children living with domestic abuse. Findings from the inspections have shown that effective joint work to support children at risk of sexual exploitation and domestic violence is possible but more needs to be done to ensure that all children and young people receive consistently good support from all agencies and in all areas. Poor practice by some professionals and agencies means that some children at risk of exploitation and abuse still do not get the response they need quickly enough.

Youth Offending Services inspections

We have continued our joint inspections of Youth Offending Services, led by Her Majesty's Inspectorate of Probation.[64]

Youth Offending Services are multi-agency teams, co-ordinated by local authorities, with the aim of reducing re-offending by young people. Police forces have a statutory responsibility to provide

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resources to the teams. By its very nature, a Youth Offending Service will deal with some of the most vulnerable young people.

In our inspections of the police contribution to the work of the Youth Offending Services in six force areas, we found that in general there was a good understanding of the importance of the commitment to provide resources.

Our recurring concerns include the lack of systems for making police intelligence available to partner organisations, which often leads to important errors and omissions. We are also concerned that in some Youth Offending Services, the police officers had not received training in MAPPA (described earlier in this report; see PEEL effectiveness section), and the most dangerous offenders were not necessarily being referred to MAPPAs when they should have been.

Custody

Since March 2016, we have published ten reports as part of our rolling programme of police custody inspections with Her Majesty's Inspectorate of Prisons. In April 2016, we introduced a revised version of *Expectations for police custody*[65] – the standards by which we inspect outcomes for detainees in police custody. Our inspections now have an increased focus on the use of force and the response to vulnerable people and children.

A number of police forces we inspected had invested in, or reduced and replaced, their custody suites, resulting in an improved environment for detainees. However, we continued to find ligature points[66] in many cells and communal areas, which forces were not always aware of.

In all our inspections, we observed respectful and positive interactions between custody staff and detainees. We found an increased understanding of how to meet the needs of children and vulnerable adults, although further improvement is needed to translate this into consistent practice. In general, the approach to risk assessment for detainees had improved and was leading to a good standard of detainee care.

We found that appreciable progress continued to be made in working with other organisations to deal with detainees with mental health problems. However, the number of people detained in custody as a place of safety under section 136 of the Mental Health Act 1983, although reducing, was still too high in some forces. Furthermore, people were waiting too long for transfer to beds in healthcare facilities. Also, we found that people detained for committing offences but who also displayed signs of mental health problems spent too long in custody waiting for mental health assessments.

Forces demonstrated a strong focus on avoiding children entering custody, making good use of alternatives such as voluntary attendance or community resolutions. However, despite some positive joint working with local authorities, alternative accommodation was rarely available for those children who were taken into custody, leading to children spending the night in a cell.

One of our principal concerns, resulting in recommendations for improvement in all but one of the forces we inspected, was the continuing lack of effective management systems for the scrutiny and oversight of the use of force. There was no, or very limited, monitoring of this to demonstrate to the forces' senior management teams, police and crime commissioners or the wider community whether the use

of force was justified and proportionate.

Achieving justice in a digital age

The digitisation of the criminal justice system is intended to result in a more modern, efficient and effective system. The aim is that the information about an offence recorded by an officer at the scene of a crime can flow through the system without any need for it to be rekeyed, copied, pasted or reworked.

This joint inspection[67] involved fieldwork in six forces to test how well digitisation is working, which included interviews with interested parties and observation of court cases.

A number of improvements have been made in these forces, and the criminal justice system has been modernised to some extent, but there remains a lot of work to be done to make the system fully digital.

There have been a number of very positive benefits as a result of digitisation, such as the installation of Wi-Fi in magistrates' courts, an online charging facility that allows the police and the Crown Prosecution Service (CPS) to prioritise workloads, and an app for prosecutors which enables cases to be updated online from the court in real time.

However, multiple ICT systems are still in use by the police, which means that information is transferred to the CPS in different ways. Digital media such as photographs, CCTV and body-worn video footage, and recordings of interviews and 999 calls are still having to be transferred using discs rather than online, leading to significant security risks. Furthermore, agencies still have to input some paper documents manually, creating a duplication of effort.

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HMIC's monitoring arrangements

In addition to our programme of inspections, HMIC routinely monitors police forces in order to promote improvements in police practice. We use performance information from a variety of different sources to do this. These include our time spent in police forces, documents and data provided by police forces, media stories, research and assessments made by other organisations.

On occasion, analysis of this information will identify a concern about a force's performance. Should this happen, one of the HMIs will raise the concern with the relevant chief constable and the police and crime commissioner.[68] If the concern about performance persists or deepens, the HMI may apply a greater level of scrutiny.

The HMIs are supported in the monitoring arrangements by representatives of organisations that include the National Police Chiefs' Council (NPCC), the College of Policing, the Association of Police and Crime Commissioners (APCC) and the Home Office. Representatives of these organisations meet to consider those forces that are of the greatest concern to HMIC; this group is called the crime and policing monitoring group.

During 2016, we undertook a detailed review of our monitoring arrangements, which identified several opportunities for improvement. We have therefore started work to refine our monitoring arrangements and align them more closely with our inspections, including the PEEL programme. As part of this work, we will clarify the roles and responsibilities of those who operate the monitoring arrangements, those who participate in monitoring and those who are subject to monitoring.

The new arrangements will remain a tiered approach. Decisions about the level of scrutiny required for a particular force will be taken by the responsible HMI, drawing on input from the members of the crime and policing monitoring group.

HMIs will broker support and advice for both the chief constables and police and crime commissioners of those forces that become subject to the higher levels of scrutiny. HMIC is working with the College of Policing, the NPCC and the APCC to develop this support and incorporate it into the monitoring arrangements.

This work will help ensure that our monitoring arrangements remain open and clear and that they continue to serve HMIC's purpose: promoting improvements in policing to make everyone safer.

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Part 3:
HMIC reports

439

reports published

HMIC reports

During the reporting period, HMIC published 439 reports, all of which are available on our website.

In addition to our work with the 43 Home Office forces, and the other inspectorates, HMIC carried out various other inspections. These formed part of our statutory duties to inspect non-Home Office police forces and certain other law enforcement agencies. We provided our reports to the relevant Secretaries of State, who laid them before Parliament. Subsequently, these reports were placed on the HMIC website www.justiceinspectorates.gov.uk/hmic/

HMIC also carried out a non-statutory inspection of the Royal Gibraltar Police. We provided this report to the Gibraltar Police Authority, which published it. Subsequently, we placed it on the HMIC website www.justiceinspectorates.gov.uk/hmic/

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In the pages that follow, we have set out the following details of the reports:

- the title of each inspection report;

- a short description of the inspection's focus;

- the names of the other inspectorates, for inspections carried out with other inspectorates;

- publication date of the report; and

- the name of the Inspector of Constabulary responsible for the inspection.

