



Inspecting policing
in the **public interest**

Crime inspection 2014

Avon and Somerset Constabulary

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How effective is the force at cutting crime?

Overall summary

Avon and Somerset Constabulary has clear strategic priorities to reduce crime and prevent re-offending. The officers and staff of Avon and Somerset clearly understand these priorities and use them to focus policing and partner activity in order to prevent and reduce crime. The constabulary works effectively with partners to tackle crime and anti-social behaviour, and victims are highly satisfied with the service that they receive from the constabulary.

HMIC found evidence of good initial investigations with appropriate supervisory oversight. There are well-established and effective processes for managing the highest risk criminals who cause most harm in their communities. The constabulary is working with a local university to develop an improved approach to learning from what works but there is as yet, no systematic mechanism for capturing and sharing good practice.

This year, HMIC undertook an inspection into the crime data integrity of all 43 police forces, to determine the extent to which police-recorded crime information can be trusted at a national level. HMIC has serious concerns about Avon and Somerset Constabulary's approach to crime recording, which is not as accurate as it should be. Individual force reports are available at <http://www.justiceinspectorates.gov.uk/hmic/>

How effective is the force at reducing crime and preventing offending?

Good

There is a strong and improving focus on the quality of victim care. More improvements are planned to further strengthen the focus on victims and provide better support to vulnerable victims. In the meantime though, more needs to be done to consistently identify repeat and vulnerable victims and ensure an appropriate response.

Constabulary priorities are clear and understood by staff, who routinely translate them into operational activity.

Partner organisations who work alongside Avon and Somerset Constabulary are committed to the objectives set out within the police and crime plan.

How effective is the force at investigating offending?

Good

HMIC found a good standard of investigation with effective supervisory oversight which ensures that investigations are pursued to the best possible conclusion.

The constabulary has well-established and systematic procedures to manage criminals who persistently re-offend or who are likely to cause the most harm in society.

Organisational learning and continuous improvement are fragmented. There is no central repository of best practice from which operational advice is disseminated.

Not all investigators are accredited to a standard required for the type of crime they are investigating.

How effective is the force at tackling anti-social behaviour?

Good

The constabulary identifies trends in anti-social behaviour and puts measures in place to address them. The management of offenders is approached with the same rigour as criminal investigations.

The constabulary has effective systems in place to identify the vulnerability of victims and is responsive to their needs, although we found some room for improvement in the way staff identify and respond to repeat victims.

The constabulary is an important partner in early intervention programmes. Officers work with social services and housing providers to assist 'troubled families'.

Officers have a central role alongside local councils in identifying offenders, agreeing measures to tackle offending behaviour and providing support to victims.

Introduction



This inspection looks at how effective police forces are at cutting crime. The public expects the police to reduce, prevent and investigate crime, bring suspects to justice and, in conjunction with other services and agencies, care for victims. To assess each force's effectiveness, we looked at three specific areas:

- How effective is the force at reducing crime and preventing offending?
- How effective is the force at investigating offending?
- How effective is the force at tackling anti-social behaviour?

Methodology

During our inspection we analysed data and documents from forces, and conducted in-force inspections. We interviewed the senior officers responsible for crime, neighbourhood policing and victim care in each force. We held focus groups with frontline police officers, investigators and police staff, and observed their activities first hand. We also reviewed 20 crime investigations in each force and interviewed heads of partner organisations such as local authorities. We focussed on anti-social behaviour and the offences of: burglary dwelling; serious sexual offences; and violence with injury on this inspection. We chose to focus on these offences because they cover the areas of acquisitive and violent crime and the protection of vulnerable people. This has allowed us to make an assessment of how well the force treated the victim throughout the investigation – examining in particular how well officers gathered evidence and how well they were supervised.

Victims are at the heart of this inspection. Victims are entitled to a service from the police; this includes regular information about their case, an opportunity to provide an impact statement where relevant and to be consulted on potential criminal justice outcomes. When the police provide this service to victims, it increases victim satisfaction and builds trust and confidence in the police.

