HMICFRS

Her Majesty's Inspectorate of Constabulary
and Fire & Rescue Services

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Humberside Police

Contents

What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

Our inspection approach

In 2018/19, we adopted an integrated PEEL assessment (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

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

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected Humberside Police against.

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

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

Force in context

999 calls per 1,000 population

1 April 2017 to 30 September 2018

Humberside   England and Wales
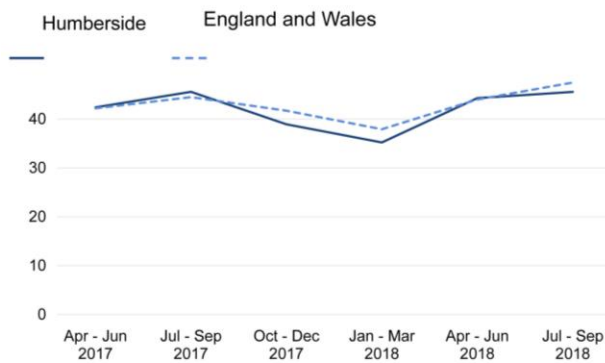
Recorded crime per 1,000 population

1 April 2017 to 30 September 2018

Humberside   England and Wales
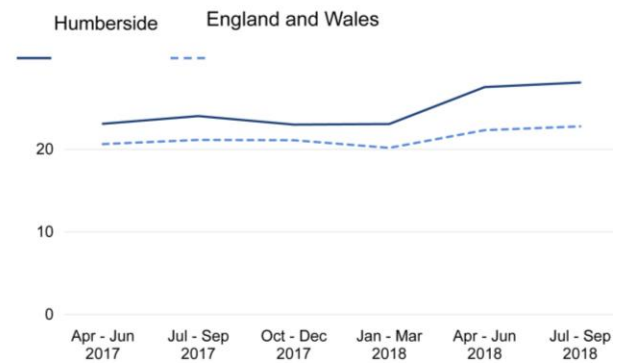
Humberside workforce

in post on 31 March, 2014 to 2018

● Police community support officer ● Police officer ● Police staff
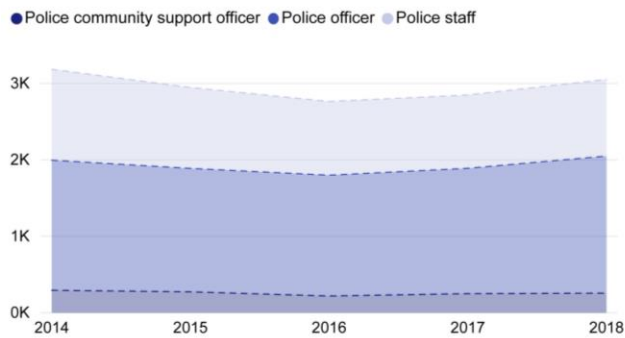
Humberside spend per head of population

2018/19 projection

£191

Overall summary

⚙ **Effectiveness**	●●●○ **Good**	**Last inspected**	
Preventing crime and tackling anti-social behaviour	●●●○ Good	2017	
Investigating crime	●●●○ Good	2018	
Protecting vulnerable people	●●●○ Good	2018	
Tackling serious and organised crime	●●●○ Good	2017	
Armed policing	Ungraded	2018	

£ **Efficiency**	●●●○ **Good**	**Last inspected**	
Meeting current demands and using resources	●●●○ Good	2018	
Planning for the future	●●●○ Good	2018	

⚖️ **Legitimacy**	🟠🟠🟠⚪ **Good**	**Last inspected**
Fair treatment of the public	🟠🟠🟠⚪ Good	2018
Ethical and lawful workforce behaviour	🟠🟠🟠⚪ Good	2018
Fair treatment of the workforce	🟠🟠🟠⚪ Good	2017

HM Inspector's observations

I am pleased with Humberside Police's performance in keeping people safe and reducing crime. In particular, I note the improvements the force has made since 2017 in its efficiency and effectiveness.

Since our last inspection the force has improved how it investigates crimes. It has also developed better ways to make sure it identifies and protects vulnerable people.

The force has improved some of its crime-recording processes, but has more work to do.

The force understands the demand for its services much better than it did previously. It has used this information to develop strong financial and workforce plans for the future. This includes significantly increasing its number of police officers.

I am pleased to see that the force consults widely with its communities to better understand their concerns. Senior leaders support the workforce. They encourage a culture of continuous learning and ethical behaviour.

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

Phil Gormley

HM Inspector of Constabulary

Effectiveness

Force in context

	Humberside	England and Wales
Proportion of officers in a neighbourhood or response function in post on 31 March 2018	40%	39%

Victim-based crime

12 months ending 30 September 2018

Humberside

Other crimes against society 12%
Criminal damage and arson 14%
Robbery 1%
Sexual offences 3%
Violence against the person 32%
Theft offences 38%

England and Wales

Sexual offences 3%
Criminal damage and arson 11%
Other crimes against society 14%
Theft offences 39%
Violence against the person 30%
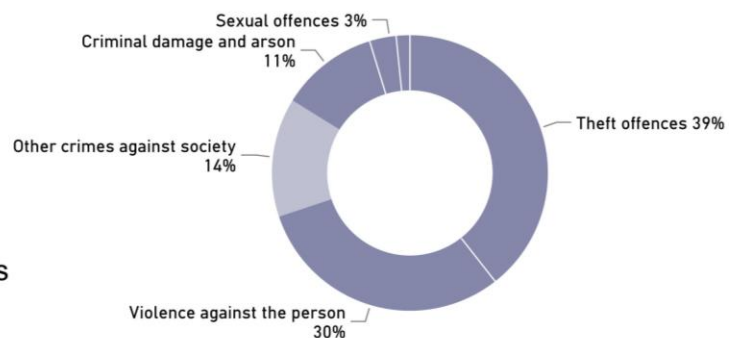
Proportion of crimes where action was taken

12 months ending 30 September 2018

Humberside · England and Wales

Violence against the person
Theft offences
Sexual offences
Robbery
Other crimes against society
Criminal damage and arson

0% 20% 40% 60% 80%
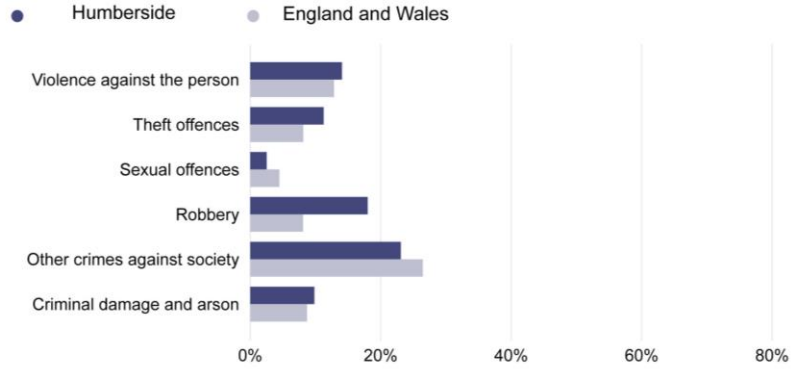
Proportion of crimes where suspect was identified

12 months ending 30 September 2018

Humberside · England and Wales

Violence against the person
Theft offences
Sexual offences
Robbery
Other crimes against society
Criminal damage and arson

0% 20% 40% 60% 80%
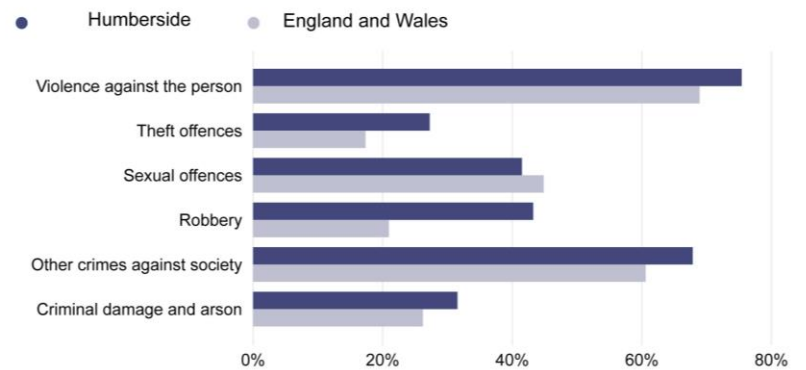
Proportion of crimes where victim did not support police action

12 months ending 30 September 2018

Humberside · England and Wales

Violence against the person
Sexual offences
Robbery
Other crimes against society
Criminal damage and arson
Theft offences

0% 20% 40% 60% 80%
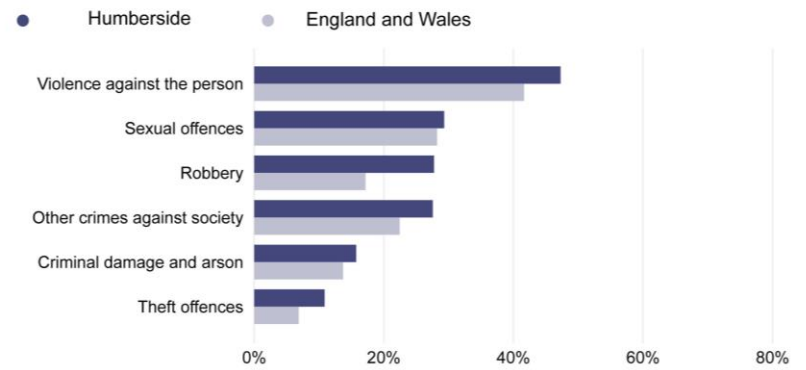
How effectively does the force reduce crime and keep people safe?

●●●○

Good

Summary

Humberside Police is good at preventing crime and tackling anti-social behaviour.

The force is good at investigating crime. It has improved at this. The force has a shortage of trained detectives, but it has a plan to deal with this shortage. It has improved the way it manages wanted criminals. The force uses legislation to protect vulnerable victims. It works closely with immigration officials to manage foreign national offenders.

Humberside Police is good at protecting vulnerable people. It has got better at managing vulnerability and is keen to improve further. The force collects data on vulnerability and analyses this daily. In the past it has not responded quickly enough to vulnerable victims. It has made changes so it can better meet demand.

Humberside Police is good at tackling serious and organised crime.

Preventing crime and tackling anti-social behaviour

●●●○

Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

Investigating crime

Good

Humberside Police has improved its investigation processes since our last inspection. It investigates most crimes to a good standard. There is a shortage of trained detectives nationally and it affects Humberside Police. The force used national guidance to make and act on a plan to address this. It allocates crimes to investigators with the right skills. The force monitors officers' workloads, but some are higher than they should be.