In addition, HMIC carried out the following assessments and reviews:

- two reviews of applications made by police and crime commissioners for Home Office Special Grant funding. Provisions for such funding exist to help forces to meet additional costs that would be incurred from policing unexpected and exceptional events within their areas;

- 13 assessments of the forces that were not complying with three or more features of the Best Use of Stop and Search (BUSS) scheme; and

- 19 assessments of the forces that were not complying with one or two features of the BUSS scheme.

The reports in respect of these reviews and assessments have been given to the commissioning bodies and feedback has been provided to the relevant forces.

HMIC also sat on the board which makes the recommendation to Ministers about the level of resources that should be agreed for eight forces under Home Office Special Grant funding.

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Key

● PEEL inspection

● Specialist inspection

● Joint inspections

● Commission

● Non-inspection publication

Reports published 24 February 2016 to 23 March 2017

PEEL inspections

Published:
7 July 2016

PEEL: Police effectiveness 2015 (vulnerability) revisit
A revisit inspection to four forces that were graded as inadequate during the PEEL effectiveness 2015 (vulnerability) inspection: Essex Police, Bedfordshire Police, Staffordshire Police and Surrey Police.

PEEL inspection
Lead HMI: Zoë Billingham

Published:
4 August 2016

PEEL: Police effectiveness (vulnerability) – Police Service of Northern Ireland
An inspection to look at PSNI's effectiveness at protecting from harm those who are vulnerable, and how it supports victims. HMIC looked at how the service responds to and supports missing children and victims of domestic abuse.

PEEL inspection
Lead HMI: Mike Cunningham

Published:
4 August 2016

PEEL: Police efficiency – Police Service of Northern Ireland
An inspection to assess how the force makes the best use of its available resources with the overall question: How efficient is the force at keeping people safe and reducing crime?

PEEL inspection
Lead HMI: Mike Cunningham

Published:
22 September 2016

Best Use of Stop and Search (BUSS) scheme
The findings of an HMIC revisit to the 13 forces that were not complying with three or more features of the Best Use of Stop and Search scheme during PEEL: Police legitimacy 2015.

PEEL inspection
Lead HMI: Mike Cunningham

PEEL: Police efficiency 2016
An inspection of 43 forces to examine how well forces understand the demand for their service and how well they match their resources to that demand; and an assessment of their efficiency.

Published:
3 November 2016

PEEL inspection
Lead HMI: Mike Cunningham

PEEL: Police legitimacy 2016
An inspection of 43 forces to look at the extent to which forces treat people with fairness and respect; ensure their workforces act ethically and lawfully; and whether those workforces feel they have been treated with fairness and respect by forces.

Published:
8 December 2016

PEEL inspection
Lead HMI: Mike Cunningham

PEEL: Police leadership 2016
An inspection of 43 forces to explore the degree to which leadership, at all ranks and grades, is understood within policing, how forces work to develop leadership capability and how well leadership is displayed by each force.

Published:
8 December 2016

PEEL inspection
Lead HMI: Mike Cunningham

Best Use of Stop and Search (BUSS) scheme
The findings of an HMIC revisit of the additional 19 forces that were not complying with one or two features of the Best Use of Stop and Search scheme during PEEL: Police legitimacy 2015.

Published:
2 February 2017

PEEL inspection
Lead HMI: Mike Cunningham

PEEL: Police effectiveness 2016
An inspection of 43 forces to assess the effectiveness of police forces in relation to how they carry out their responsibilities including cutting crime, protecting vulnerable people, tackling anti-social behaviour, and dealing with emergencies and other calls for service.

Published:
2 March 2017

PEEL inspection
Lead HMI: Zoë Billingham

Specialist inspections

National Child Protection Post-Inspection Review
Inspections to review the progress made in three forces (West Yorkshire Police, South Wales Police and Devon and Cornwall Police) since publication of their National Child Protection Inspection reports.

Published:
8 March 2016 –
20 July 2016

Specialist inspection
Lead HMI: Wendy Williams,
Mike Cunningham

Missing children: who cares? – The police response to missing and absent children
As part of the PEEL: Police effectiveness 2015 inspection, we assessed the police response to missing and absent children. In addition, we looked at forces' preparedness to tackle child sexual exploitation, because children who go missing are at greater risk of becoming a victim of this kind of offending.

Published:
23 March 2016

Specialist inspection
Lead HMI: Wendy Williams

Children's voices research report – Children and young people's perspectives on the police's role in safeguarding
Results of a research project commissioned by HMIC, carried out by the University of Bedfordshire, exploring the experiences of 45 children who had come into contact with the police because of concerns about their safety or wellbeing.

Published:
23 March 2016

Non-inspection publication
Lead HMI: Wendy Williams

National Child Protection Inspection
Three inspections into child protection work in Essex Police, the Metropolitan Police Service and Cumbria Constabulary. These are part of a rolling programme of inspections to examine child protection in police forces in England and Wales.

Published:
24 March 2016 –
26 January 2017

Specialist inspection
Lead HMI: Wendy Williams,
Zoë Billingham, Matt Parr, Mike Cunningham

The tri-service review of the Joint Emergency Services Interoperability Principles (JESIP)
An inspection of the extent to which the three emergency services have incorporated the principles of joint working into their preparation for responding to major incidents. The JESIP Ministerial Board commissioned an HMIC-led tri-service review across the three emergency services.

Published:
12 April 2016

Commission
Lead HMI: Mike Cunningham

Use of the Police National Computer by non-police organisations
An inspection into the use of the Police National Computer (PNC) by 10 non-police organisations which have access to the PNC. HMIC assessed whether the level of PNC access was appropriate for each organisation's needs, whether they were complying with the security operating procedures and whether they were making efficient and effective use of the PNC.

Published:
10 May 2016

Specialist inspection
Lead HMI: Stephen Otter

Royal Gibraltar Police: An inspection of leadership, crime management, demand and resources

An inspection of the force leadership, vision, values and culture; an assessment of crime prevention, investigation and victim care, and also a review of the demand on its services and resources.

Specialist inspection
Lead HMI: Stephen Otter

Published:
15 July 2016

An inspection of the National Crime Agency

An inspection of the National Crime Agency's progress against the recommendations made by HMIC in its 2015 report and the 19 areas for improvement described in the 2015 report.

Specialist inspection
Lead HMI: Mike Cunningham

Published:
21 July 2016

An inspection of the UK International Crime Bureau

An inspection of the UK International Crime Bureau (UKICB) – a function of the National Crime Agency. HMIC looked at whether risks are identified and mitigated in a timely and prioritised manner, and the efficiency and effectiveness of the UKICB.

Specialist inspection
Lead HMI: Mike Cunningham

Published:
21 July 2016

Crime data integrity inspection 2016

A rolling programme of inspections to assess the progress made by forces against recommendations set out in HMIC reports following a 2014 inspection of crime-recording in all police forces in England and Wales. Findings from seven forces have been published.

