

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Norfolk Constabulary



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What this report contains

This report is structured in four parts:

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

Our inspection approach

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

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

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

We inspected all forces in four areas:

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

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

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

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

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

Force in context

	Norfolk rate	England and Wales rate
999 calls per 1,000 population 12 months ending 30 September 2018	116	171











	Norfolk rate	Most Similar Forces rate
Recorded crime per 1,000 population 12 months ending 30 September 2018	64	63

Norfolk workforce

	FTE in post on 31 March 2018	FTE in post on 31 March 2014	Percentage change
Police Officer	1,558	1,582	-2%
Police Community Support Officer	79	247	-68%
Police Staff	922	913	1%

	Norfolk spend	England and Wales spend
Spend per head of population 2018/19 projection	£176	£192

Overall summary

	Effectiveness	 Good	Last inspected
Preventing crime and tackling anti-social behaviour	 Good	2018/19	
Investigating crime	 Requires improvement	2018/19	
Protecting vulnerable people	 Good	2018/19	
Tackling serious and organised crime	 Good	2016	
Armed response capability	Ungraded	2018/19	
	Efficiency	 Outstanding	Last inspected
Meeting current demands and using resources	 Outstanding	2017	
Planning for the future	 Outstanding	2018/19	

	Legitimacy	 Good	Last inspected
Fair treatment of the public	 Good	2017	
Ethical and lawful workforce behaviour	 Good	2018/19	
Fair treatment of the workforce	 Good	2017	

HM Inspector's observations

I congratulate Norfolk Constabulary on its excellent performance in keeping people safe and reducing crime.

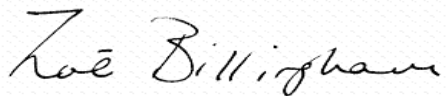
The force understands its communities and tackles [anti-social behaviour](#) well. It works closely with partners to ensure it [safeguards](#) victims. But it needs to improve the way it investigates crimes through better training and more effective supervision.

I am particularly pleased with the way in which Norfolk Constabulary plans for the future. Leaders are ambitious and want to be at the forefront of innovative practice. The force has a detailed understanding of changing demand and links this to its future financial planning and workforce development.

At the time of our inspection, the force had recently changed its local policing model. I will be keeping the effects of this change under review.

The force continues to uphold an ethical culture and promote standards of professional behaviour well. However, I am concerned that it does not consistently comply with legislation when dealing with detainees in custody. It needs to strengthen governance of its use of force in these facilities. I am assured that the force has clear plans in place to address this.

Overall, I commend Norfolk Constabulary for the progress it has made over the past year. I am confident it is well-equipped for its strong performance to continue.



Zoë Billingham

HM Inspector of Constabulary

Effectiveness



Force in context

	Norfolk proportion	England and Wales proportion
Proportion of officers in a neighbourhood or response function in post on 31 March 2018	53%	40%

Victim-based crime per 1,000 population

12 months ending 30 September 2018

	Norfolk rate	Most Similar Forces rate
Violence against the person	22	22
Sexual offences	3	3
Theft Offences / Robbery	20	23
Criminal damage and arson	8	8

Crime Outcomes

12 months ending 30 September 2018

Norfolk
proportion

England and Wales
proportion

Proportion of crimes where
action was taken

18%

12%

Proportion of crimes where
suspect was identified

56%

41%

Proportion of crimes where
victim did not support
police action

27%

21%

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



Good

Summary

Norfolk Constabulary is good at preventing crime and tackling anti-social behaviour.

It makes a priority of crime prevention. Its new local policing model should enable designated officers to focus on neighbourhood problems. But it is too early to say how successful this new model will be. The force's neighbourhood policing strategy aligns with the local police and crime plan.

Norfolk Constabulary needs to improve the way it investigates crime. We reviewed investigation files and found that the force has not effectively supervised all investigations. Specialist departments supervise investigations better than non-specialist departments. Better supervision would ensure that officers and [staff](#) work to a consistently good standard. This would help to improve outcomes for victims of crime.