Before our fieldwork we reviewed some investigation files and gave feedback. We were pleased with the force's response. It quickly made improvements to its processes and refined supervisors' management skills.

The force has recently improved the way it manages suspects shown as 'wanted' on internal systems. Officers understand the new processes. Supervisors told us they can review progress on these cases. The force keeps locally wanted people at the forefront of daily policing by various methods.

The force deals with a large number of foreign national offenders. We were pleased to see immigration officials working closely with the force.

Humberside Police uses new bail legislation to protect vulnerable victims, including victims of domestic abuse. It monitors the way it manages released suspects. We look forward to seeing future improvements from this monitoring.

> **Area for improvement**
> - The force should ensure regular and active supervision of the quality and progress of investigations. This supervision should be properly recorded.

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

Investigation quality

In our 2017 effectiveness inspection, we reported that the force needed to improve how it investigated crime. This year we were pleased to find that investigation processes have developed. The force now investigates most crimes to a good standard. It has made improvements to procedures and has invested in training for supervisors.

We found that the force has a plan to address its shortage of trained detectives. It has developed this plan from national guidance. Data provided by the force shows that 86 percent of its detectives are accredited to Professionalising Investigations Programme (PIP) level two. The force makes good use of police staff investigators, with 61 in post to support its overall investigation capability. Its recruitment programme allows it to proactively seek officers who have an aptitude to become future detectives. The force

has reintroduced CID detectives to its north and south areas. It has also created more senior detective supervision posts. These include a rape and serious sexual offences inspector, to quality-assure and facilitate improvements for vulnerable victims.

This year we found that the force is allocating crimes consistently to the most appropriate investigator. Its local accountability meeting structure helps it monitor officers' workloads. These generally appear to be manageable, but are higher than the force would like, especially for detectives. The force needs to be mindful of the welfare of its investigators.

The force has relocated its crime management units and increased staffing levels to make them more effective. These units are where officers assess initial crime reports and resolve some of them by telephone. We visited one unit and found that it deals with appropriate low-level crimes. The unit acts as a quality-assurance and filtration process for the allocation of crimes and conducts telephone enquiries to complete crimes where applicable. It filters out a percentage of crimes that would previously have been allocated to response officers. This reduces investigation workloads for frontline officers. If a crime has an element of vulnerability, the unit allocates this to the most appropriate resource.

Prior to our fieldwork, we carried out a review of 60 crime investigations, from January to March 2018. Most cases (45 out of 60) had been effectively investigated, with victim care and lines of enquiry completed. But in some cases we had concerns about the standard of initial enquiries and in 20 cases a lack of direction from supervisors. Only a few of the investigations we reviewed included an effective investigation plan. We found that call handlers communicate well with callers and are careful to record information that supports the officers responding to incidents. There were sometimes delays in responding to incidents. Although we found no evidence that victims had withdrawn their support, this may sometimes be a consequence of such delays.

We provided detailed feedback to the force about this review. It responded positively to this feedback and made improvements for victims, including:

- providing training for supervisors on managing investigations, including setting better investigation plans (two-day course);
- introducing a clearer crime allocation policy which considers complexity, capacity and capability;
- continuing the introduction of body-worn video cameras so that officers can secure evidence at scenes;
- using a drop-down menu in the control room with 'golden hour'[1] guidance;
- making sure that incidents are dip-sampled for quality;
- displaying clear and visible guidance throughout the force on:
  - basic standards;
  - victims' code;
  - investigation plans;

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[1] Golden hour is the period immediately after a crime in which police actions to keep people safe and preserve evidence are vitally important to the subsequent investigation.

- voice of the child; and

- safeguarding considerations.

At the time of our inspection, the force was two weeks into the introduction of a significant change to its shift pattern for uniformed officers. This is to help it meet demand for service. It was also progressing the recruitment of an extra 400 officers by December 2018.

During our inspection we examined some continuing investigations in various departments throughout the force. The majority were of a satisfactory standard, with good updates, supervision, guidance and contact with victims. This was especially so with the more serious investigations. We acknowledge that the force has taken quick action to improve its investigation processes. The few cases that were not as satisfactory tended to involve uniformed officers. Factors that can affect the quality of these investigations include periods of leave, infrequent supervision and poor updates about the progress of the investigation.

The force should now focus on improving investigations undertaken by uniformed officers. It should make sure that supervision is consistent and takes into account whether any of the people involved might be vulnerable. Factors it should consider include the pressure some officers are feeling and the inexperience of new officers. Also, CID officers told us that some of the investigations handed over by uniformed officers can lack detail, which makes their job more difficult.

The force legitimacy board oversees the monitoring of contact with victims of crime. The force uses officers trained in achieving best evidence (ABE) to secure evidence from vulnerable victims. It recognises that not enough officers have completed the serious child abuse investigators development programme, but it has a plan in place to close this gap. The force is aware of cases where the victim doesn't support prosecution. It showed us several cases in which it has pursued an investigation despite the lack of victim support. This is positive. Completing the introduction of body-worn video cameras for frontline uniformed officers will be a positive step, as their use supports cases like these. It is force policy to use body-worn video cameras at all domestic abuse incidents.

Catching criminals

The force carried out a review of its processes for managing suspects who are shown as 'wanted' on its internal systems. This included examining over 4,000 investigations. Data showed that the force had a high number of suspects who it had not circulated on the police national computer (PNC) despite them being shown as wanted. In April 2018, the force introduced a new suspect management policy to address problems in its processes. This included a toolkit to aid consistent decision-making for when officers should put a suspect on the PNC.

We found good awareness among officers we spoke to of the new processes for circulating wanted persons on the PNC. Before circulation, the officer should complete enquiries and prepare the file so that the case is ready for the individual's arrest. For continuity, the investigation now remains with that officer. Supervisors told us that this is taking place and that they carry out reviews of progress. We were reassured to

learn that in a case where this preparation did not occur, the force still managed to achieve a successful prosecution following further enquiries.

The force regularly uses Operation Impact to focus on arresting suspects. The force has a dashboard that shows details for wanted persons. Local accountability meetings monitor progress. We viewed a response officer's daily briefing record and saw that it highlighted locally wanted persons. Additionally, a chief officer chairs the force's daily pacesetter process. This is an online meeting of leaders from departments, the control room and policing areas. The process includes updates on progress to arrest suspects connected to serious incidents.

Within the Humberside Police area is the significantly sized port of Hull. The force has to take account of this in its policing activity. The force has well-established joint working arrangements with the immigration service. We saw that the force makes foreign national offender referrals to the ACRO Criminal Records Office. Between April and October 2018 the force made 611 referrals to exchange information and check records. In Hull, the force has two immigration officers working alongside its own workforce. This is positive.

We assessed how the force now uses bail following recent changes to bail legislation. The force encourages officers to consider and use more pre-charge bail in cases of domestic abuse to protect victims through the proportionate use of conditions where justifiable. Risk assessments on bail decisions are expected to be documented. The force's criminal justice unit manages bailed suspects. There is good data available for monitoring purposes.

The force dip-samples cases to monitor the correct use of released under investigation (RUI) for suspects. This is where a suspect is released under investigation without any bail conditions. The force has developed a new policy, which sets out investigators' and supervisors' responsibilities when deciding to use RUI. This includes consideration of its suitability to use in domestic abuse, child abuse and sexual offences, stipulating pre-charge bail must always be initially considered in these cases. Senior officers from the force have led some audits of its use, but we considered that management oversight is inconsistent. Good data is available, and the force is introducing more monitoring processes. It should make sure this development includes consistent oversight on the use of RUI.

The disclosure process in criminal prosecutions provides a crucial safeguard to ensure fairness within the system. Police investigations must follow all reasonable lines of enquiry, even if they point away from the suspect. Prosecutors must provide the defence with any material that undermines the case for the prosecution or assists the case for the accused. To fulfil its disclosure obligations, the force has a disclosure unit. Experienced staff within this unit review files that officers send them. Officers can also contact the unit for advice. While this is a different approach to most other forces, Humberside is confident it currently serves its needs.

The force has a senior detective lead for disclosure. It has planned further training for all detective inspectors and detective sergeants. This will be a day of inputs, including a presentation by a Crown Prosecution Service (CPS) lawyer. The force has also circulated a three-page CPS guide to disclosure to the workforce.

HMICFRS data in October 2018 showed the current 'action taken' rate for Humberside Police is 16.78 percent overall. This is higher than the national average of 14.6 percent. To improve results for victims, the force has reviewed its initial investigation actions and devised a new crime allocation policy. It dip-samples 300 investigations per month to monitor quality. The force also looks at crime data to see what might affect its decisions about case outcomes. It examines if its use of outcome 15 and outcome 16 (where victims don't wish to pursue cases) is appropriate.

The force is making these improvements and has plans to develop further. It will soon start a review of its overall investigation processes.

Protecting vulnerable people

Good

Humberside Police has improved the way it manages vulnerability. But the force is still keen to develop further. It uses a nationally recognised definition of vulnerability. The workforce understands vulnerability – including hidden vulnerability.

The force collects and analyses data about incidents involving vulnerable people on a day-to-day basis. It shares data and insights with other organisations that it works with, such as the local authority.

In the past the force has not always responded promptly to vulnerable victims of crime. But it has since recruited a large number of officers. And it changed shift patterns to better meet demand. We saw good call handling for emergency and non-emergency calls. The force uses appointments appropriately for low-level incidents. Officers act promptly to safeguard victims and can identify other vulnerable people who may be at risk.

Neighbourhood teams help safeguard vulnerable victims, working with early intervention teams. This reduces demand from repeat callers. The force works closely with other safeguarding agencies.

The force manages registered sex offenders (RSOs) in the community. It is up to date with its visits and prioritises high-risk offenders. We are pleased that it has increased its use of legal powers to manage RSOs.

Areas for improvement

- The force should improve the consistency of its officers' initial safeguarding assessments, recording of information, force IT case management process and robust supervision to ensure it does not miss further prompt safeguarding and investigation opportunities.
- The force should ensure that vulnerable persons, crime-related or not, are visible on the case management system.
- The force should review its resilience for registered sex offender management.

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

Understanding and identifying vulnerability

We found that over the last 12 months the force has focused on making improvements in the management of vulnerability. It has a good understanding of the nature and scale of vulnerability within its force area. The chief officer team has provided clear leadership on this. The force is keen to develop further and we consider that it has made good progress but there is still some work to do.

The force uses the College of Policing definition of vulnerability. We found that the workforce understands what is meant by vulnerability and that it is a priority for the force. We were pleased that officers could explain how to look for hidden vulnerability at incidents. For example, they told us how they would check for food and assess the living conditions if they had concerns. The force lead for human trafficking is a senior detective, supported by two analysts who are developing a new human trafficking profile.