Specialist inspection
Lead HMI: Dru Sharpling,
Matt Parr

Published:
25 August 2016 –
9 February 2017

Royal Navy Police – An inspection of the leadership of the Royal Navy Police in relation to its investigations

An inspection of the effectiveness of strategic leadership, direction, oversight and governance to ensure investigations are kept free from improper interference, arrangements for monitoring investigations, and the use of the National Intelligence Model to identify strategic priorities.

Specialist inspection
Lead HMI: Dru Sharpling

Published:
15 September 2016

Royal Air Force Police – An inspection of the leadership of the Royal Air Force Police in relation to its investigations

An inspection of the effectiveness of strategic leadership, direction, oversight and governance to ensure investigations are kept free from improper interference, arrangements for monitoring investigations, and the use of the National Intelligence Model to identify strategic priorities.

Specialist inspection
Lead HMI: Dru Sharpling

Published:
30 January 2017

National Child Protection Inspection Re-Inspection

Re-inspections of Surrey Police and Essex Police following their National Child Protection Inspection reports, published in December 2015. These assessed the progress made by the forces.

Specialist inspection
Lead HMI: Wendy Williams,
Zoë Billingham

Published:
9 February 2017 –
23 February 2017

Joint inspections

Report on an unannounced inspection visit to police custody suites
A rolling programme of police custody inspections carried out jointly with HMI Prisons to evaluate strategy, treatment and conditions, individual rights and healthcare of people in custody.

Published:
23 March 2016 –
1 March 2017

Joint inspection by HMI Prisons and HMIC
Lead HMI: Dru Sharpling

Joint targeted area inspection of the multi-agency response to abuse and neglect
A series of joint inspections of the multi-agency response to abuse and neglect in eight local authority areas carried out by Ofsted, the Care Quality Commission (CQC), HMIC and HMI Probation. These inspections included a 'deep dive' focus on the responses to child sexual exploitation and children missing from home, care or education.

Published:
5 April 2016 –
1 February 2017

Joint inspection by Ofsted, CQC, HMIC, HMI Probation
Lead HMI: Wendy Williams

Delivering justice in a digital age
A joint inspection undertaken by Her Majesty's Crown Prosecution Service Inspectorate (HMCPSI) and HMIC to assess the progress made to date in the introduction of digitised case file information.

Published:
13 April 2016

Joint inspection by HMCPSI and HMIC
Lead HMI: Wendy Williams

Full joint inspections of youth offending work
A series of joint inspections carried out with HMI Probation into youth offending teams that are considered to have causes of concern. Youth offending teams in seven force areas were inspected.

Published:
12 May 2016 –
23 February 2017

Joint inspection by HMIC and HMI Probation
Lead HMI: Wendy Williams

'Time to listen' – a joined up response to child sexual exploitation and missing children
An overview of five joint targeted area inspections into child sexual exploitation and missing children, published from February to August 2016.

Published:
29 September 2016

Joint inspection by Ofsted, CQC, HMIC, HMI Probation
Lead HMI: Wendy Williams

Non-inspection publications

Inspection Programme and Framework 2016/17
HM Chief Inspector of Constabulary's 2016/17 Inspection Programme and Framework – prepared under Schedule 4A to the Police Act 1996.

Inspection Programme and Framework
Lead HMI: Sir Thomas Winsor

Published:
22 March 2016

Public views of policing in England and Wales
Results of the Ipsos MORI survey commissioned by HMIC covering the public's views and experiences of local policing.

Survey
Lead HMI: Mike Cunningham

Published:
31 August 2016

Rape Monitoring Group Local Area Data for 2015/16
A total of 42 local area digests that provide datasets which enable thorough analysis of how rape is dealt with in particular areas of England and Wales.

Data digest
Lead HMI: Wendy Williams

Published:
13 October 2016

HMIC Value for Money Profile 2016
A set of 43 full profiles based on data provided by the forces of England and Wales, which offers comparative analysis of a wide range of policing activities and highlights differences in expenditure and performance between forces.

Data profiles
Lead HMI: Mike Cunningham

Published:
17 November 2016

HMIC Summary Value for Money Profile 2016
A set of 43 summary profiles based on data provided by the forces of England and Wales, which provides comparative data on a wide range of policing activities and highlights differences in expenditure and performance.

Data profiles
Lead HMI: Mike Cunningham

Published:
17 November 2016

HMI assessment of forces
The overall assessments of 43 forces drawing together the assessments of effectiveness, efficiency and legitimacy with other insights gained during 2016. Also considers the operating context of each force and sets out each HMI's expectations for 2017 and beyond.

PEEL inspection
Lead HMI: Zoë Billingham, Mike Cunningham, Matt Parr, Wendy Williams

Published:
23 March 2017

State of Policing: The Annual Assessment of Policing in England and Wales 2016
A report on the carrying out of inspections under section 54(4A) of the Police Act 1996 (as amended by the Police Reform and Social Responsibility Act 2011), including Her Majesty's Chief Inspector of Constabulary's assessment of the efficiency and effectiveness of policing in England and Wales for the year 2016.

Annual assessment
Lead HMI: Sir Thomas Winsor

Published:
23 March 2017

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4. *State of Policing: The Annual Assessment of Policing in England and Wales 2015*, HMIC, London, February 2016, page 64. Available from: www.justiceinspectorates.gov.uk/hmic/publications/state-of-policing-the-annual-assessment-of-policing-in-england-and-wales-2015/

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9. Figures for December 2016, provided to HMIC by the Metropolitan Police Service.

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17. NSPCC website www.nspcc.org.uk

18. Section 81 of the Policing and Crime Act 2017 amends the Mental Health Act 1983 to place restrictions on places (including police stations) that may be used as a place of safety; see also *CentreForum Commission on Children and Young People's Mental Health: State of the Nation*, Emily Frith, London, April 2016, page 26. Available from: http://centreforum.org/live/wp-content/uploads/2016/04/State-of-the-Nation-report-web.pdf

19. *Op cit.*, page 5.

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21. *"Mistakes Were Made". HMIC's Review into Allegations and Intelligence Material Concerning Jimmy Savile Between 1964 and 2012*, HMIC, London, March 2013. Available from: http://www.justiceinspectorates.gov.uk/hmic/publications/mistakes-were-made/

22. The Police ICT Company is a private company established by police and crime commissioners to support policing to make the public safer through better IT.

23. It is not uncommon for legislation to require public bodies to "have regard to" guidance, codes of practice or other material. The effect is that the PCC and chief constable should follow the SPR unless they are satisfied that, in the particular circumstances, there are good reasons not to. The *Strategic Policing Requirement* is available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

24. HMI assessments www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/

25. HMIC website www.justiceinspectorates.gov.uk/hmic/

26. *Crime in England and Wales: year ending June 2016*, Office for National Statistics, June 2016. Available from: www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingjune2016

27. In April 2015, it became mandatory for all forces to return quarterly information to the Home Office on the number of crimes identified as being committed online (in full or in part). There are large variations in the proportion of offences identified by each force and there is anecdotal evidence to suggest that the electronic marker for identifying online crimes is currently underused. Work is continuing to improve the quality of the data submitted. It is likely that the proportion of offences committed online will increase.