As part of this inspection, we considered how well forces deal with domestic abuse, alongside other offence types. HMIC published a report in March 2014 on how well forces tackled domestic abuse and provided support to victims. As a result of that inspection all forces were asked to provide an action plan setting out how they were improving services to victims of domestic abuse and we have reviewed the action plans developed by forces. The action plans have not informed the judgments made in these reports.

The crime inspection provides HMIC with the first opportunity to test whether the force's approach to improving how it tackles domestic abuse is beginning to have an effect and this forms part of our overall assessment of the force.

How effective is the force at reducing crime and preventing offending?

HMIC looked at how the leadership of the force deploys its resources to reduce the volume of crimes being committed, maximise the quality of victim contact, and ensure that the force focuses on community priorities whilst mitigating national threats.

We looked at how the force prevents crime, how it uses police tactics such as stop and search powers to prevent and detect crime and reduce offending. We also looked at how the police work with other agencies such as social services to reduce crime.

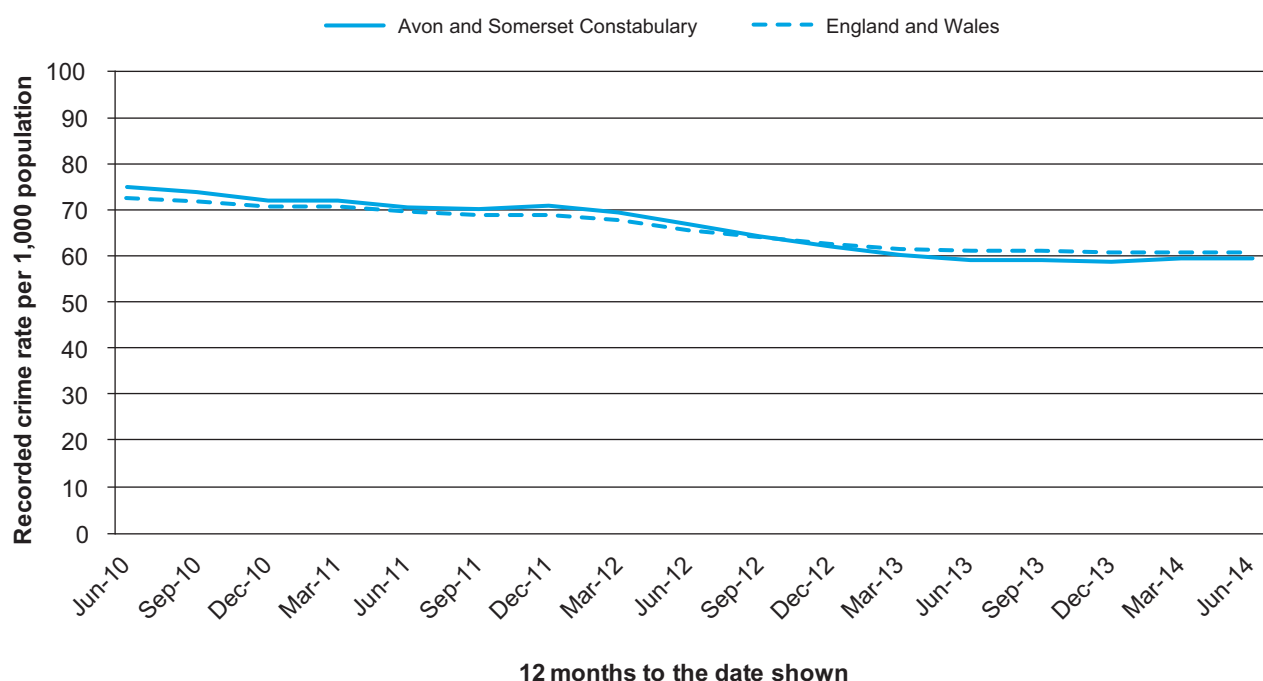
Crime

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to June 2010, recorded crime (excluding fraud) in the 12 months to June 2014 reduced by 21 percent in Avon and Somerset compared with a reduction of 16 percent across all forces in England and Wales.

Over this period, victim-based crime (i.e., crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 23 percent in Avon and Somerset, compared with a reduction of 16 percent across England and Wales.