The daily pacesetter meetings, both at local and force level, demonstrated there was a good understanding of continuing incidents relating to vulnerability. Vulnerability incidents reviewed included rape, domestic abuse, victims and offenders with mental ill health and wanted persons. Attendees at the meetings use a dashboard of performance data: this covers incident volume, call handling performance and available resources. It also now includes data on attendance at scene, to focus on response times and improve the service for victims. The duty senior officer reviews the same data at 10.00pm each evening.

The force control room has good systems in place to monitor and oversee incidents and resources. This includes domestic abuse incident data. These effective systems put the control room in a good position to see what is happening throughout the force.

The force produces good analytical products. For example, a detailed mental health dashboard to help understand increasing demand for service. The force shares this with health partners. It also shares information with the local authorities through the protecting vulnerable people (PVP) departments. However, officers and staff within these departments told us that inexperienced officers could improve the quality of information they provide that will be exchanged with other partner agencies. They suggested that the force should train officers on this specific skill earlier in their service.

We examined what the control room does when it receives the initial call from the public. We found that staff consistently record an initial risk assessment using the THRIVE assessment tool. The force has focused on improving the recording of these risk assessments and has been dip-sampling calls and providing feedback to improve standards. We found that the information and evidence recorded is generally accurate. Call handlers spend time speaking with callers and victims with patience and empathy, to understand their needs. The force has made guidance on vulnerability and mental health available for call handlers to use. Staff from the mental health charity MIND also continue to operate from the control room, providing advice for mental health-related incidents. Our crime file review showed that victim

vulnerabilities were generally identified by the call handler at first contact or during the investigation process.

Humberside Police has made a commitment to victims of domestic abuse with the development of a domestic abuse co-ordination team (DACT) within the force control room.

A detective sergeant and three domestic abuse co-ordinators work in the control room between 7.00am and 5.00pm. The team deals with lower priority domestic abuse incidents. Their role is to provide a specialist service to victims of domestic abuse within a short time, to ensure adequate and appropriate risk assessment and safeguarding.

Call takers within the control room send incidents to the DACT, which reviews the THRIVE rating and contacts the victim. The team re-assesses the risk and provides safeguarding advice and appropriate referrals. In addition, the DACT highlights incidents that require immediate deployment or use of the force's domestic abuse car. This provides a prompt secondary risk assessment.

This facility allows the force to negotiate and start safeguarding for domestic abuse victims at point of first contact. This includes measures such as rehousing with women's aid groups. As a result, the force can share information on safeguarding with partners such as 'Blue Door' almost immediately. This provides cover and interventions for vulnerable victims that are far more effective.

The project has been considered so successful that there was a recommendation to move to a 24/7 function. This commenced in November 2018.

We found that the force had not trained all its public enquiry office staff to carry out initial risk assessments. We saw this when we reviewed a domestic abuse report where there had been a two-hour gap before a THRIVE assessment was carried out. We raised this with the force. Even though the vast majority of incidents involving vulnerable people are reported to the control room, it promptly produced a training plan to cover this gap and train all remaining staff who carry out the initial recording of incidents following contact from victims.

The current control room system doesn't automatically search on names of callers to identify previous call history. This must be done through another system. The force informed us that the replacement system will have this facility built in. Until then it is important to maintain supervisor quality assurance and searching of systems.

Responding to incidents

During our crime file review, we found some evidence that the force was not able to respond promptly to some vulnerable victims of crime. This was from a sample of files recorded between January and March 2018. Since then the force has recruited over 300 officers. In addition, just prior to our fieldwork it changed its uniformed officers' shift pattern to better match its demand for service.

We purposely visited the control room during a busy afternoon shift in June and three times during our fieldwork in October. We found good call-handling performance in answering 999 and 101 calls, with very few calls abandoned. We sampled incidents

from the control room queues and could see that supervisors had reviewed them. There was evidence of re-assessment using THRIVE where there were delays. The force now monitors the times of attendance at scenes, to provide a better victim focus. Senior officers have access to good demand data, which helps them make decisions about resource allocation across Humberside. Control room supervisors also hold 'snapshot' meetings at 6.00am, 12.00pm and 6.00pm every day to look at outstanding incidents and plan for attendance. This is a positive approach.

The force's appointment policy is that control room staff should not make appointments for domestic abuse incidents without input from a supervisor. Appointments require the caller to attend the police station to maximise efficiency. We visited a local policing area and examined a sample of appointments covering three days. We found that they were for low-level incidents and the response was appropriate. None of the appointments viewed related to domestic abuse. Some officers we spoke to suggested that it might be more appropriate to use a range of resources to cover some of these appointments (including specialist officers and CID), rather than just uniformed officers. We believe this is worth consideration.

We referred one incident to the force. This involved a delayed response to a victim of domestic abuse. The incident should have been progressed more promptly by allocating a more appropriate detective resource, rather than waiting for a uniformed officer appointment. Although this was only one incident, the force should use it as a learning opportunity. It should satisfy itself that delaying its response to domestic abuse incidents doesn't expose victims to risk or hinder the investigation.

We found examples of incidents where responding officers had completed immediate safeguarding actions to protect the victim or victims. Investigations by detectives also result in further safeguarding. For example, an investigator identified that a victim's wife and children may have been at risk from further attacks aimed at the victim himself. The officer arranged safeguarding for the family through organisations including children's social care. The officer reduced the risk further with measures such as a fire service home fire-risk assessment.

Where appropriate following incidents, officers submit risk assessments – called domestic abuse, stalking and harassment (DASH) forms – or safeguarding referrals for vulnerable children or adults at risk. The multi-agency safeguarding hubs (MASHs), or the domestic abuse partnership, then complete secondary assessments and are expected to provide feedback to officers. The force uses a crime recording and intelligence system, called Connect, for its database. We clarified that the force creates Connect records for referrals that are non-crime that relate to DASH and/or vulnerable children. The advantage of this is that the records are more visible for auditing purposes, for call handlers' initial risk assessments and for responding officers. At the time of our inspection, the force did not create these records for non-crime adult-at-risk referrals. The MASHs share these referrals for safeguarding purposes, but the force recognises it needs to close this gap, so that all vulnerability is visible. It is developing an information and communications technology (ICT) solution for this. It needs to implement this solution promptly.

We found a consistent understanding among officers that they should complete DASH assessments with the victim in person. But officers we spoke to had frustrations with the current DASH ICT solution and how these forms are input. Officers told us they

take positive action and arrest the offender where it is appropriate. This is verified by data which shows that arrest was used in 93 percent of cases and 7 percent were dealt with by means of voluntary attendance. This is in line with the England and Wales average. The force believed its arrest rate for domestic abuse incidents had slightly reduced due to the increase in recording lower-level assaults. In those cases, officers will use voluntary attendance for interviews. The force expects supervisors to review all domestic abuse incident logs before closure and that any incident considered high risk is referred to an inspector, who takes responsibility for the risk.

Most of the referral forms we examined contained sufficient detail. But the quality of written updates on some forms was inconsistent. A minority were poor and lacked detail about children, previous incidents, risk factors and further offences. One contained evidence of unconscious bias towards the victim's circumstances. Positively, the force already had some work in progress in this area and it promptly produced an action plan of improvements in response to our feedback.

We highlighted a specific case for the force to review. Although the force took positive action, aspects of the case should have been better, including ICT processes, timeliness in the MASH assessment, investigation and awareness of evidence-based prosecution. The force needs to ensure it does not miss opportunities to take prompt safeguarding action as well as investigate or prosecute evidence-based offences. All information must be recorded accurately, carefully supervised and accessible across the force. This includes information from DASH forms and vulnerability referrals. ICT solutions and prompt secondary assessments need to support this.

In our 2017 effectiveness report, we were very positive about Humberside Police's procedures for mental health. This year the force continues to use a control room based mental health process rather than a mobile street triage service. The force has evaluated this and considers it meets its needs. This involves workers from the mental health charity MIND being present in the control room to examine incident logs and provide advice on how to resolve incidents. It was positive to see the force has improved this scheme, which now operates seven days a week.

We spoke to some of the force's mental health partners. They were generally very positive about the force's approach to mental health. They did suggest some improvements that the force could make. For example, in cases where people with mental health problems assault medical staff, officers can assume the suspect doesn't have mental capacity and therefore take the decision not to prosecute. Although we weren't provided with specific examples, officers should not make this assumption and instead should make their decision on an evidence-based assessment of the person's mental capacity.

The force has recently made it possible for officers to spend time in mental health suites. Partner organisations had very positive feedback about how this had broadened understanding and relationships on both sides. However, some frontline officers we spoke to had frustrations with access to partner information and waiting times in medical suites. The force dip-samples incidents to quality assess the way it deals with vulnerable victims with mental health problems.

Supporting vulnerable victims

The force's neighbourhood policing teams are involved in the continuing safeguarding of vulnerable victims. Teams receive briefings – such as in cases of children who are vulnerable to child sexual exploitation and information on sex offenders in their areas. We saw how they manage community tensions following incidents. Neighbourhood teams also work with the early intervention teams to solve problems for vulnerable persons. This is reducing the demand created by some repeat callers.

Response officers normally arrange immediate safeguarding at an incident if needed. In the custody suites, detainee processing teams or CID detectives deal with most arrested suspects in domestic abuse cases. The force positively promotes the use of pre-charge bail to protect victims of domestic abuse. The force also uses domestic violence protection notices and orders to support victims. We found that officers and staff understand their benefit. The force treats any breaches of such orders as incidents and assigns these to teams for progression. We noted that application rates for these orders have fluctuated over the past year. The force was unable to explain fully the reasons for this. In order to ensure that it consistently makes use of all available victim protection and disclosure powers, the force should understand the reasons behind changes in application rates.

There are four well-established MASHs within the force area. Police and partners such as social care and education are co-located, so that they can share information promptly. This gives each service a fuller picture of vulnerability. We visited some of these hubs and found the assessments queues to be managed and recent. We witnessed the co-ordination of a live-time prompt response to a vulnerable child. A school had sent in information regarding a young child presenting with suspicious injuries. The child had told them their parent had caused the injuries. The MASH team immediately reviewed the information and escalated to a specialist team for investigation. This was very positive.

The force contributes to multi-agency risk assessment conferences (MARACs). These are where partner organisations who are involved in the continuing safeguarding and support of victims discuss high-risk domestic abuse cases. We found that the MARAC is an established practice. The force expects that those involved will refer all high-risk cases.