The force is good at protecting [vulnerable people](#). It has a thorough understanding of the ways in which the population it serves is vulnerable. The force seeks out hidden harm and looks for vulnerability from the moment a person contacts the police. It responds promptly to incidents involving vulnerable people.

The force is good at tackling [serious and organised crime](#).

Preventing crime and tackling anti-social behaviour



Good

Norfolk Constabulary prioritises crime prevention. It is putting in place a new model of local policing. One feature of this new model is the removal of all police community support officer (PCSO) posts and the creation of beat managers, who are dedicated to a specific neighbourhood. The control room does not take these officers from their beat unless something exceptional happens. So the beat managers can focus on their neighbourhood. Some officers that are new to neighbourhood policing need further training. The force has this in hand.

The force will evaluate its new model of local policing to make sure it gives a good service to the public. At this stage it is too early to say whether this is an effective approach to local policing. We look forward to seeing how this goes.

Norfolk Constabulary knows what threats it faces and analyses them well to protect the public from crime.

It is the third highest user of police powers against anti-social behaviour in England and Wales.

The force could improve its crime prevention work by adjusting the way it evaluates local policing activity. This would help the force to share what it learns, too.

It works with other agencies, such as the local authority, to manage anti-social behaviour. Norfolk's early help hubs bring together the police and other agencies to understand and reduce threats, harm and risk to communities.

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

Prioritising crime prevention

Norfolk Constabulary prioritises crime prevention well. The force changed its local policing model in April 2018. It has removed all 146 PCSO posts and created 96 officer and staff roles in neighbourhood policing. Beat manager roles have been created and provide local areas with a police officer dedicated to working in a specific neighbourhood. At the time of our inspection, we found that the force had filled most of the new beat manager posts. A small number were still being recruited. This meant that some of the safer neighbourhood teams and beat managers were still in the process of establishing strong links with local communities. We found that staff in the control room would not directly deploy beat managers away from their main role unless exceptional circumstances arose, such as a major incident. Because beat managers are rarely diverted from their roles, they can focus on crime prevention and problem-solving in their local areas.

The force has a clear neighbourhood policing strategy, based on the [College of Policing's](#) neighbourhood policing guidance and aligned with the local police and crime plan. It emphasises the importance of the force taking a broad approach to

providing neighbourhood policing. Supervisor and practitioner booklets have been produced to help neighbourhood policing officers and staff with their daily work. However, at the time of the inspection, we found the force had not yet communicated the strategy, or the guidance, to the wider workforce.

The force has held training on crime prevention and problem-solving. However, we found that some officers who had recently moved into neighbourhood policing roles had not yet received it and did not have any specific skills or knowledge in these areas. The force has a plan to deal with this gap in training and deepen the knowledge of neighbourhood officers and staff through twice-yearly professional development events.

The force needs to fully implement the new local policing model, and evaluate its effectiveness in preventing crime, to be sure that it is giving the public a good service. At the time of our inspection it was too early to determine how successful the new model might be. We will continue to monitor this area closely through our inspection work.

Protecting the public from crime

Norfolk Constabulary has a sound understanding of the threats its communities face. Its analytical capability is strong. The performance and analysis department, run jointly with Suffolk Constabulary, analyses a range of police and partnership data. This enables the force to continue improving its knowledge of crime and anti-social behaviour. Beat managers receive practical products, such as maps of anti-social behaviour hotspots, to help their crime prevention work. Neighbourhood profiles are developed locally and made available on the force's intranet. The force actively works with its partner agencies to understand more complex and hidden threats, like the exploitation of children for sexual and criminal purposes. An example of this is Operation Gravity which is the force's partnership approach to addressing the impact of [county lines](#) drugs dealing. We found that neighbourhood policing teams had a clear understanding of hidden harm, both in general and in their beat areas.