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36. 'Incidents involving victims of domestic abuse' does not mean allegations that resulted from domestic abuse incidents, but that one or more of those involved other than the perpetrator was a victim of domestic abuse.

37. *The abuse of police powers to perpetrate sexual violence*, jointly published by IPCC and ACPO (now the National Police Chiefs' Council), September 2012. Available from:
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Promotion/police-leadership-guiding-principles/Pages/Police-leadership-guiding-
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39. Available from: www.policenow.org.uk/

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44. *Op cit*, paragraphs 1.24 and 1.25.

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46. To produce the seven force figures, simple weighting was applied to the individual force-recorded crime figures.

47. The confidence interval provides an estimated range of values within which the given population being examined is likely to fall. For example, if an audit found that 85 percent of crimes were correctly recorded with a confidence interval of +/– 3 percent, then we could be confident that between 82 percent and 88 percent of crimes were correctly recorded for the period being examined.

48. Direct comparisons cannot be made with the 2014 inspection findings at this stage, as these were not completed to a statistically robust level in each force, but for England and Wales only. The 2016 methodology provides for a statistically robust recording accuracy rate by force, but not for England and Wales.

49. *Crime-recording: making the victim count*, HMIC, November 2014, paragraph 7.92. Available at: www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/crime-recording-making-the-victim-count.pdf

50. Section 136A of the Mental Health Act 1983 (inserted by the Policing and Crime Act 2017) allows a police officer to remove an apparently mentally disordered adult (but not a child) from a public place to a police station as a place of safety. Police stations should only be used in exceptional circumstances and it is preferable for the person to be taken directly to healthcare facilities such as a hospital; *Code of Practice: Mental Health Act 1983*, Department of Health, 2008, paragraph 10.21. Available from: http://webarchive.nationalarchives.gov.uk/20130123193537/http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_084597

51. There are national policing arrangements in England and Wales to counter the threat of terrorism. Chief constables have agreed, under certain circumstances, to cede control of their resources to a police commander working on their behalf: the Senior National Co-ordinator for counter-terrorism ('the SNC'). The SNC in turn appoints a police counter-terrorism commander to lead the response by police and counter-terrorism agencies.

52. A series of regional counter-terrorism policing units that have been established across England and Wales. Their role includes gathering intelligence and evidence to help prevent, disrupt and prosecute terrorist activities.

53. *Best Use of Stop and Search Scheme*, Home Office and College of Policing, 2014, page 2. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/346922/Best_Use_of_Stop_and_Search_Scheme_v3.0_v2.pdf

54. Section 60 of the Criminal Justice and Public Order Act 1994 allows a police officer, in places authorised by an officer of inspector rank, to stop and search people without having reasonable grounds to suspect the person to be searched is in possession of a stolen or prohibited item.

55. The 13 forces: Cambridgeshire Constabulary, Cheshire Constabulary, Cumbria Constabulary, Gloucestershire Constabulary, Lancashire Constabulary, Leicestershire Police, Lincolnshire Police, Northumbria Police, Staffordshire Police, South Wales Police, Warwickshire Police, West Mercia Police and Wiltshire Police.

56. The 19 forces: City of London Police, Cleveland Police, Derbyshire Constabulary, Devon and Cornwall Police, Dorset Police, Durham Constabulary, Essex Police, Greater Manchester Police, Hertfordshire Constabulary, Humberside Police, Kent Police, Merseyside Police, Metropolitan Police Service, Northamptonshire Police, North Wales Police, North Yorkshire Police, South Yorkshire Police, Surrey Police and West Midlands Police.

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61. *National Intelligence Model Code of Practice*, Home Office and National Centre for Policing Excellence, 2005. Available at: http://library.college.police.uk/docs/npia/NIM-Code-of-Practice.pdf

62. *A Common Sense Approach: a review of the criminal records regime in England and Wales, Report on Phase 2,* Sunita Mason, 30 November 2011, page 35: *"... once access has been granted, it is vital to have effective auditing arrangements to check it is being used appropriately and in line with the agreed conditions. HMIC has strong expertise in this area and their audit role should be extended to cover all PNC users, with the users agreeing to meet the cost of the audit."*

63. A supply agreement is a document signed by the Home Office and each individual organisation agreeing to PNC access. The document includes the responsibilities of each party to ensure that access to the PNC continues. There is a review date included in each supply agreement.

64. Other inspectorates covering health, children's social care, education and training are also involved.

65. *Expectations for police custody: Criteria for assessing the treatment of and conditions for detainees in police custody*, HMIC, April 2012. Available from: www.justiceinspectorates. gov.uk/hmic/publications/expectations-police-custody-criteria/

66. A ligature point is a point which could be used to support a noose or other strangulation device. Such points represent major risks to suicidal detainees.

67. *Delivering justice in a digital age: a joint inspection of a digital case preparation and presentation in the criminal justice system*, HM Crown Prosecution Service Inspectorate and HMIC, April 2016. Available at: www.justiceinspectorates.gov.uk/hmic/wp-content/ uploads/delivering-justice-in-a-digital-age.pdf

68. Different arrangements apply concerning the leadership and oversight of the two London police forces. Should concerns be identified in respect of the Metropolitan Police Service, they will be raised with the Commissioner of Police of the Metropolis and the Mayor's Office for Policing and Crime. Should concerns be raised in respect of the City of London Police, they will be raised with the Commissioner of City of London Police and the City of London Police Committee.

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ANNEXES

ANNEX A:
Police force areas

HMIC was
established in

1856

ANNEX B:
About HMIC

History

Her Majesty's Inspectorate of Constabulary was established in 1856, under the same statute that required every county and borough which had not already done so to establish and maintain a permanent salaried police force (the County and Borough Police Act 1856).

The 1856 Act authorised the appointment of three Inspectors of Constabulary in England and Wales, whose duty it was to "inquire into the state and efficiency of the police" (section 15). It also introduced the concept of annual inspection.

The first Chief Inspector of Constabulary was appointed in 1962, as part of a major package of reforms to improve police governance and expand the role of the Inspectorate.

The Inspectorate's role and influence have evolved over the last century and a half. Most of its current functions are set out in the Police Act 1996 (as amended by the Police Reform and Social Responsibility Act 2011 and the Policing and Crime Act 2017).

HMIC is independent of both the police service and the Government. Both its independence and inspection rights are vested in Her Majesty's Inspectors, who are Crown appointees (section 54(1), Police Act 1996).