Looking at the 12 months to the end of June 2014; recorded crime (excluding fraud) in Avon and Somerset increased by 1 percent, compared with a 1 percent reduction across England and Wales.

Figure: Recorded crime rate (per 1,000 population) between June 2010 and June 2014.



By looking at how many recorded crimes and incidents of anti-social behaviour occur per 1,000 population, we get an indication of how safe it is for the public in that police area. The table below shows crime and anti-social behaviour rates in Avon and Somerset (per 1,000 population) compared with the rest of England and Wales.

12 months to June 2014	Avon and Somerset Constabulary rate (per 1,000 population)	England and Wales total rate (per 1,000 population)
Crime excluding fraud	59.3	60.7
Victim-based crime	51.2	53.9
Sexual offences	1.2	1.2
Violence with injury	5.4	5.9
Burglary in a dwelling*	6.1	8.9
Anti-social behaviour incidents*	39.8	36.8

***Note that anti-social behaviour data is for the 12 months to March 2014 and the rate for burglary in a dwelling is the rate per 1,000 households, not population.**

We have chosen these types of crime to give an indication of offending levels in the force area. We are not judging the effectiveness of the force on recorded crime rates only. For information on the frequency of other kinds of crimes in your area, go to www.justiceinspectorates.gov.uk/hmic/crime-and-policing-comparator

Avon and Somerset's detection rate (for crimes excluding fraud) for the 12 months to the end of March 2014 was 29 percent, which was higher than the figure of 26 percent for England and Wales.

The new crime outcomes framework was introduced in April 2014. It replaces a previous framework for recording how the police finalise investigations through what was known as 'sanction detections' (e.g. charges and/or summons). The new crime outcomes framework is designed to support police officers to use their professional judgment to ensure a just and timely outcome which reflects the harm to the victim, the seriousness of the offending behaviour, the impact on the community, and which deters future offending. Data on the full range of outcomes achieved as a result of investigations (not just detections but also, for example, community resolutions such as mediation known as restorative justice) will be available from July 2015 and used in future HMIC inspections.

Meeting the needs of the community

The police and crime commissioner and the constabulary share a single strategic plan to drive operational activity. The plan is fully supported by partner organisations.

HMIC found that the priorities were clearly understood by all staff and routinely translated into the way the officers carry out their daily activities. There was also evidence that the strategic plan gave frontline staff the confidence to prioritise activity when faced with conflicting demands. It has engendered a culture of putting crime prevention and reduction at the heart of police business in Avon and Somerset.

The constabulary understands the demands for its services and has a clear planning cycle to allow resources to be allocated appropriately. This takes place at a strategic and tactical level, and involves consultation with partners and communities. An example is the 'North Somerset Gateway'. This initiative involves information sharing which helps police and partners prioritise their activities and work together to meet community concerns.

The move towards the new operating model, however, has created uncertainty among staff. Some expressed concerns that there is a lack of focus on neighbourhood policing. Senior officers are confident this is a short-term consequence of the changes the constabulary is undergoing, but more could be done to keep staff and communities fully informed and engaged in the change process.

The constabulary has introduced a 'track my crime' website which enables victims of crime to keep up to date with investigations online. It also provides victims with crime prevention advice. This provides an easily accessible, effective and responsive service to victims in Avon and Somerset.

HMIC found an increased focus in the constabulary on under-reported or 'hidden' crimes such as domestic abuse, human trafficking and child sexual exploitation. Investigators have been supported in these areas with enhanced training. There is also evidence of increased work in intelligence gathering and organised crime group (OCG) mapping.

Quality of victim contact

Placing victims at the heart of policing activity is a stated priority for the constabulary and there is clear leadership of this issue and evidence that improvements in the quality of victim contact have been made. Officers at all levels spoke of an emphasis on the quality of contact rather than the frequency of that contact. The constabulary is planning to reorganise the way it provides policing services and the new structure has been developed to enable a greater focus on responding to the needs of victims.