The force takes a structured approach to problem-solving, using the [SARA](#) model. It records its problem-solving plans on its main crime and intelligence system. Officers and staff understand the importance of taking a structured approach to problem solving to effectively prevent criminal activity. However, we found the force makes only minimal use of the 'assessment' aspect of SARA. Problem-solving and crime prevention activity, and sharing best practice, are not evaluated consistently throughout the force. The joint performance and analysis department carries out some evaluations of specific problem-solving initiatives. But we found little evidence that evaluation was being done routinely at a local level, or that this was then shared more widely throughout the force or with other organisations. The force could take a more structured approach to evaluating its neighbourhood policing activity and sharing the learning from this to improve its work on preventing crime.

The force uses its powers to tackle anti-social behaviour well. In 2017/18, the force had the third highest use of anti-social behaviour powers in England and Wales. The figure was 83.9 uses per 100,000 of the population. Operational partnership teams run jointly with other agencies manage the tactics used to deal with anti-social behaviour. Where tactics like community protection notices are used, the

local authority rather than the police often takes the lead. This is because, when tactics are being considered, the partner agencies at the outset identify the most appropriate organisation to manage, respond and enforce these powers.

The force works with partner agencies through an early help hub (EHH) structure. This is in place in all seven districts in the county. EHHs include representatives from the force's local operational partnership teams and other agencies. The EHHs develop early intervention tactics and proactive problem-solving approaches. In some districts, EHHs are co-located in council buildings to make their work even more effective. We found that the EHH structure aids the effective understanding of community threats, harm and risk through a dynamic process of exchanging information. We were particularly impressed with the partnership work within the South Norfolk EHH, which runs an innovative scheme called community connectors. Dedicated staff provide support and advice to local people who may be facing difficulties or who feel isolated. Community connectors can refer cases back through the EHH, so the right support is offered at an early stage to prevent problems getting worse. The result has been a visible reduction in demand for both the police and partner agencies.

Investigating crime



Requires improvement

Norfolk Constabulary's investigations are not all of good quality. We found that few investigation plans were logged on the force's crime system. And some investigation records were only reviewed by a supervisor towards the end. But the force's specialist departments have a more thorough approach. We also found that lines of enquiry were being missed. This was not being picked up by supervisors. Poor supervision may be reducing the chances of a satisfactory outcome for victims.

Norfolk Constabulary appropriately passes some low-level crimes to a desk-based unit. This reduces pressure on frontline officers and the control room.

The way the force catches and manages offenders is appropriate. The force oversees suspects released on [bail](#) or [under investigation](#) appropriately. It has a clear process for finding and arresting wanted suspects and discusses them daily. It identifies the suspects posing the highest risk to the public and focuses its efforts on them.

It uses bail legislation effectively. We were pleased to see it has a dedicated team in the custody suite to advise and support staff in this area. The team analyses the force's use of bail, too.

The force works well with immigration authorities to manage foreign national offenders.

Areas for improvement

- The force must ensure that staff with the right skills are investigating crimes thoroughly, leading to satisfactory outcomes for victims. It should review its approach to the provision of investigative training, development and guidance. The force should also consider how a professional lead for investigations would give consistent oversight.
- The force should improve how it allocates crime, ensuring that investigations are allocated to appropriately trained and supported officers, and that this allocation is appropriately reviewed throughout the investigation.
- 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

The quality of Norfolk Constabulary's investigations is inconsistent. Crimes allocated to specialist departments, such as child abuse, are investigated thoroughly. Through regular supervisory discussions and reviews, staff are held to account to make sure they have carried out investigations to a good standard. But the quality of investigations allocated to non-specialist departments is much lower. There is little evidence of effective supervisory oversight to ensure that staff are working to a consistently good standard and focusing on providing a satisfactory outcome for the victim.