Statutory responsibilities

Inspection of territorial police forces in England and Wales

HMIC has statutory powers to inspect and can be commissioned to inspect as follows:

- HMIC must inspect and report on the efficiency and effectiveness of every police force maintained for a police area (section 54(2), Police Act 1996).

- The Secretary of State may at any time require the Inspectors of Constabulary to carry out an inspection of a police force maintained for any police area (section 54(2B), Police Act 1996).

- The Home Secretary may also from time to time direct the Inspectors of Constabulary to carry out such other duties for the purpose of furthering

Police Act
1996

police efficiency and effectiveness as she may specify (section 54(3), Police Act 1996).

- The local policing body for a police area may at any time request the Inspectors of Constabulary to carry out an inspection of a police force maintained for the police area in question (section 54(2BA), Police Act 1996).

Inspection of other police forces and agencies

HMIC also has statutory duties to inspect other police forces and agencies, whose remits are not limited to a particular territorial area. Instead, they police specific areas of infrastructure or particular types of crime. In these cases, HMIC's report is given to whichever government body is responsible for the activity in question.

HMIC has a duty to inspect the following:

- Armed Forces Police – Royal Navy, Royal Military, Royal Air Force Police (section 321A, Armed Forces Act 2006 inserted by section 4 of the Armed Forces Act 2011);

- British Transport Police (section 63, Railways and Transport Safety Act 2003);

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- Civil Nuclear Constabulary (section 62, Energy Act 2004);

- HM Revenue and Customs (section 27, Commissioners for Revenue and Customs Act 2005, and the Revenue and Customs (Inspections) Regulations 2005 (SI 2005/1133));

- Ministry of Defence Police (section 4B, Ministry of Defence Police Act 1987);

- Police Service of Northern Ireland (section 41, Police (Northern Ireland) Act 1998, subject to appointment by the Department of Justice, Northern Ireland);

- National Crime Agency (section 11, Crime and Courts Act 2013); and

- Customs functions (section 29, Borders, Citizenship and Immigration Act 2009, and the Customs (Inspections by Her Majesty's Inspectors of Constabulary and the Scottish Inspectors) Regulations 2012 (SI 2012/2840)).

The Policing and Crime Act 2017 which received Royal Assent on 31 January 2017 will enhance the democratic accountability of police forces and fire and rescue services, improve the efficiency and effectiveness of emergency

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services through closer collaboration, and build public confidence in policing.

Provisions have been included in the Act to strengthen powers to inspect fire and rescue services currently contained in the Fire and Rescue Services Act 2004. HMIC was asked to develop options for how it would take on the inspection of fire and rescue services. A detailed proposal has been submitted to the Home Office. This contemplates a risk-based and proportionate programme of inspections focusing on the effectiveness, efficiency and leadership of fire and rescue services. We expect Ministers to make a decision in 2017 as to whether HMIC should be asked to assume and discharge this additional responsibility.

Powers in relation to inspections by others
Where HM Chief Inspector of Constabulary (HMCIC) considers that a proposed inspection by another specified inspectorate, relating to matters within HMCIC's remit, would impose an unreasonable burden on the body to be inspected, he may require the other body not to carry out that inspection, or not to do so in a particular

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manner (paragraph 3 of Schedule 4A to the Police Act 1996).

Collaborative working
The long history of collaborative working between the criminal justice inspectorates – of Constabulary, the Crown Prosecution Service, Prisons and the National Probation Service – was placed on a statutory footing through the Police Act 1996 (as amended by the Police Reform and Social Responsibility Act 2011).

Schedule 4A to the 1996 Act provides that the Inspectors of Constabulary:

- must cooperate with other specified inspectorates where it is appropriate to do so for the efficient and effective discharge of their functions (paragraph 4);

- may draw up a joint inspection programme with other specified inspectorates (paragraph 5); and

- may give notice to other specified inspectorates not to carry out an inspection, or not to do so in a specified manner, where HMCIC considers that such inspection would impose an unreasonable burden (paragraph 3).

Publication of reports
HMIC must arrange for all reports prepared under section 54 of the Police Act 1996 to be published in such a manner as appears to the Inspectors to be appropriate (section 55(1), Police Act 1996).

HMIC must exclude from publication anything that the Inspectors consider would be against the

interests of national security or might jeopardise the safety of any person (section 55(2), Police Act 1996).

HMIC must send a copy of every published report to the Secretary of State, the local policing body maintaining the police force to which the report relates, the chief officer for that police force and the police and crime panel for that police area (section 55(3), Police Act 1996).

HMCIC must in each year submit to the Secretary of State a report on the carrying out of inspections and (HMCIC) must lay a

copy of this report before Parliament (section 54(4), Police Act 1996). The report must include HMCIC's assessment of the efficiency and effectiveness of policing in England and Wales for that year (section 54(4A), Police Act 1996).

Production of the HMIC inspection framework
HMCIC has a duty from time to time to prepare, consult on and publish an inspection framework (paragraph 2 of Schedule 4A to the Police Act 1996). HMCIC must obtain the approval of the Home Secretary to the inspection framework, and then lay

this framework before Parliament (paragraphs 2(2A) – (2B) of Schedule 4A to the Police Act 1996).

Monitoring complaints

It is the duty of every Inspector of Constabulary, carrying out his functions in relation to a police force, to ensure that he is kept informed about all matters concerning complaints and misconduct in relation to that police force (section 15(1), Police Reform Act 2002).

The Policing and Crime Act 2017 contains provisions for the establishment of a system of super-complaints.

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A super-complaint is a complaint made to HMCIC 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 regime will also apply to the National Crime Agency.

Only a body designated by the Home Secretary may make a super-complaint. The Act provides for the Home Secretary to make regulations about which bodies may be designated, and the criteria to be applied in making such decisions.

The Act also makes provision for the involvement of the College of Policing and the Independent Police Complaints Commission in super-complaints. Although super-complaints must be made first to HMIC, there will be a process – to be set out in regulations – specifying how super-complaints are to be dealt with and who will deal with them.

Misconduct proceedings

In misconduct proceedings for chief constables and other senior officers above the rank of chief superintendent, HMCIC or an HMI nominated by him will sit on the panel for misconduct meetings and misconduct hearings (Police (Conduct) Regulations 2012 (SI 2012/2632), regulation 26). For all chief officer ranks (including chief constables), HMCIC or an HMI nominated by him will sit on any police appeals tribunal – Police Act 1996, Schedule 6, paragraph 1.

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Removal of senior officers
If a police and crime commissioner is proposing to call upon a chief constable or other senior officer to retire or resign, he is required to invite HMCIC to provide (who must then provide) written views on the proposed removal and the police and crime commissioner must have regard to those views (Police Regulations 2003 (SI 2003/527), regulations 11A and 11B).

The police and crime panel may consult HMCIC before making a recommendation to the police and crime commissioner on the dismissal of a chief constable (Police Reform and Social Responsibility Act 2011, Schedule 8, paragraph 15).