The force's quality and performance team surveys victims of domestic abuse, including those who do not support further police action (outcome 16). Leicestershire Police facilitates this process for the force, as it leads in this type of work.

Humberside Police currently uses Risk Matrix 2000 process assessments for the management of all RSOs. The force is in the process of overlaying this with the Active Risk Management System (ARMS), with 39 percent completed. It was pleasing to see the force had used an external ARMS specialist for auditing and training. Lincolnshire Police is also conducting a peer review of the process and policy to identify improvements and to increase efficiency.

During our inspection the force was managing some 1,310 RSOs in the community. The majority of the RSO visits were up to date, with 159 outstanding in October. All visits were carried out unannounced. The supervisors we spoke to had a good

knowledge of these outstanding visits. They were giving priority to the minority that were high risk, using overtime to complete the work. The force produces detailed monthly performance data on RSO management for monitoring purposes. There were concerns about capacity in the management of RSOs. The force had already, at the time of the inspection, commissioned an independent review by another force into its capacity in the units in order to increase resilience and lower ratios, so that visits and assessments can be completed. The force uses specialist software to identify those viewing and sharing indecent images of children. For resilience, it has trained several people to use the system. Officers and staff access it at least weekly. When we visited, there were 12 low-risk cases awaiting progression. The force plans to develop the unit by bringing in a new software system. This followed research with another force. The force expects this to increase the number of identifications.

It was pleasing to see that the force has increased its use of sexual harm prevention orders over the past year. We found that the force knows when suspects have breached these. The force also uses child abduction notices. This has resulted in prosecutions that support vulnerable youths.

We found that neighbourhood officers tend to know about RSOs through general briefings, rather than specialist teams specifically informing them about all those in their area. Some tasking does take place and a good example of this is where the offender managers informed a police community support officer (PCSO) of an RSO recently released from prison. The officer carried out visits to the RSO and then held a residents' group meeting to resolve community concerns. We saw information for local policing emphasised where a shift briefing highlighted concern for safety at a children's home because of a prolific offender.

Tackling serious and organised crime

Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The *Code of Practice on the Police Use of Firearms and Less Lethal Weapons* makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Response to threats

The force has a developed understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the College of Policing guidance. The APSTRA is published annually and is accompanied by a register of risks and other observations. The designated chief officer reviews the register frequently to maintain the right levels of armed capability and capacity.

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

We found that Humberside Police has good arrangements in place to mobilise specialist officers should their skills be required. On these occasions, agreements are in place for the capabilities to be provided by the regional counter terrorism unit.

ARV officers are properly briefed at the start of their shift and debriefed after most operations. Good practice or learning is highlighted within the force and externally as appropriate. The force acknowledges that analysis of all debriefs may assist in providing better information about trends which are not already identifiable.

Understanding of demand

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

Humberside Police has tried and tested procedures in place with other forces in the region to boost its ARV capabilities if this is needed. It has strategic specialist firearms commanders and, additionally, the arrangements in place with the regional counter

terrorism unit mean that specialist officers are readily available. This was evidenced by the force supporting policing following the Manchester bombing. These capabilities align well with the threats and risks set out in the APSTRA and national requirement.

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

We found that Humberside Police regularly debriefs incidents attended by armed officers. However, it does not identify best practice and areas for improvement on every occasion. We recommend that the force reviews its operational debriefing procedures. This will help ensure that opportunities to improve are not overlooked.
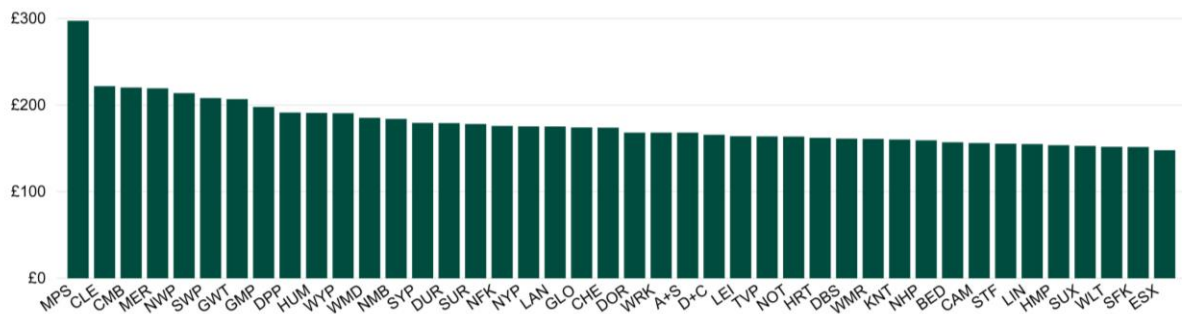
Efficiency

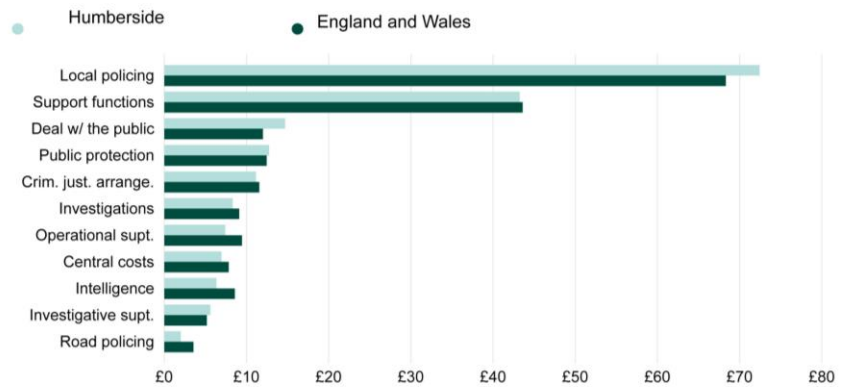# Force in context

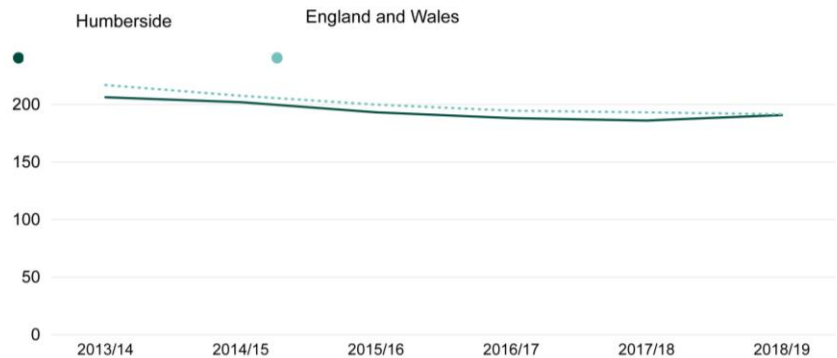**Spend per head of population**

2018/19 projection

Spend per head of population by Police Objective Analysis category

2018/19 projection

Spend per head of population

2013/14 to 2017/18 data and 2018/19 projection

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

●●●○

Good

Summary

Humberside Police is good at meeting current demands and using resources. The force understands the demands placed on it at present. It makes changes as demand changes. The force works with other organisations to meet demand. It is working to improve its understanding of the benefits it gains from change programmes.

Humberside Police is good at planning for the future. It knows what the public expects from it. The force has a good workforce plan that shows what skills it will need in future. It has plans to get the skills that it needs. The force now has a better understanding of its finances than previously.

Meeting current demands and using resources

●●●○

Good

The force's demand team works out what services it needs to provide using various methods. The force changes its processes as demand changes. The recent change to a different shift pattern was the force's response to a change in a demand.

Senior offices monitor demand throughout the day. So the force can manage calls efficiently and effectively.

The force works keenly with other organisations. This includes other forces, other emergency services, academics, charities and health and social services. The collaborations take a variety of forms.

Through these partnerships the force gains efficiencies, cost savings and access to skills and capabilities that enhance the service it provides. It understands the benefits it gains. And we saw an example of the force recognising an arrangement that was not working and adjusting it.

Humberside Police brings about change after reviews. The review leaders present thorough business cases and these are scrutinised appropriately. The force is improving the way it assesses the benefits of change.

The force has improved the way its workforce requirements align with its budget. It has recently recruited a large number of officers. This created extra work (for example in training) but the force has managed this well.

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

Assessing current demand

This year we found Humberside Police had improved its understanding of demand.

The force has a demand team that analyses and predicts demand for services. It works with others in the private sector, using evidence-based consultancy products to develop its understanding of patterns of demand. Assisting this is the good use of ICT such as the call volume predictive modelling for the force control room. This predicts daily incoming call volume, which in turn guides resourcing levels. During our inspection we saw how this works, with consistent call handling performance. The force redesigned its shift pattern based on its own analysis of demand, to help provide a better response to meet public expectations.

Early intervention teams and partners (such as health, the local authority and education) continue to work together in Humberside and exchange information. Various organisations can refer vulnerable individuals to these teams, to assist with solving problems. The partners work together to find a solution and this can lead to uncovering hidden demand and vulnerability. Support is provided to these vulnerable people and their wider families and this should also reduce demand on the partners involved.

The force produces data to help it understand demand. This includes a mental health dashboard. The force shares this mental health data with public health services. We found the force regularly monitors incidents, crime demand and resourcing levels through its local accountability meeting process.

The daily pacesetter meeting examines incoming call volume, force-wide resourcing levels, current incidents and updates on crimes of a serious nature. This allows the chief officers to redeploy resources across Humberside when needed, to meet competing priorities and demand. At the time of our inspection, the force was only two weeks into a new shift pattern for its uniformed officers, but it considered that the pattern had already resulted in an improved capacity to respond to the public. We will monitor the evaluation of this new shift pattern, as well as resourcing and attendance times, to see if it meets the expectation of the public.

Understanding factors that influence demand

Chief officers provide direction and scrutinise change in Humberside Police through corporate governance groups. The force uses Lean methodology, which is a system for the structured review and redesign of services. Staff map processes and identify inefficiencies. They then design new processes and staffing structures to provide a better service that is more efficient. An example of this is the domestic abuse project: the force reviewed how it dealt with these complex incidents at different stages. This helped it make informed choices, improved its service to victims, and made it more efficient.

The workforce can influence change. The force demonstrated this by the introduction of the DACT now working in the force control room. It provides a better structure and assessment for the management of domestic abuse incidents. The workforce is involved in advising on the force's future mobile device solutions so that the end user influences the actual products that will be procured. This was developed by PVP staff who designed the structure and processes. The pacesetter and regular control room meetings throughout the day oversee demand and incident management. Senior officers manage this process and monitor daily performance. There is a positive ethos in making sure that calls for service are managed effectively and efficiently to support each day's activity and avoid suppressing demand.