As part of this inspection, we reviewed 60 files from recent investigations. In 45 of the 60 files we found that the investigation was effective. But 27 of the 60 were either ineffectively supervised, or had no supervision recorded on them. Detailed supervisory comments were often only included towards the end of an investigation, before submitting a case for closure. Few investigation plans were documented on the force's crime system. Where they were recorded, plans were often superficial and did not assist in the case making progress. In 16 of the 60 files, not all investigative lines of enquiry had been pursued. This may mean that opportunities to provide the best outcome for the victim are missed.

The investigations management unit allocates crimes to supervisors. It follows a standard procedure to ensure cases are sent to the right teams. However, we found that aspects of the standard operating procedure are out of date. Supervisors receive no guidance on how best to review and allocate crimes within their teams once they receive them. Nor do they receive guidance on what to do if they do not feel that their team is the most suitably skilled to carry out the investigation. There is an opportunity to discuss the reallocation of investigations at the force's daily management meeting. However, we found that this was not widely understood or used by the workforce.

During fieldwork, we found examples of officers who lacked investigative qualifications or training dealing with serious and high-risk crimes. These included two neighbourhood patrol officers who were investigating high-risk domestic abuse cases.

We also observed that, although custody investigation unit staff generally cannot carry out follow-up enquiries outside the police investigation centres, they were responsible for complex cases which required further investigation. The force should improve its approach to both the initial and subsequent allocation of crimes. It must be sure that the most appropriately skilled officers are investigating these cases, based on the levels of risk and complexity.

Our 2017 effectiveness inspection gave the force an area for improvement. This was to ensure that it put appropriate supervision in place to consistently monitor the quality and progress of investigations involving vulnerable people. As part of our inspection this year, we considered this matter, under the area of how effective the force is at investigating crime. The force has not made enough progress. It must do more to ensure that supervision is consistent and appropriate in all investigations – not just those that involve vulnerable victims.

In Norfolk Constabulary, accredited detectives make up 76 percent of its 379 investigator posts. Officers and staff are working towards completing the required national accreditation standard (PIP2) for these roles, to fill the remaining 91 positions. The force has clear plans to train investigators through a detective and investigator career pathway and another for specialist qualifications. But we found that there had been no development of investigative skills and knowledge beyond departments that deal with serious and complex crimes. We found that there is no clear professional lead who has oversight of investigations standards throughout the force as a whole. The investigations policy is overdue for review, and most of the workforce is unaware of the document. The force needs to improve its approach to investigative training and development to include both the county policing and joint justice commands, as members of the workforce in these areas also carry out a range of crime investigations. This will enable senior leaders to be sure that staff with the right skills are investigating crimes thoroughly, leading to satisfactory outcomes for victims.

A desk-based unit investigates low-level shoplifting, making off without payment and criminal damage offences. We found that this unit is reducing demand on frontline officers and the control room. These crimes are being allocated and investigated appropriately. The force is reviewing the work of this unit and is considering giving it more types of offences to investigate.

The force has observed an increase in crimes which are finalised where a suspect has been identified but the victim does not support an investigation. In 2016/17, these made up 15.3 percent of all crimes. In 2017/18, this figure had risen to 20.6 percent. This is higher than the England and Wales rate of 16.1 percent. The workforce has a good understanding of the importance of considering victimless prosecutions. However, investigators told us that they have found it difficult to get the Crown Prosecution Service (CPS) locally to pursue such cases.

The quality and recording of victim contact varied throughout investigations and departments. In 49 of the 60 files that we reviewed for this inspection, victims received good care. A strategic working group, which the head of joint justice services leads, is assessing ways to develop data collection, monitoring and workforce understanding, to further improve compliance with the [*Code of Practice for Victims of Crime*](#).

Catching criminals

The force has effective processes to pursue and manage offenders. Its oversight of suspects released on bail or under investigation is satisfactory. A clear process is in place to locate and arrest outstanding named suspects, and those circulated as wanted on the Police National Computer. The list of suspects is discussed and allocated at morning tasking meetings. The force uses a prioritisation matrix to concentrate on those people who pose the highest risk.