HMIC's powers
Amendments made by the Police Reform and Social Responsibility Act 2011 to the Police Act 1996 have strengthened the inspectorate's role as a policing body independent of both the Government and the police, making it more fully accountable to the public and to Parliament.

Access to documents and premises

The chief officer of police is required to provide Inspectors with information, documents, evidence or other things that the Inspector may specify as are required for the purposes of inspection (paragraph 6A of Schedule 4A to the Police Act 1996). The chief officer is also required for the purposes of inspection to secure access for Inspectors to premises occupied for the purposes of that force and to documents and other things on those premises (paragraph 6B of Schedule 4B to the Police Act 1996).

Further powers for HMIC to obtain information and access to police premises are created by section 36 of the Policing and Crime Act 2017.

Power to delegate functions

An Inspector of Constabulary has the power to delegate any of his functions to another public authority (paragraph 1 of Schedule 4A to the Police Act 1996).

Power to act jointly with another public body

HMIC can act jointly with another public body where it is appropriate to do so for the efficient and effective discharge of its functions (paragraph 5(1) of Schedule 4A to the Police Act 1996).

Power to provide assistance to any other public authority

HMCIC may, if he thinks it appropriate, provide assistance to any other public authority for the purpose of the exercise by that authority of its functions. Such assistance may be provided under such terms (including terms as to payment) as HMCIC sees fit (paragraph 6 of Schedule 4A to the Police Act 1996).

Staffing

HMIC's workforce comprises the Inspectors of Constabulary, civil servants, police officers and staff secondees. In addition to these staff, HMIC has a register of associate inspectors.

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The biography for each of the Inspectors of Constabulary can be found on HMIC's website:

www.justiceinspectorates.
gov.uk/hmic/about-us/who-
we-are/

Who we are

Her Majesty's Chief Inspector of Constabulary

Sir Thomas Winsor
In October 2012, Sir Thomas was appointed as Her Majesty's Chief Inspector of Constabulary. He is the first holder of that office to come from a non-policing background.

Her Majesty's Inspectors of Constabulary

Zoë Billingham
Zoë Billingham is Her Majesty's Inspector for the Eastern Region.

Michael Cunningham
Michael Cunningham QPM is Her Majesty's Inspector for the Northern Region.

Matt Parr
Matt Parr CB is Her Majesty's Inspector for the National and London Regions.

Dru Sharpling
Dru Sharpling CBE is Her Majesty's Inspector and also sits on the panel of the Independent Inquiry into Child Sexual Abuse.

Wendy Williams
Wendy Williams is Her Majesty's Inspector for the Wales and Western Region.

Accountability

The County and Borough Police Act 1856 provided for the appointment of the first Inspectors of Constabulary, and required them to inspect and report on the efficiency and effectiveness of most of the police forces in England and Wales. HMIC's principal role has not changed materially since then, except that its remit now covers the 43 forces in England and Wales, and a number of other forces and agencies, either automatically or on request. Its principal empowering statute is now the Police Act 1996.

Independence does not mean that there is a lack of accountability

There are currently six Inspectors of Constabulary; they are neither civil servants nor police officers. They are appointed by the Crown for a fixed term of up to five years. HMIC is therefore independent of the police, Government, police and crime commissioners (and their London equivalents), other agencies in the criminal justice system and all outside parties. However, independence does not mean that there is a lack of accountability. HMIC is accountable in the following ways:

- its statutory duties, enforceable through judicial review or by action for breach of statutory duty;
- its obligation to submit an annual report to the Home Secretary under section 54 of the Police Act 1996; each report must be published and laid before Parliament: section 54(4), Police Act 1996;
- its obligation to lay before Parliament a copy of each inspection programme and inspection framework: Police Act 1996, schedule 4A, paragraph 2(2A)(a));
- written Parliamentary questions;
- its obligation to give written and oral evidence to Committees of Parliament, including the Home Affairs Select Committee, the Public Accounts Committee and any other select committee which may require HMIC to give evidence;
- its obligation to carry out other duties as the Home Secretary may direct: section 54 (3), Police Act 1996;
- its obligation to comply with the rules of administrative law and the rules of good public administration, enforceable in the High Court by judicial review.

As a public body, HMIC is also subject to the legal obligations imposed on public authorities, including:

- Official Secrets Acts 1911 and 1989;
- Health and Safety at Work etc. Act 1974;
- Data Protection Act 1998;
- Human Rights Act 1998;
- Freedom of Information Act 2000;
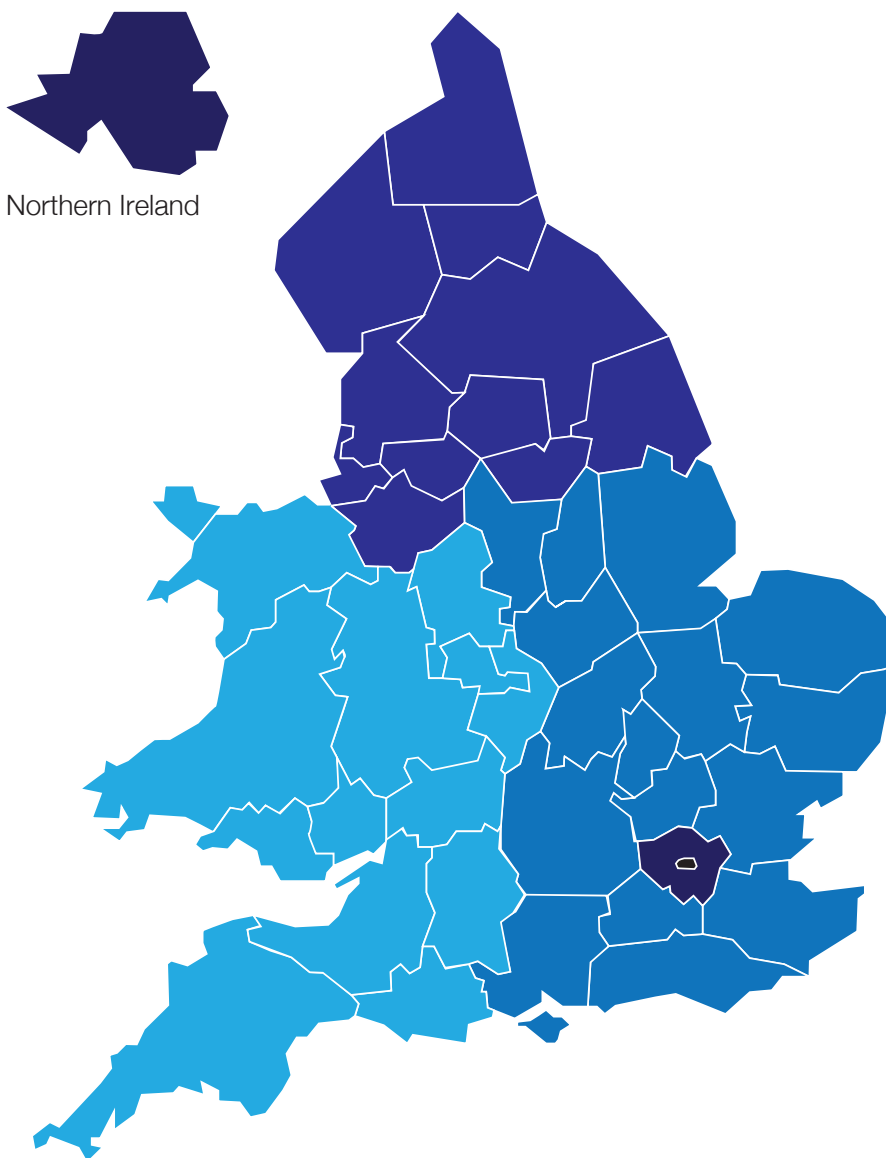- Equality Act 2010.