Working with others to meet demand

The force has stated its desire to work with others to provide a more effective service to the public. It works with local partners to manage demand. It also works with other forces in the region to maximise the benefit of specialised resources. Reductions in resourcing levels for partners can affect policing. During our inspection, we saw chief officers communicating with leaders in partner organisations, to highlight their obligations where problems had been encountered that affected policing demand.

The force works well with the fire and rescue service. The organisations have a combined estates strategy covering over 100 buildings. The force has seconded a chief superintendent to the fire service chief officer group to assist with integration. The services can list tangible benefits such as joint school visits, joint high-risk missing persons searches, and house entry for vulnerable person checks. They also share fleet maintenance, which provides cost savings and greater efficiency for both fire and police services.

We heard many examples of work with Hull University. This includes mentoring, vulnerability projects and early intervention projects. The force also collaborates with the mental health charity MIND. It has workers from the charity based in the force control room to assist with mental health calls and provide advice to enhance the service provided to callers.

Humberside Police has worked in partnership with South Yorkshire Police for some years, providing ICT, human resourcing (HR) services and legal services. It was recognised that the combined HR service was not working as effectively as desired. They have taken the informed decision to bring HR services back into the two individual forces.

Innovation and new opportunities

The chief officer team recognised that Humberside Police was perhaps too insular in the past and now encourages its workforce to 'look up and look out'. It seeks good practice from outside Humberside, both from other forces (for instance on missing persons) and from industry (such as the call centre modelled 'queue busting' process in the force control room).

In the last year, the force has brought in external management team members. It welcomes transferees from other forces as they bring new skills and close capability gaps. The force expects to have appointed over 400 new recruits by December 2018. This represents about a quarter of the workforce and is a substantial wave of new talent.

There is now a culture of continuous improvement and the force aims to provide the best police services in the country. It encourages the workforce to seek out good practice and welcomes innovation and challenge to existing practices. This was evidenced by the idea suggested to introduce the DACT into the force control room that is now good practice. We saw examples of work with other forces, academia and commercial organisations aimed at reducing demand and improving the quality of services to the public. For example, a peer review from another force of its management of RSO processes to improve its efficiency. The force is happy to adopt other ideas if they benefit Humberside.

Investment and benefits

We saw examples of several reviews of functions. Review leaders present these as business cases to the change leads board. Business cases include a thorough analysis of demand, functions and costs as well as activities undertaken and options for change. They identify staffing models, costs and savings. The force manages the implementation of reviews through appropriate corporate governance. The force is outward looking and learns from the experience of others. We saw a similar thorough process for investment decisions, such as upgrading body-worn video cameras and ICT projects, including the future replacement of handheld devices.

Assessing the benefits of change is becoming more systematic. There is a framework in place to identify anticipated benefits as well as to track the results of earlier reviews to ensure that the promised benefits are being realised. The force directly links cashable savings to its savings plan.

Prioritising different types of demand

In 2017, Humberside Police recognised that it wasn't meeting demand and that it didn't have a clear picture of its workforce requirements and its budget. It has undertaken a lot of work since then to ensure that its finance and HR departments work closely together. This included co-locating the two departments. The force now has a detailed workforce plan in line with the budget available.

As part of that process, the chief constable together with the police and crime commissioner (PCC) resolved to fill 200 police officer vacancies and to recruit over 200 additional officers. In addition, the PCC's decision to increase the council tax precept for 2018/19 allowed the force to recruit a further 65 officers, taking the force to

1,925 officers by December 2018. This additional recruitment has increased internal demand in areas such as training, uniform supplies and supervision. This has been well managed and funded. The force has also welcomed 35 officers who have transferred from other forces.

The chief constable also recognised that the force's identity needed to reflect the geography and demand of Humberside. He has changed the force structure to a North and South Bank model, with CID, response and PVP reinstated in each area.

The force has introduced a new shift pattern for response officers, to meet current and anticipated demand. The force consulted on these patterns, which it researched carefully using three years of data. Other resourcing projects are under consideration. Demand data is available for chief officers to redeploy resources according to need, and supervision of incidents in the force control room is generally positive.

The force now has the DACT within the control room. The team re-assesses lower-level domestic incidents that are not deployed to immediately. If required, supervisors within the control room can re-escalate these incidents, as well as those reviewed and dealt with by the crime management unit.

Assigning resources to demand and understanding their costs

The force manages change through its strategic leads board and strategic change board. Board members base their decisions on a thorough understanding of costs, staffing and demand. This process is relatively new but should ensure that the force effectively manages proposals and achieves the expected benefits. The force has reviewed its overtime spending and reduced costs from £7.6m to £3.6m. It achieved some of this by understanding how it was previously over-resourcing some public order events, such as football policing. The force invests in resources to manage demand. For example, it has enhanced its crime management units, which can:

- provide telephone investigations;
- deal with enquiries; and
- reduce the need for officers attending in person.

This is freeing up officer capacity to concentrate on incidents that are more serious. As the force identifies new demands, it develops a business case that sets out options for how the force can manage them, the resources required, and any savings identified. An example of this is the body-worn video camera replacement programme in response to changing technology we examined. We found that the finance and HR departments are involved in the development of business cases and in implementing any agreed changes, so that there is an understanding of costs and resourcing.

This year we found that the force is better at linking costs to service provision. In one staffing review, the force used an outside agency to assist in developing three potential staffing models. The agency used evidence-based modelling for the review. The force is now considering what levels of service each of those staffing levels would provide, to help make sure it makes the right decision.

After reviewing the HR function it shares with South Yorkshire Police, the force took the decision to return a dedicated HR service to Humberside. The force believes it will make sizeable savings from this. It is currently determining what levels of service will be provided with different levels of staffing. The force uses HMICFRS value for money profiles to review the cost of its services against other forces; this helps to guide its change programme.

Workforce capabilities

Humberside Police now has a comprehensive workforce plan, which links to its 'plan on a page' and its target operating model.

In 2017, we identified that the force needed to understand its workforce's capabilities fully, in order to identify gaps and put plans in place to address them to meet current and future demand. This year we found it has identified the skills required for each post and the existing gaps. While this skills audit has focused primarily on police officers, the force keeps role profiles up to date for staff posts and recruits people to posts based on the skills required.

The force has developed a training plan that meets these identified skills gaps, provides mandatory training and addresses the unprecedented level of recruit training for new recruits. The addition of new officers on response teams will allow experienced officers to move into vacant detective posts in CID. A consequence of the volume of recruitment is that all 400 new officers require extensive driver training to comply with national guidelines. The force understands this and is working through solutions to make it possible.

Special Constabulary leaders consider they have trained their officers to the required standard. Humberside Police has focused on recruiting special constables with skills that will be useful to the force. These skills come from their day-to-day work outside their police roles. For example, one officer runs an ICT company and now assists with cyber-crime offences.

We saw examples of the force using external expertise to fill gaps:
- external appointments;
- Police Now intakes;
- transferees at all ranks to bring in new skills and experience; and
- using the services of other organisations where skills are hard to recruit – for instance specialist legal services.

We found that the force uses industry-modelling tools and works with universities to find solutions and new ideas.

More efficient ways of working

Humberside Police works collaboratively with other organisations to improve services to the public. Examples include mental health service provision, partnerships with the fire and rescue service and early help units with local authorities. The force has developed a new cyber-crime strategy and has plans to invest in future technology for mobile working solutions, to replace outdated equipment.

The force's change management process is robust and has the right people in place to encourage activity. This includes subject specialists, who are a necessary part of any decision-making (such as finance, HR, estates and ICT). The strategic change board ratifies and oversees all agreed changes. The strategic leads board has representation from staff associations and the office of the PCC, as well as the force's senior management. The force has a clear focus on savings and recognises that the change programme will need to generate cashable savings over the coming years. The force has developed a business benefits management framework where the benefits expected from a change programme are quantified, monitored and reported on.

The force has underspent in recent years. It now has an improved understanding of its [reserves](#) and investment decisions. The new recruitment project is an example of this. But the force doesn't yet have a consistent track record of demonstrating reinvestment of savings or understanding efficiency gains in priority areas. Current leaders need to scrutinise the expected benefits of investment and make sure it achieves them. Although the force has several years of planned spending from its reserves, we were pleased to see that the focus on savings is now active.

Working with others

Humberside Police is willing to work with others. We saw examples of its work with universities and the College of Policing to improve its understanding of issues such as vulnerability and stop and search. The force works with neighbouring police forces, the region and other partners such as the fire and rescue service and the NHS. This includes the day-to-day provision of services as well as managing assets such as the combined estates work and fleet services with the fire service. The force understands the benefits of this joint work. It has shown that it is willing to take action if it is not achieving the expected benefits.

We saw how the MASHs (where police are co-located with social services, housing and education) bring together the right people to address vulnerability in the most efficient way. In addition, the force facilitates MARAC meetings for the most vulnerable domestic abuse cases, to share information with partners such as health, local authority and social care. Domestic violence is a significant focus for the force, reflecting its nationwide priority. This investment in resourcing demonstrates the force's commitment to prioritising its response to vulnerability.

Using technology

Humberside Police has made significant investments in ICT systems that bring clear benefits for victims and itself. These include:

- body-worn video cameras – to secure prompt evidence at scenes, enhance golden-hour enquiries and support victims of crime;
- data examination kiosks – to increase productivity, secure evidence promptly and reduce backlogs of digital equipment examinations;
- mobile working solutions – to maximise efficiency by allowing officers to remain visible on patrol and have data available to them away from stations; and
- ICT infrastructure and software solutions throughout the force.

Investments have resulted in savings of £6m per year. The deputy chief constable's digital board oversees these investments. There is also a digital implementation co-ordinator post.

We found many good uses of IT in analytical systems, such as predictive modelling and in demand forecasts.

A new ICT strategy is being prepared for the force to look at future innovation. Humberside Police has had mobile devices for many years and is currently developing options to move to a more up-to-date system. It is pleasing that the force consults its workforce on these decisions and involves them in developments. We saw detectives assisting in mobile working trials.

Humberside Police has a new cyber-crime strategy. It works with regional assets to access specialist cyber skills. The force recognises the need to make progress, as its cyber team has limited capacity. The force has a desire to improve its online crime and fraud capabilities for the public.

Planning for the future

Good

Humberside Police has a dedicated team to work out what demands it will need to meet in future. It responds with change and investment, both major and minor.

The force informs itself about what the public expects in different ways. One ambitious scheme is to visit 400,000 homes in Humberside to ask residents about their needs.