Some victims may be more susceptible to the harm that crime and anti-social behaviour can cause. Having been subject to repeated harm can also make a victim more vulnerable. It is important that the police and their partners take steps to identify those people at the earliest opportunity and ensure that they respond appropriately. In Avon and Somerset, partners have adopted the same definitions of vulnerability as the constabulary. This supports a joint approach to addressing victims' needs. Although there have been recent improvements in the approach to vulnerable victims, HMIC found that there is still a lack of clarity among some frontline staff both in the control room and in the neighbourhood teams about how to identify repeat and vulnerable victims and what steps need to be taken to ensure their needs are met.

The constabulary is set to launch a new integrated victim care (IVC) unit on 1 October 2014. The unit will be known as 'The Lighthouse' and will take responsibility for providing an enhanced service for the most vulnerable victims of crime and anti-social behaviour, the intention is that it will become a multi-agency team; carrying out a joint needs assessment for each victim and ensuring that support needs are met. The constabulary expects around 30 percent of all victims will be dealt with by this unit.

Although this commitment to victims is welcomed by partner organisations, some concern was expressed about the establishment of the IVC. Vulnerable victims of domestic abuse and sexual assaults are currently dealt with by the constabulary through safeguarding hubs and the quality of service is highly regarded and valued by partners. Partners are concerned that the new arrangement may disrupt the quality of support that these victims already receive. Avon and Somerset Constabulary is committed to an early review of the effectiveness of the IVC once it is in operation.

An important measure of the impact of changes to service delivery for the public is how satisfied victims are with the overall service they receive when they seek police assistance. In the 12 months to the end of June 2014, Avon and Somerset Constabulary had a victim satisfaction rate of 88.9 percent (± 1.1 percent) which is higher than the satisfaction rate in England and Wales of 85.0 percent (± 0.2 percent). Its current rate is broadly in line with the 87.7 percent (± 1.1 percent) recorded for Avon and Somerset in the previous year.

Use of police tactics

HMIC found that the model used by Avon and Somerset to assign tasks is effective at highlighting issues of threat, harm and risk and in deploying resources to address them. The daily management meeting involves the use of current and relevant intelligence to highlight 'hotspot' areas. Activity is directed and monitored effectively. A system, known as 'i-task', allows supervisors to assess the impact of police deployments on reported levels of crime and anti-social behaviour. The model for assigning tasks allows for the escalation

of concerns and requests for additional resources to be made if particular operational pressures are identified. This is also linked to constabulary-wide meetings and to the constabulary planning cycle that considers longer-term trends and emerging threats.

HMIC found a good knowledge and use of tactics to reduce crime and prevent re-offending. These tactics include initiatives such as drug testing of detainees with referrals to addiction agencies, and the use of domestic violence protection orders and serious crime prevention orders to curb re-offending.

HMIC found that the constabulary has developed new techniques to identify organised crime groups (OCGs) that operate in areas of emerging threat. These include offenders who steal from the elderly on the pretext that they are visiting to read energy meters or have some other legitimate reason to be in their homes. It also includes gangs that target young women in residential care to entice them into prostitution.

HMIC found that the involvement of neighbourhood officers in identifying OCGs was underdeveloped. Interviews with frontline staff revealed a lack of knowledge about OCG activity; this may lead to opportunities to gather intelligence being lost or activity to disrupt their activity being overlooked.

Partnership working and information sharing

HMIC found clear evidence of effective partnership working to prevent and reduce crime. The explicit support of all partners for the priorities in the police and crime plan is a strong message that partnerships are central to reducing crime and anti-social behaviour. The use of a system called 'IDPartners' facilitates the sharing of data, effective case management and a solid collaborative approach to reduce crime and prevent re-offending.

Examples include the 'Halcon' project set in a social housing estate in Somerset. Joint funding provides a co-located team of police, council and housing officers to identify offenders and make early interventions to avoid the escalation of criminal behaviour. The project has been innovative in finding new means to contact 'hard-to-reach' groups by addressing illiteracy and unemployment.

Other examples include joint work with a charity called 'Unseen' and Operation Bluestone which support people who are being exploited by human traffickers and sex offenders.