HMIC receives funding from the Home Office and is accountable to the Home Office for its expenditure even though it is neither a subsidiary nor a part of the Home Office.

HMIC has established a number of concordats with others which set out the relationship or working arrangements between them. These are:

- a concordat with the Home Office which explains the material parts of the relationship between the two organisations. The concordat specifies at a high level the role of each organisation in relation to the other, and the responsibilities of the principal individuals involved in running, sponsoring and overseeing HMIC's affairs. The concordat is published on HMIC's website;

- a concordat with the College of Policing. As both have complementary purposes and different powers by which those purposes are to be achieved, the concordat specifies the common understanding and intended approach of each body in its relations with the other in respect of their roles and responsibilities;

- a concordat with the College of Policing and the Independent Police Complaints Commission. The concordat specifies the common understanding and intended approach of each body in its relations with the other in respect of their roles and responsibilities.

In addition, HMIC has a statutory duty to co-operate with the other criminal justice inspectorates, namely those concerned with the Crown Prosecution Service and the probation and prisons services, and the other named inspectorates set out in paragraph 4, Schedule 4A, Police and Justice Act 2006. Our obligations with regard to joint inspections are set out in paragraphs 2–5 of that schedule and those inspections are reported on earlier in this assessment.

HMIC regions

The National and London regions' responsibilities include:

Metropolitan Police Service
City of London Police
National Crime Agency
British Transport Police
Civil Nuclear Constabulary
Ministry of Defence Police
Armed Forces Police
Guernsey Police
Royal Gibraltar Police
States of Jersey Police
Isle of Man Constabulary
HM Revenue and Customs
others by invitation.

Northern Ireland

- Northern region
- Eastern region
- National and London regions
- Wales and Western region

HMIC purpose, values and objectives

Strong, clear values provide the foundation for a strong organisation. Our values of respect, honesty, independence, integrity and fairness are at the heart of how we operate; they act as a touchstone to help both individuals and HMIC as a whole to make decisions.

Demonstrate our values in everything we do

Conduct informed, independent and evidence-based inspections

Ensure that our staff have the skills, knowledge and support to do their jobs

Respect

Honesty

HMIC

Promoting improvements in policing to make everyone safer

Integrity

Independence

Fairness

Provide value for money

Report our inspection findings/analysis in a clear and compelling way

Work with others to promote improvements in policing

ANNEX C:
Peelian Principles

Sir Robert Peel became Home Secretary in 1822 and in 1829 established the first full-time, professional and centrally-organised police force in England and Wales, for the Greater London area. The reforms were based on a philosophy that the power of the police comes from the common consent of the public, as opposed to the power of the state. This philosophy is underpinned by nine principles which have shaped HMIC's approach when assessing forces.

1 The basic mission for which the police exist is to **prevent crime and disorder**.

2 The ability of the police to perform their duties is dependent **upon public approval** of police actions.

3 Police must **secure the willing co-operation of the public** in voluntary observance of the law to be able to secure and maintain the respect of the public.

4 The degree of **co-operation of the public** that can be secured diminishes proportionately to the necessity of the use of physical force.

5 Police seek and preserve public favour not by pandering to public opinion but by constantly demonstrating absolute **impartial service to the law**.

6 Police use **physical force to the extent necessary** to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient.

7 Police, at all times, should **maintain a relationship with the public** that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.

8 Police should always direct their action strictly towards their functions and **never appear to usurp the powers of the judiciary**.

9 The test of **police efficiency is the absence of crime and disorder**, not the visible evidence of police action in dealing with it.

82%

of HMIC's funding is spent on its workforce

ANNEX D: Finances

HMIC is funded principally by the Home Office. In addition, HMIC receives funds for inspections commissioned by others (such as the Police Service of Northern Ireland).

HMIC spends 82 percent of its funding on its workforce, with the remainder spent on travel, subsistence, accommodation and other expenses.

Expenditure breakdown 2015/16
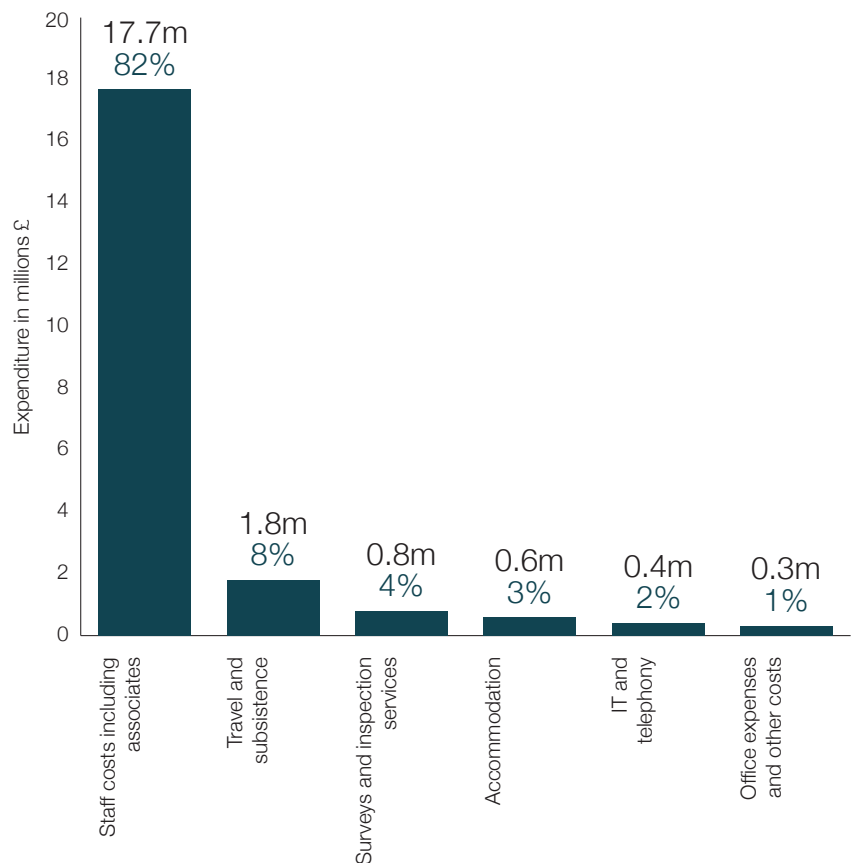
Bar chart — Expenditure in millions £:
- Staff costs including associates: 17.7m, 82%
- Travel and subsistence: 1.8m, 8%
- Surveys and inspection services: 0.8m, 4%
- Accommodation: 0.6m, 3%
- IT and telephony: 0.4m, 2%
- Office expenses and other costs: 0.3m, 1%

Staffing

HMIC's workforce comprises the Inspectors of Constabulary, civil servants, police officers and staff secondees. In addition to these staff, HMIC has a register of associate inspectors.