The plan on a page lists the strategic priorities and it is visible throughout the force.

The workforce plan is wide-ranging. It is based on an understanding of current and future demand. The force knows what skills its workforce has, and what skills it does not have. It has plans to plug these gaps. This will improve how it operates. The force knows what skills new recruits will need to meet future demand and trains them accordingly.

The force now has a better understanding of its finances. It uses its funds to give a better service. The force will fund further recruitment from reserves, but understands this is not sustainable. It knows what efficiency savings it must make and has plans to do this. We will monitor this area.

Humberside Police is ambitious in its plans to provide a top-quality service. These plans are realistic and agreed with the PCC.

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

Assessing future demand for services

Humberside Police uses demand data, trends and evidence-based modelling tools to predict future demand. A dedicated team manages the demand model. The team uses past data to regularly check their assumptions are correct. Chief officers oversee this work. It informed the new shift pattern, which the force designed to meet future demand.

The force has made a significant investment in the future management of demand, through the recruitment of over 400 new officers. It also assesses demands that are more hidden and less easy to quantify and adapts services and resources to meet them. The force works with academia to develop demand-reducing initiatives, such as researching missing persons trends.

We saw examples of technological improvements that provide more efficient working methods. These include body-worn video cameras and mobile phone kiosks. The force is also developing a plan to replace outdated handheld devices, to assist with more agile working for its officers. Chief officers are focusing on improving how the force deals with the increasing volume of online frauds. The force identified emerging demands in future command training. It has invested in a new hydra-suite for immersive online training to ensure it has a command training facility for the future. This suite is also suitable for the fire and rescue and ambulance services.

Understanding public expectations

Public engagement takes place in various ways. This includes through local policing teams, local engagement officers employed by the PCC and media initiatives. The consistent theme used to encourage this communication with communities is 'Humber talking'. The force has an ambitious plan to visit over 400,000 homes in Humberside for wider consultation. This consultation uses a digital survey to provide instant feedback. The force has developed this survey in consultation with academia. The force also invites representatives from local community groups to training days, to give input on community needs and expectations.

The current recruitment drive is enabling the force to attract new skills and to identify people with aptitude at an early stage: for instance, for detective work or social media investigation. The force makes use of special constables' day-job skills when appropriate. It has developed new channels to interact with the public. The public-facing website is easy to use and includes the ability for online crime-recording.

Prioritising

Humberside Police has now developed a plan on a page, which sets out the strategic priorities under five headings:

- connected – delivering the right services through understanding demand, collaborating, and being accessible and engaging;
- communities – making them safe and stronger;
- people – having and developing the right people and making the force a great place to work;
- resources – improving processes, planning, technology and decision-making; and
- culture, values and behaviours – creating a working environment where people are empowered, valued, trusted and optimistic.

The plan is focused, clear and visibly branded throughout the force. The chief constable meets with supervisors at pledge events, where he gives a commitment to his role in the plan in return for their commitment to the future of the force. The force has aligned its local plans to its corporate plan, with resources allocated to these priorities.

The PCC has agreed the use of financial reserves to fund the recruitment drive and has increased the council tax precept to fund more officers. This is to build the force for the future and to be able to meet public demand and expectations. The force has also set £1m aside to fund its digital strategy, to be funded from contingencies, reserves and additional savings.

Future workforce

Humberside Police has developed a comprehensive workforce plan. This focuses on demand and recognises the skills of the workforce and the gaps it needs to meet. The force has developed learning and development plans to meet the gaps. These plans should improve the way the force operates. The force will give new recruits the skills they need to fully meet its future demand from the outset, such as PIP level one and level three public order training.

The chief constable leads on holding group meetings with sergeants and inspectors to communicate in person expectations, direction and support. These have proved very popular with supervisors in instilling confidence in the leadership of the force.

The force has started an ambitious programme of recruitment that will see police officer numbers increase by 25 percent compared with 2017. The force makes good use of external recruitment at all levels: it has appointed senior police officers and staff leaders externally; 35 transferees have been welcomed into the force; two intakes of Police Now graduates; and 400 new recruits will have joined by December 2018. The net growth in this period was 203 officers. To increase workforce diversity the force has:

- targeted recruitment campaigns;
- promotion and development of women in policing events;
- female leaders in the force using social media and LinkedIn accounts to promote diversity of roles and applications;

- tailored language in adverts and communications to attract applications; and
- additional support for black, Asian and minority ethnic (BAME) candidates, or those with disabilities, for all recruitment processes.

Finance plans

Following its 2010 consultation about revaluing public-sector pensions, the government announced, in 2016 and 2018, reductions in the discount rate it uses to set contribution rates for the unfunded public service pension schemes. These include the police service pension scheme. A lower discount rate will result in higher contribution rates for the employer. The official notification of a lower rate in September 2018 did not allow PCCs time to include the effect of this in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC. It allocated funding to each force to specifically help the police pay for these increased costs in the next year. PCCs must now plan for how they will finance the increased costs in the following years, assessing the effect on their officer numbers and their ability to provide effective and efficient services.

Humberside Police had underspent on its budget for several years. It has held surpluses in reserves, with no plan in place to make use of the accumulated funds. The force has now improved its knowledge and understanding of its financial position and is using the funds to improve service provision. With the support of the PCC, the force has recruited to its full establishment and has agreed a further increase in police officer numbers funded from reserves. This is well co-ordinated, with HR, finance, business change and learning and development working together to manage it properly.

Finance plans include precept growth, surpluses and earmarked reserves. The force and the PCC recognise that funding officers from reserves is not sustainable in the long term. The force will need to find recurring savings of between £13m and £17m by 2023. It has agreed a plan for efficiency savings that will retain an appropriate level of reserves and ensure that it can maintain improved performance.

A programme of reviews is in progress to achieve these savings. The strategic change board oversees this and the PCC monitors it through six-weekly reporting. There is a clear commitment to achieving both cashable and non-cashable savings. The force has developed a benefits realisation strategy and all cashable savings identified feed into the savings plan.

Making the savings is essential to maintaining the progress the force is making and we will monitor this over the coming years.

Leadership and workforce development

To develop the skills and experience needed for the future, the force is open to recruiting externally. In recent months it has appointed several senior leaders to both police and staff posts. The force has taken direct-entry inspectors, candidates from Police Now, and transferees from other forces. Succession planning has taken place for senior officer and staff equivalent posts. The force produces a quarterly report that identifies all the anticipated retirements as well as planned recruitment and promotion processes. A resourcing meeting takes place fortnightly to manage staffing changes in real time.

The force has developed a talent grid. This highlights members of the workforce who have high performance on their performance development review and high potential on their talent grid. The force supports those identified with coaching, specialist input and access to development opportunities. We found examples of the force developing its workforce, such as with promotion mentoring, wildlife training, achieving best evidence training, or as a mental health point of contact. The force recognises that it has a shortage of detectives and, as part of the current recruitment programme, is identifying people who may have the skills, aptitude and ambition to move into detective roles quickly. The force focuses on increasing diversity and provides all candidates with a BAME background, or those with a disability, with additional support.

Ambition to improve

The recruitment drive is ambitious and challenging to manage, but is providing a substantial increase in police officer numbers. This is well co-ordinated. The plan initially aims to improve visibility; then it aims to improve performance across the board over the longer term as officers can then move into specific areas of demand. This increase in officers should allow the force to change at the pace it desires.

The force has audited the skills of its police officers and knows the gaps it needs to fill. It has developed a workforce plan that identifies the recruitment, promotion and development required to meet future service provision. The force is funding and managing these plans effectively. It is keen to work with other organisations if it brings a clear benefit. The force is prepared to alter plans based on evaluation if partnerships are not producing results as expected.

Humberside Police is currently funding its plans through use of its substantial reserves, but it recognises that savings are required to sustain the plan. It is reviewing services under the governance of a change board and the PCC, with cashable savings feeding into the savings plans. While there is a considerable amount of work to do to identify and make savings of between £13m and £17m by 2023, the force has time to develop its plans.

We found Humberside Police to be outward-looking, prepared to share services and to learn from others. It is ambitious in its plans to provide a high-quality policing service. We saw evidence of planned investment in large-scale ICT and digital changes and many examples of work with academia to improve results. The assumptions in the force's plans are realistic and agreed with the PCC. The financial forecast is sensible and in line with workforce plans.

Legitimacy

Force in context

Comparison of Humberside workforce ethnicity with local population

as of 31 March 2018

● Black, Asian and minority ethnic ● Not stated ● White

97.8%	Police workforce
96.5%	Local population

0% 20% 40% 60% 80% 100%

● Black, Asian and minority ethnic ● Other ● White
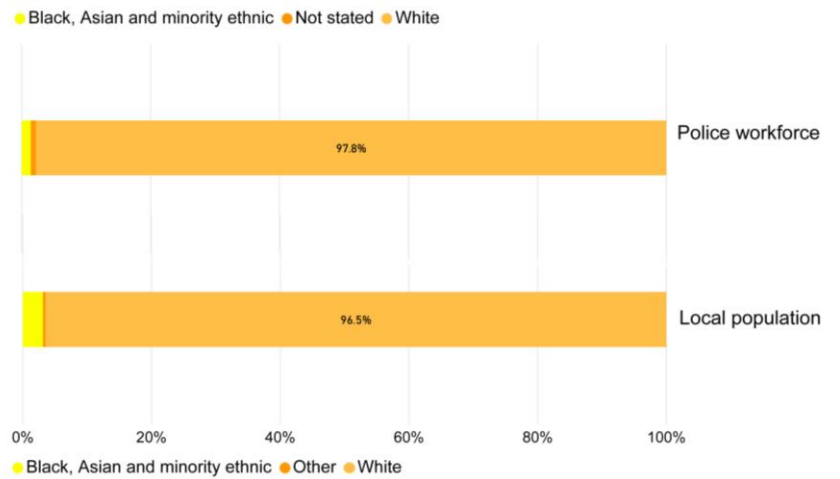
Humberside workforce gender

in post on 31 March 2018

Police officer	32.5%	67.5%
Police staff	66.4%	33.6%
Police community support officer	53.3%	46.7%

0% 20% 40% 60% 80% 100%

● Female ● Male
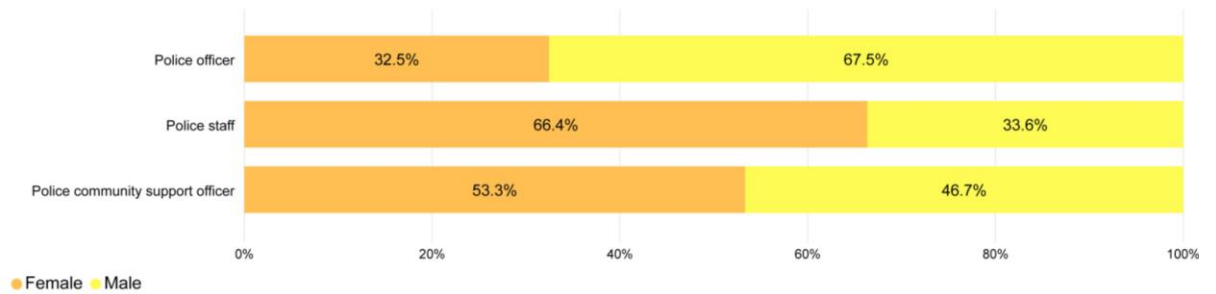
Proportion of workforce without up-to-date security clearance

as of 1 April 2018

0%

Stop and search by ethnicity

12 months ending 31 March 2018

Black and minority ethnic individuals are 2.8 times more likely to face stop and search than white individuals

Black (or black British) individuals are 4.5 times more likely to face stop and search than white individuals

Number of stops and searches per 1,000 population

12 months ending 31 March 2018

Humberside 2.6

England and Wales 9.6

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

●●●○

Good

Summary

Humberside Police is good at treating the public fairly. The force communicates well with the public. We were pleased that it has improved the way it records and understands use of force. It has improved how it uses stop and search. But it could monitor both of these better.