Domestic abuse

In March 2014 HMIC published the results of its inspection of 43 forces on the effectiveness of the police approach to domestic violence, with a focus on outcomes for victims and whether risks to victims are adequately managed. This included clear recommendations for each force about improvements it should make. As a result of this inspection all forces were required to produce and publish an action plan setting out the steps they were taking to improve the services to victims of domestic abuse. This plan should demonstrate that HMIC recommendations are being addressed and also explain how:

- the leadership will ensure the changes necessary and hold the right people to account;
- the police response when a victim first contacts them (by a 999 call or by visiting a police station) and when they first attend the scene of the incident is improved;
- the force will ensure there is a high quality investigation of all domestic abuse crime;
- victims will be properly supported and offenders properly managed; and
- the training and learning provided to officers ensures they can give the best available response to the victim.

An initial consideration of the plan shows that the Avon and Somerset Constabulary has provided a comprehensive action plan outlining activity in line with the national priorities and requirements outlined above. The plan gives examples of activity where there are areas for development, as well as those areas where the standards have been met. The report makes reference throughout to the HMIC inspection and its findings.

The crime inspection provided us with our first opportunity to test whether changes in the force's approach to domestic abuse were beginning to have a positive effect.

HMIC found evidence that Avon and Somerset Constabulary has made good progress to improve its response to domestic abuse. It is a clear priority for the constabulary, with an aspiration for all staff to be victim-centred. HMIC found evidence of this with positive comment from partners, and widespread knowledge and the use of domestic violence protection orders. These civil orders allow the removal of offenders from an address for a period of time and lower the risk of further abuse. Additionally, an initiative where officers were responsible for putting safety measures in place for vulnerable victims had led to better victim care and awareness of high-risk offenders. It was also encouraging to see that perpetrators of domestic abuse are considered, and managed, under integrated offender management principles.

As part of the inspection, a small sample of domestic abuse case files were reviewed. HMIC found evidence of a strong and robust approach to initial investigations with positive action being taken and evidence being secured appropriately. The subsequent investigations were generally good although the use of investigation plans was inconsistent. Additionally the allocation of investigations was uncoordinated and sometimes dependent on the capacity of teams, with only a general rationale that high-risk cases were dealt with by specialist teams. This approach means the constabulary cannot be sure that investigations are being dealt with by suitably trained officers and victims may not be getting the service they need.

Recommendations

- Within three months, Avon and Somerset Constabulary should ensure that there is clarity of management and responsibility in relation to the tackling of organised crime groups with relevant staff within the constabulary being made aware of the tasks they need to perform in order to disrupt and dismantle the group's criminal activity.
- Avon and Somerset Constabulary should conduct the planned post-implementation review of the Integrated Victim Care unit as soon as is practical and ensure it includes an evaluation of the initial referral process of vulnerable and repeat victims within the constabulary control room. By January 2015 the constabulary should ensure relevant staff, including supervisors, are aware of their roles and responsibilities in relation to vulnerable victims.

Summary

Good

- There is a strong and improving focus on the quality of victim care. More improvements are planned to further strengthen the focus on victims and provide better support to vulnerable victims. In the meantime though, more needs to be done to consistently identify repeat and vulnerable victims and ensure an appropriate response.
- Constabulary priorities are clear and understood by staff who routinely translate them into operational activity.
- Partner organisations who work alongside Avon and Somerset police are committed to the objectives set within the police and crime plan.

How effective is the force at investigating offending?

HMIC looked at the range of police tactics and powers used by the constabulary to investigate offending, including how investigations are conducted, whether persistent offenders are diverted from crime and how people vulnerable to repeat crime are supported. We looked at how the constabulary learns from experience in order to improve professionalism in operational practice and leadership.

Vulnerability, risk and victims

The constabulary has introduced new procedures to ensure full compliance with the national Code of Practice for Victims of Crime. This ensures that victims are offered the opportunity to provide victim personal statements and 'special measures' are made available to make court appearances less intimidating, such as giving evidence behind screens in courts.