231
members of staff

Staffing breakdown 2015/16

Numbers of staff

Category	Value
Permanent staff	113
Police secondees	75
Fixed-term appointments	28
Police staff	5
Other government departments	10
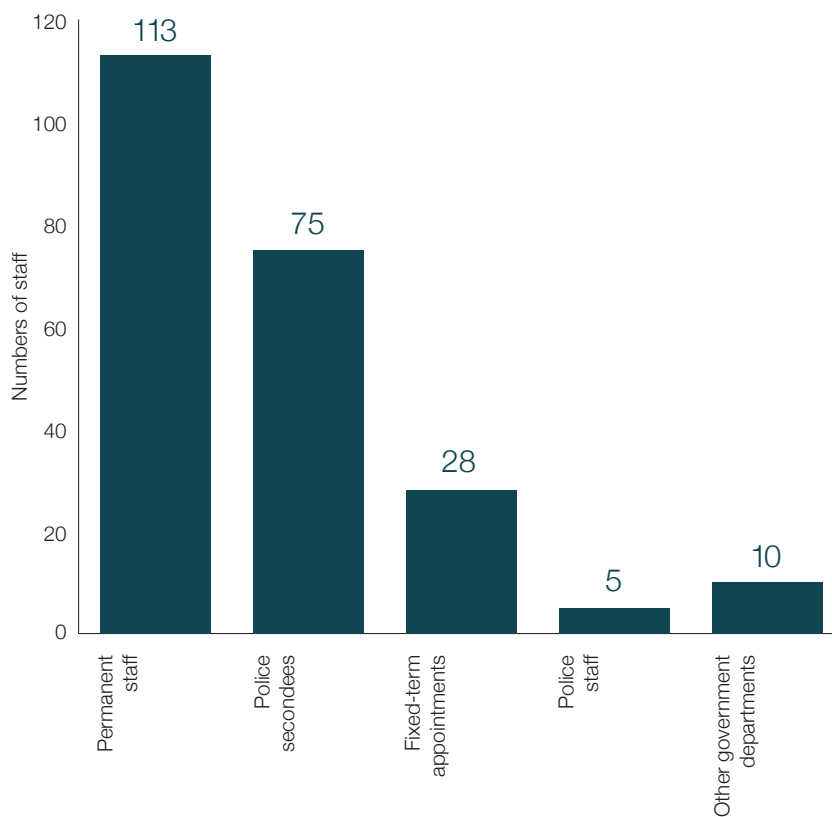
ANNEX E:
Inspections by force
24 February 2016 to 23 March 2017

	Avon and Somerset	Bedfordshire	Cambridgeshire	Cheshire	City of London	Cleveland	Cumbria	Derbyshire	Devon and Cornwall	Dorset	Durham	Dyfed-Powys	Essex	Gloucestershire	Greater Manchester	Gwent	Hampshire	Hertfordshire	Humberside	Kent	Lancashire
PEEL inspections																					
PEEL: Police effectiveness 2015 (vulnerability) revisit		●											●								
PEEL: Police effectiveness (vulnerability) – Police Service of Northern Ireland																					
PEEL: Police efficiency – Police Service of Northern Ireland																					
Best Use of Stop and Search revisits			●	●	●	●	●	●	●	●	●		●	●	●			●	●	●	●
PEEL: Police efficiency 2016	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
PEEL: Police legitimacy 2016	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
PEEL: Police leadership 2016	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
PEEL: Police effectiveness 2016	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
HMCIC Annual Assessment of Policing in England and Wales 2016 (State of Policing)																					
HMIs' force assessments	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Specialist inspections																					
Missing children: who cares? – The police response to missing and absent children																					
Children's voices research report																					
National Child Protection Inspection							●		●				●								
National Child Protection Inspection Post-Inspection Review									●												
National Child Protection Re-Inspection													●								
The tri-service review of the Joint Emergency Services Interoperability Principles (JESIP)									●								●			●	
Use of the Police National Computer (PNC) by non-police organisations																					
Royal Gibraltar Police: An inspection of leadership, crime management, demand and resources																					
An inspection of the UK International Crime Bureau – A function of the National Crime Agency																					
An inspection of the National Crime Agency's progress against outstanding recommendations made by HMIC and areas for improvement																					
Crime data integrity inspection	●								●						●						
Public views of policing in England and Wales																					
An inspection of the Royal Navy Police in respect of its investigations																					
Best Use of Stop and Search revisit			●	●			●								●						●
Royal Air Force Police – An inspection of the leadership of the Royal Air Force Police in relation to its investigations																					
'Time to listen' – a joined up response to child sexual exploitation and missing children	●																				
An inspection of HMRC's case selection processes for criminal and civil investigation of tax evasion																					
Joint inspections																					
Joint inspection of police custody						●	●			●				●	●				●		
Joint targeted area inspection of the multi-agency response to abuse and neglect		●													●		●				
Joint inspection of youth offending work																●					
Delivering justice in a digital age															●					●	

Leicestershire
Lincolnshire
Merseyside
Metropolitan
Norfolk
Northamptonshire
Northumbria
North Wales
North Yorkshire
Nottinghamshire
South Wales
South Yorkshire
Staffordshire
Suffolk
Surrey
Sussex
Thames Valley
Warwickshire
West Mercia
West Midlands
West Yorkshire
Wiltshire

Other police forces and agencies

Border Force
British Transport Police
Civil Nuclear Constabulary
National Crime Agency
Police Service of Northern Ireland
Royal Gibraltar Police
Royal Navy Police
Royal Air Force Police

Thematic and other reports

Various police forces/agencies

Non-inspection reports

Various police forces/agencies

Promoting improvements in policing to make everyone safer

Her Majesty's Inspectorate of Constabulary (HMIC) independently assesses police forces and policing across activity from neighbourhood teams to serious crime and the fight against terrorism – in the public interest.

In preparing our reports, we ask the questions which citizens would ask, and publish the answers in accessible form, using our expertise to interpret the evidence. We provide authoritative information to allow the public to compare the performance of their force against others, and our evidence is used to bring about improvements in the service to the public.