The force has a good culture of ethical and lawful workforce behaviour. Leaders make sure the workforce know the force's values. The force now has an ethics committee. It should tell the workforce how to use the committee to discuss ethical dilemmas. Humberside Police knows the corruption risks it faces and has plans to deal with them.

Humberside Police is good at treating its workforce fairly.

Treating the public fairly

●●●○

Good

Humberside Police understands why it must treat people fairly and respectfully. Leaders communicate with the public when things are going as planned and when they do not. This provides reassurance and demonstrates ethical standards. And frontline officers are visible and accessible at a community level, too.

Since our last inspection Humberside Police has improved use of force training for officers. So there is better understanding and recording of use of force. There are governance and scrutiny processes, but the force cannot know that use of force forms are submitted in every case. We noted some ways Humberside Police could do better at monitoring use of force. But we were pleased by the improvement in this area.

Humberside Police now gives extensive training on stop and search powers. It has also improved training on unconscious bias. The officers we spoke to understood this. We found that a proportion of searches did not have reasonable grounds recorded.

The force knows how it needs to improve its stop and search monitoring. It has taken steps towards this. It should continue in its efforts. The force invites the public to scrutinise its searches in several ways, but it could do more to ensure it is being challenged externally about this.

Area for improvement

- The force should ensure that, in relation to stop and search:
  - all relevant officers and supervisors understand what constitutes reasonable grounds and how to record them;
  - it monitors a comprehensive set of data to enhance its understanding of fair and effective use of the power; and
  - effective external scrutiny takes place.

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

Treating people fairly and respectfully

We found Humberside Police had a good understanding of the importance of engaging with its communities and treating the people it serves with fairness and respect.

The force's leaders have a strong focus on communicating with the public. The use of media is more positive. Chief officers and heads of department lead this by providing a public face in response to continuing incidents and campaigns. When needed they also demonstrate the ethical standards of the force by recognising when things haven't gone well. The force's plan on a page highlights that understanding the community's needs is a priority, through communicating, protecting people and the force's culture, values and behaviours. The force has remained loyal to a neighbourhood policing style and has 81 wards, each with an identified officer or a PCSO. Social media use has grown, but the force needs to be mindful that this is a two-way process: some officers told us that monitoring and responses to social media interactions could be better.

The chief constable took the important decision to recognise the identity of Humberside and reinstate two distinct policing areas of North Bank and South Bank. This realigns the positioning of policing in the geographical communities. We heard of chief officers taking part in 'walk in my shoes' community days, going out to some harder-to-reach communities and events. We spoke to officers and staff who said that this type of leadership is instilling them with confidence again.

The force uses 'mystery shoppers' to test systems for public interactions (for example, enquiry desks, 101 calls, complaints) as this affects public confidence. It then makes changes in response to any problems identified. The force told us about one example of them making changes, which related to someone reporting a hate crime at an enquiry desk. The force identified that enquiry-desk staff needed additional training to improve their knowledge of hate crime, to help them respond better to this type of incident in the future. It then provided this training to all relevant staff.

We found numerous communication channels in use and work in progress to engage with communities that are harder to reach, such as in the Beverley Road area of Hull. This has a high number of areas of deprivation and high demand for police services. The aim of this project is for the force to have a greater understanding of what it is like to live there, so that it can identify the issues and solve problems. This will involve about 9,500 homes. The force has plans to expand this project to visit and survey over 400,000 homes in Humberside. In this way, the force will be engaging with as many residents as possible to inform future policing.

The police community teams work with community cohesion officers. These officers are responsible for identifying new and emerging groups in the community, such as people who have recently migrated to the area. Their aim is to 'myth bust' any perceptions these new arrivals may have of the police. Once they have created good links with the community, they introduce them to the police officers and PCSOs. This has recently occurred in relation to a new Somali group of residents.

We found evidence of community engagement influencing neighbourhood-policing activity. Local policing teams hold surgeries and use 'cuppa with a copper' events. They provide social media updates and information about local priorities is on the force website. Residents can also email local policing teams. The force has introduced a new 'my community alert' system that enables residents, businesses and community groups to find out what is happening in their local area. They register and receive real-time messages about incidents happening in their neighbourhood that may affect them.

Last year we said the force should ensure its workforce understands unconscious bias. This year we found that this has improved. We spoke to members of the workforce and found consistently good understanding and explanation of unconscious bias across the force. The force has provided specific training to some neighbourhood policing officers, to give them a better understanding of people who are travellers, Roma, refugees or homeless. This will equip them better in their community roles.

At the time of our inspection, we found that the force was focusing general communications training at new recruits. Other officers receive communications training as part of their personal safety training, but this focuses on diffusion of tension at incidents. The force now needs to consider how to improve the wider communication skills for all officers.

Using force

In our 2017 legitimacy report, we identified that the force should ensure that it effectively monitors data on the use of force to ensure that it uses force fairly and proportionately. This year we found a generally good understanding in the officers we spoke to on use of force and the need to record it. The force provides personal safety training to all officers and this includes special constables. This incorporates instruction on how to record the use of force.

Humberside Police complies with the National Police Chiefs' Council recording requirements for the use of force. The force understands it still has some areas to improve, such as use of force in custody and ensuring officers record compliant handcuffing. We spoke to some supervisors who confirmed that some

officers are reluctant to use compliant handcuffing, as they want to avoid having to record it. The force needs to monitor this for its officers' safety and to understand when and why officers use this equipment.

Governance processes are in place to supervise and dip-sample the forms that officers must submit regarding their use of force. All such forms go to a sergeant in the first instance to assess. If satisfactory, the sergeant enters on the database and further dip-sampling then takes place. Supervisors return any forms that are insufficient in detail and rationale to the officer, with feedback on the areas of justification and evidence that are required. The force cannot be completely confident that officers and/or sergeants are submitting all use of force forms. The force also recognises it needs to develop its use of force recording from custody records. The professional standards department (PSD) provides scrutiny in terms of trends and complaint monitoring. The force is now using body-worn video camera footage to investigate and resolve complaints.

Humberside Police has a use of force scrutiny panel. This panel has clear terms of reference and is administered by the PCC's office. Paid volunteers (members of the diversity panel) make up the main external scrutiny panel, with specific force leads invited as guests as and when required. The meeting is held in two parts: the first part involves an open discussion of use of force forms, led by the PCC's office diversity lead, and only includes external scrutiny members. Part two of the meeting is chaired by a chief inspector from the force's specialist operations department. Panel members examine a range of data, including use of force in a mental health setting. The development of the use of body-worn video cameras across the force should provide a good opportunity to expand monitoring, as the panel will be able to examine footage from incidents. The force lead for use of force explained it is conducting further research into the use of force on BAME people. Data shows that officers are more likely to use force on people from a BAME background. The force would like to understand why this is, so that it can take action to address it if necessary.

During our inspection we attended the annual trend analysis meeting, which examined use of force data. We found good attendance from relevant departments and this included a wellbeing representative. The panel discussed specific incidents, and the PSD provided detail on reviews of body-worn video camera footage in complaints. The panel examined data that included: volumes of use of force; types of force used; gender of subject; ethnicity of subject; reasons for use; and impact factors. The force could enhance this data further if it included the subject's age, any injuries to subjects, and details of any disproportionality and officers or teams that use force more frequently.

We recognise the progress that Humberside Police has made in monitoring the use of force. Inclusion of further data at this forum would enrich the force's understanding of how it uses force fairly and proportionately. The force informed us it is able to access this data. It should continue to encourage these enhancements.

The independent advisory group, which consists of members from a range of communities and diverse groups within Humberside, provides further advice to the force. An example of their involvement was their consultation and advice about the introduction of spit guards by the force. The force is engaging with neighbourhood

teams to make contacts within harder-to-reach communities, to improve the robustness of its external scrutiny.

The force also publishes data on the use of force on its public website. We examined this and found it was easy to understand and covered handcuffing, dog bites, restraints, baton use, tactical communications, spit guards, Taser, firearms and incapacitant spray. The force had broken this data down into gender, ethnicity, reasons, impact and how many uses resulted in complaint and assault on officers.

Using stop and search powers

In our 2017 legitimacy report, we said that the force should ensure that officers and supervisors understand what constitutes reasonable grounds for stop and search and how to record them. During this year's inspection, we found that the force has an extensive training package for stop and search. Officers we spoke to had received some stop and search training and understood the importance of using powers correctly. All officers we spoke to clearly understand what unconscious bias means. The Special Constabulary senior officer confirmed that special constables receive this training.

The force has extended stop and search training to senior officers who chair tasking processes. This increases their understanding of stop and search powers, and their legality when directing operational activity for their officers. This is positive to see. We did though detect a lack of confidence among officers to use stop and search. The force is aware of this.

We reviewed a representative sample of 337 stop and search records to assess the reasonableness of the recorded grounds. We found that 81 percent had reasonable grounds recorded. Our assessment is based on the grounds recorded on the record by the searching officer and not the grounds that existed at the time of the search.

We found the force to be very open to learning, to encourage improvements in completion and monitoring processes for stop and search. It has used peer reviews from another force and advice from the College of Policing to understand stop and search use and accuracy. The force identified it needed to make improvements to address four main areas:

- vague grounds;
- grounds containing the words 'intelligence suggests';
- grounds containing the word 'suspicious', with no further evidence; and
- grounds containing reference to third-party information such as CCTV reports.