The constabulary has taken significant steps to move away from being a 'target-driven' organisation to one which puts the victim at the centre of all its activities. The target-driven approach meant that certain crimes such as burglary and robbery were prioritised above others. The new way of working means that victims are prioritised according to their needs, irrespective of which crime has been committed against them. While this has been met with general approval, it has caused some confusion among staff resulting in a lack of clarity over what additional action they should take to support particular victims.

HMIC considers that the introduction of the IVC will go some way to clarifying this. However, the majority of victims in Avon and Somerset will not meet the criteria for a referral to the IVC unit and their care will remain the responsibility of the officer investigating their case. Therefore it is still of the utmost importance that all staff understand their responsibilities to victims, particularly where they are more vulnerable to harm and need a greater level of police and partners' support.

Evidence from interviews with investigators and, in particular, a review of crime investigation files provided evidence that officers are updating victims of crime on the progress of investigations. Crime reporting systems support this approach by alerting officers when contact with a victim is next due.

The constabulary has put measures in place for supervisors to sample the quality of investigations by making follow-up calls to a random selection of victims. Supervisors understand the importance of this method of quality control but mentioned that the pressure of their workload sometimes prevents them from completing the calls.

Investigation

HMIC found a good standard of investigation with effective supervisory oversight to ensure that investigations are pursued for the best possible outcome. There was also evidence of specially trained investigators providing support to officers when they are first to attend crime scenes, for example by advising on the potential of forensic leads at the scenes of burglary.

The constabulary is improving the quality of case file preparation by reinforcing standards through enhanced training for supervisors and better compliance with required national standards.

There are some inconsistencies in the level of professional training given to investigators. The constabulary introduced a national accreditation process to train investigators a number of years ago. The aim is to accredit uniformed response officers to Level 1 standard, detectives to Level 2 standard and investigators of serious crime or complex investigations to Level 3. We found that there are a number of officers performing detective roles who had not been accredited to Level 2 standard. Furthermore, record keeping relating to the number of officers accredited to Level 1 standard was incomplete. These shortcomings could undermine both the constabulary's intention to improve the quality of investigations and the service it provides to victims.

Tackling repeat and prolific offenders

The constabulary has a well-established and systematic procedure to manage criminals who persistently re-offend or who are likely to cause the most harm in society. The procedure is referred to nationally as the integrated offender management (IOM)¹ programme. In Avon and Somerset the programme is delivered through investigative units known as 'Impact' teams.

The constabulary has developed joint eligibility criteria with partner service providers who contribute to the scheme with innovative methods designed to break the offending cycle. These include drugs intervention programmes, electronic tagging of offenders and better access to housing and benefits. If offenders fail to comply with the programme, a robust 'catch and convict' policy is put in place aimed at placing offenders back before the courts as soon as possible.

¹ There is no standard national definition of who should be considered for Integrated Offender Management arrangements. Avon and Somerset Constabulary decides who needs to be managed under these arrangements using its own scoring system.

Learning from experience

HMIC found pockets of good practice in relation to organisational learning and development, including operational de-briefs and structured reviews of critical incidents. HMIC also saw evidence of a commitment and enthusiasm amongst team leaders to learn from experience and share best practice.

HMIC also found evidence that the constabulary is attempting to learn lessons from past experiences. It is working with academic institutions, for example, the University of the West of England, to introduce what is known as 'evidence-based' policing, which is an approach to learning from 'what works' that relies on a rigorous evaluation of police tactics and approaches to find out which are most likely to succeed in reducing crime or identifying offenders.

However, HMIC found that the constabulary's ability to measure the impact of its activities and to learn from what works best is limited. Most opportunities for organisational learning and continuous improvement are fragmented. Where they do exist they appear to fit more with a 'bottom up' approach as opposed to a structured organisational drive towards improvement. In addition, there is no central repository of good practice from which operational advice is disseminated or to which officers can turn for ideas on how best to tackle any given problem. The constabulary has recognised this and is starting to develop better ways to evaluate activities, most notably through its collaboration with academic institutions.