The force has made a video outlining good and bad practice. This gives officers and staff examples that clearly explain lawful grounds of stop and search. The force has carried out further audits since it introduced the video. It considers there has been a significant improvement in the detail and lawfulness provided on stop search records. A supervisory officer now audits every record, with further dip-sampling at inspector and superintendent level. They provide feedback to officers but should extend this to include feedback to their supervisors.

During our inspection we viewed another 20 records. We saw some improvements with officers recording more information to justify the use of stop and search powers. But some records still didn't have reasonable grounds recorded. The force should continue to encourage these improvements.

Humberside Police stated it examines data that can be broken down to team and individual level, ethnicity of subject, grounds of the search, and outcome of search. The force could further enhance this. It tried to commission further analysis on the stop and search of people from a BAME background, for reassurance about the fairness of its stop and search practices. But the available data was insufficient as a sample to draw any analytical conclusions. The legitimacy board monitors the use of stop and search and the deputy chief constable chairs this board. Supervisors check all stop and search forms and provide feedback to officers on any errors. The assistant chief constable and superintendent responsible for stop and search carry out more analysis monthly and report this to the legitimacy board.

Humberside Police has attempted to engage with some harder-to-reach communities on the issue of stop and search, but its initial findings didn't return any specific concerns. The force provides opportunities for members of the public to see stop and search taking place, through its ride-along scheme. Members of the PCC's diversity panel provide external monitoring of stop and search, which is positive. Best practice would be for the chair of this panel to be independent. The force has introduced body-worn video camera footage, and this will provide opportunities for enhanced scrutiny and feedback that the force should develop. We couldn't see how this forum challenges the force, and the force doesn't make use of its independent advisory group or local community groups for monitoring stop and search. The force would benefit from satisfying itself it is receiving enough external challenge on stop and search and adopt the best practice of having independent chairpersons.

The force publishes stop and search data on its website. The force could enhance this website data by bringing it up to date (our inspection was October 2018, but data published was to April 2018).

In our 2017 legitimacy report, we recommended that all forces should:

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

We found that the force has complied with some of this recommendation. But it doesn't identify the extent to which find rates differ between:

- people from different ethnicities; and
- different types of searches (including separate identification of find rates for drug possession and supply-type offences).

The force doesn't identify the prevalence of possession-only drug searches, and the extent to which these align with local or force-level priorities. It publishes a brief explanation of the disproportionality rate, but hasn't published any analysis supporting this explanation.

Ethical and lawful workforce behaviour

Good

Humberside Police maintains an ethical culture. The workforce is aware of the force's values. But conversations about ethical issues are not part of the force's culture. We recommended in 2017 that the force have an ethics committee so that there was a formal process for ethical discussions. It now has an ethics committee. But the force should tell its workforce how to use it. In its PSD the force has a culture of learning and prevention, not blame. The force has complied with our 2016 vetting recommendations.

The force assesses the threat of corruption and has a plan to deal with it. Workforce members know how to report inappropriate behaviour. But some people we spoke to said they did not trust the confidentiality of the reporting system. The workforce understood the policies on business interests and associations. But we found confusion about the reporting of gifts. The force would do well to clarify this.

Humberside Police cannot yet monitor all its computer systems. This is a risk. It has plans to address this.

We made national recommendations about preventing abuse of position for a sexual purpose in 2016. The force has a plan to meet these, but has not fully implemented it.

Areas for improvement

- The force should ensure its counter-corruption unit:
  - has enough capability and capacity to counter corruption effectively and proactively; and
  - can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.
- The force should ensure it refers all applicable cases of corruption to the Independent Office for Police Conduct and records these from the outset.

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

Maintaining an ethical culture

Humberside Police has a good approach to developing and maintaining an ethical culture. There has been a refresh of the Code of Ethics across the force, with its priorities clearly displaying that the "foundation of everything is our culture, values and behaviours".

We found that the values and behaviours of the force are clearly displayed throughout the police premises we visited. They are also weaved into the force's plan on a page.

Workforce members we spoke to are aware of the plan. They told us they would raise any ethical issues they had with immediate supervisors. But ethical conversations did not appear to be a standardised process.

The chief constable holds pledge events with supervisors. These are popular and supportive as they build a wider-force team commitment. Members of the workforce we spoke to said that chief officers are visible within the force, visiting police stations, holding open-voice forums and engaging with the workforce.

In 2017, we suggested the force should review the need to have an external ethics committee, to ensure that it has independent scrutiny of its decisions and a place to discuss ethical dilemmas faced by the force. This year we found there is now a joint force and office of the PCC (OPCC) ethics meeting. The OPCC administers this and has identified an independent chair to lead the meeting. However, we found that those we spoke to did not know much about the committee and did not know how to raise issues for it to consider. The force would benefit from clarifying this to encourage its use.

We found that the force and the management within the PSD have a strong focus on learning and prevention rather than a blame culture. They aim to be progressive in making the PSD accessible, to gain the confidence of the workforce. There is an organisational learning board, where members discuss topical subjects before updating the workforce. For example, legal services identified that officers were not putting enough detail in statements about the use of handcuffs; this was causing problems with civil claims. The force communicated this to supervisors and standards of detail recorded have since improved.

The force has sufficient resources and ICT systems available that enable it to vet the workforce. These include high-risk posts and contractors. The force was able to demonstrate that where required it sends the relevant notification to the College of Policing to prevent inappropriate candidates re-entering law enforcement. The vetting department provides statistics to the chief officer team. These include analysis of the ethnicity of those vetted. We found that the force was complying with our 2016 vetting recommendation: during fieldwork we found that the force had only eight non-vetted personnel (0.21 percent of the overall workforce).

The PSD has produced '60 second standards' videos for the workforce. So far it has released four, covering business interests, drug and alcohol misuse, abuse of authority for sexual gain and inappropriate notifiable associations. We viewed some of these and found them to be informative and relevant. The head of the PSD also attends student officer training lessons to talk about standards and explain the department's role within the force.

The force clarifies and reinforces acceptable and unacceptable standards of behaviour. It does this through the force intranet, or a weekly news bulletin. It publishes the outcomes of misconduct hearings, which highlight to the workforce the consequences of adopting poor or inappropriate standards. Once again, the focus is on prevention. The PSD has also established a business integrity panel. Members of the workforce can attend this meeting. This forum gives the wider workforce an insight into the PSD's activities. Attendees discuss redacted cases to learn more about, and

give their views on, how the PSD deals with issues and decisions. Recent cases discussed have included speeding police vehicles and overtime claims.

Tackling corruption

Humberside Police has a local strategic counter-corruption threat assessment and a local strategic counter-corruption control strategy. Together these meet the force's need. The assessment recommends that the force counter-corruption unit (CCU) should focus primarily on:

- sexual misconduct;
- controlled substances; and
- disclosure of information.

CCU interventions should be based on a 4P format of pursue, prevent, prepare and protect.

We found that those we spoke to during our inspection know how to report inappropriate behaviour. They told us they would contact the PSD through Bad Apple or a supervisor. Bad Apple is the confidential reporting system for the workforce to report internal wrongdoing. It is a significant source of intelligence used by the CCU, which sits within the PSD. Our inspection found that the PSD deals with reports promptly and provides feedback to informants where appropriate. But we did find that some of the workforce does not have confidence in the anonymity of the Bad Apple reporting process. The force's policy is to support anyone reporting misconduct. This aims to maintain confidence among the workforce in reporting these issues.

The force also has policies on business interests, gratuities and associations. It was able to show us that it monitors these. The workforce generally had awareness of policies but we did find confusion among some members on the value of items they should report as gratuities or gifts. This would benefit from clarification by the force.

Prior to our fieldwork, we carried out some insight work within the PSD and the CCU. During this insight work, we found that the PSD could monitor compliance with decisions made regarding notifiable associations better. This is the responsibility of local commanders and there is no central audit to establish that appropriate monitoring is taking place. However, the force uses early interventions appropriately, and it investigates all criminal allegations fully.

We found that the force doesn't yet have the capability to monitor all ICT systems and the data contained within them; this presents a risk to the force. The current system of auditing provides a large amount of data that is difficult to analyse, resulting in ineffective searches. The force is aware of both these matters and has plans to address them.

The force has developed effective links with external organisations who support vulnerable victims of crime. The PSD has made contact with domestic abuse groups and care homes. This included providing guidance on what to look for and report in cases of abuse of position.

Of the 57 items of corruption intelligence we reviewed, eight required referring to the Independent Office for Police Conduct (IOPC). We could only establish that the force

had referred four of these cases. For the other four cases, we couldn't find evidence of discussion with the IOPC or any referral documentation. The force should make sure it refers all appropriate to the IOPC, and records this, at the outset.

Humberside Police had submitted a plan to address our 2016 national recommendation regarding the abuse of position for a sexual purpose. The force hasn't yet fully implemented the plan, due to the outstanding issue regarding the ability to monitor all force systems. The force has noted this on its risk register. Following this year's inspection, we also consider that there are insufficient resources in the CCU to conduct more proactive work.

The force has provided training and guidance to officers concerning abuse of authority for a sexual purpose. Those we spoke to generally knew about the importance of understanding abuse of authority for a sexual purpose and how to report it or raise it with supervisors. Some of the workforce told us they hadn't formally received anything about it in terms of training inputs or literature. The force should re-circulate the guidance and ensure the whole workforce is aware of it.

Treating the workforce fairly

Good

This question was not subject to detailed inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over.

Annex A – About the data

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

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

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

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

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

Methodology

Data in the report

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

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

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2017 population estimates. This was the most recent data available at the time of inspection.

Survey of police staff

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 32 and 365. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

BMG survey of public attitudes towards policing (2018)

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

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

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

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

Review of crime files

We reviewed police case files for these crime types:
- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:
- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 January and 31 March 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Midlands Police and Greater Manchester Police where we reviewed 90.

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

Force in context

999 calls

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

Recorded crime and crime outcomes

We took this data from the December 2018 release of the Home Office police recorded crime and outcomes data tables.

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

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

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

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 30 September 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.

- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, Crime outcomes in England and Wales: year ending March 2018.

Workforce figures (including ethnicity and gender)

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

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

Spend per head of population

We took this data from the HMICFRS value for money profiles.

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2018/19 value calculated by assessing the trend for the last five years. More details on this data can be found on our website.

Stop and search

We took this data from the Home Office publication, Police powers and procedures, England and Wales, year ending 31 March 2018. Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

Vetting data (workforce without up-to-date security clearance)

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