Recommendations

- Within three months, Avon and Somerset Constabulary should develop and implement an action plan to ensure that by December 2015 the appropriate number of officers have the nationally accredited skills to fulfil their investigative duties.
- Within six months, Avon and Somerset Constabulary should ensure that there are methods in place to:
 - (a) systematically review and evaluate the benefits from both current tactics and new crime fighting and anti-social behaviour initiatives;
 - (b) systematically capture learning and good practice in crime prevention and local problem solving; and
 - (c) share learning and good practice across the constabulary.

Summary



Good

- HMIC found a good standard of investigation with effective supervisory oversight which ensures that investigations are pursued to the best possible conclusion.
- The constabulary has well established and systematic procedures to manage criminals who persistently re-offend or who are likely to cause the most harm in society.
- Organisational learning and continuous improvement are fragmented. There is no central repository of best practice from which operational advice is disseminated.
- Not all investigators are accredited to a standard required for the type of crime they are investigating.

How effective is the force at tackling anti-social behaviour?

HMIC looked at how the constabulary prevents and tackles anti-social behaviour; in particular the way victims are treated. We looked at the quality and consistency of victim contact across the constabulary and whether victims of anti-social behaviour were dealt with in a comparable way to victims of other crimes.

Community contact and victim care

Tackling anti-social behaviour is a strategic priority for the constabulary. This is routinely reflected in operational activity.

The constabulary has a number of ways of engaging with communities effectively. These range from social media, community messaging, Police and Community Together (PACT) events, Key Information Networks (KIN) and Independent Advisory Groups (IAG). All of these allow the constabulary to interact with the community and to understand the issues that matter to the the public.

Avon and Somerset Constabulary has introduced structured procedures to ensure that call handlers ask anti-social behaviour victims the right questions so that they can understand how they might be vulnerable. Call handlers use this information to make sure officers attending incidents are aware of risk factors and vulnerability.

Partnership working

There are a number of partnership initiatives to prevent and reduce anti-social behaviour. For example, anti-social behaviour risk assessment conferences (ASBRACs) which bring together a range of service providers to identify offending behaviour and put in place joint interventions to prevent incidents escalating into more sustained problems or crime. An example of one of these projects, 'Bright Future', was commended by partners. In particular, partners recognised the ability of local officers to identify young people who are on the fringes of offending and guide them towards support programmes.

The constabulary is also an important partner in early intervention programmes. Officers work with social services and housing providers to assist 'troubled families'. This involves the use of housing and benefit legislation to tackle individuals who are a persistent nuisance in any given location as well as the provision of support to eligible families.

Improving services to the public

HMIC found a real commitment to tackling anti-social behaviour within Avon and Somerset, with a consistent message at all levels of the constabulary. Staff spoke positively of a culture change away from measuring detection rates to one of measuring victim satisfaction.

In the 12 months to March 2014, Avon and Somerset Constabulary recorded 64,853 incidents of anti-social behaviour. The rate of anti-social behaviour is higher in Avon and Somerset than in England and Wales, although this is a reduction of 2 percent against the previous 12 months.

The identification of anti-social behaviour trends, putting measures in place to address them and the case management of offenders are now approached with the same rigour as criminal investigations. Operational delivery is primarily driven from neighbourhood policing teams and the ASBRACs provide the gateway to partners who support victims and assist in the management of offenders.

Summary

Good

- The constabulary identifies trends in anti-social behaviour and puts measures in place to address them. The management of offenders is approached with the same rigour as criminal investigations.
- The constabulary has effective systems in place to identify the vulnerability of victims and is responsive to their needs, although we found some room for improvement in the way staff identify and respond to repeat victims.
- The constabulary is a key partner in early intervention programmes. Officers work with social services and housing providers to assist 'troubled families'.
- Officers have a central role alongside local councils in identifying offenders, agreeing measures to tackle offending behaviour and providing support to victims.

What each judgment means

HMIC uses four categories for making judgments, two are positive and two are negative. The categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how well the constabulary cuts crime. In applying the categories HMIC considers whether:

- the way the constabulary is cutting crime and reducing offending is good, or exceeds this standard sufficiently to be judged as outstanding;
- the constabulary requires improvement in the way it cuts crime, and/or there are some weaknesses; or
- the constabulary's effectiveness at cutting crime is inadequate because it is significantly lower than is expected.