A monthly strategic meeting monitors pre-charge bail and suspects released under investigation. The joint performance and analysis department produces data that shows the use of bail and suspects released under investigation in each command. The force is working towards breaking down this information further, so that local supervisors can review their team's performance in this area. A bail management team within the joint justice command monitors the use of bail. It gives support and advice to the workforce on the effective use of bail legislation. We consider this to be good practice. This team is based in the force's custody suites and can offer immediate guidance on the appropriate application of bail to investigators who are dealing with detainees. It carries out monthly dip samples of the use of bail. It also provides feedback to both investigating officers and the strategic working group, to ensure that bail is being used effectively.

The force works effectively with immigration authorities to manage suspects who are foreign national offenders. We found a particularly good example of this in the police investigation centre at Wymondham. Immigration staff are working within the custody investigation unit there and actively review the circumstances of detainees, to provide support to investigators at an early stage.

Norfolk Constabulary is well placed to ensure that the workforce discharges its [disclosure](#) obligations fully and to a good standard. A comprehensive training plan includes both online and face-to-face packages. A network of disclosure champions provides local advice and guidance. A joint disclosure unit with Suffolk Constabulary reviews case files and gives feedback to investigators to help raise disclosure standards. Norfolk Constabulary also has a specialist disclosure team within its child abuse investigation unit to work on complex cases. A joint disclosure improvement board with Suffolk Constabulary meets monthly. The force recently held an event with representatives from the CPS and the judiciary to discuss disclosure matters.

Analysis of investigative outcome data forms a fundamental part of Norfolk Constabulary's performance framework and [force management statement](#). The force has carried out detailed analysis on a range of crime types. This identified lower positive outcome rates for offences such as rape, violence with injury and robbery. This information has helped the force to identify ways to achieve better outcomes for victims. This includes placing a detective sergeant into the local CPS's rape and serious sexual assaults team. The officer reviews all the case files that are submitted. They act as a liaison point between the police and CPS to ensure that all the necessary information to provide the best chance of a successful prosecution is documented appropriately within each file. In 2016/17, Norfolk Constabulary had a charge rate of 18.5 percent for all crime. This decreased to 15.5 percent in 2017/18. However, this is higher than the England and Wales rate of 10.3 percent.

Protecting vulnerable people



Good

Norfolk Constabulary has a good understanding of the vulnerable people using its services. It uses a variety of methods to give a better service to them. It looks for hidden harm, such as forced labour. The force looks for vulnerability using a standard assessment tool when people contact it. It uses vulnerability to prioritise its non-emergency calls. Its [mental health triage](#) team supports attending officers and call handlers well.

The force's response to incidents involving vulnerable people is timely and appropriate. It recently improved its service to victims of domestic abuse. It is analysing the effects of this adjustment.

Force policies require officers attending domestic abuse incidents to assess the risk to those present. Officers understand this.

The force has higher than average rates of arrests for domestic abuse. So it is pursuing these perpetrators well.

Beat managers safeguard vulnerable victims, particularly where anti-social behaviour is concerned. But we felt the force could make more use of these officers in longer-term safeguarding for domestic abuse victims.

The force has improved since our 2017 effectiveness inspection at using legal powers to protect victims of domestic abuse.

Norfolk Constabulary seeks the views of victims of different crimes to help it improve.

It manages offenders well to reduce the risk they pose to vulnerable people.

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

Norfolk Constabulary has a comprehensive understanding of the nature and scale of the vulnerability it faces. It analyses police and partner data effectively to continue to improve the service it provides to vulnerable people. The force has a vulnerability strategy in place that covers a four-year period from 2016 to 2020. This is being updated. The force uses the College of Policing's definition of vulnerability. This states that "a person is vulnerable if as a result of their situation or circumstances they are unable to take care of or protect themselves, or others, from harm or exploitation". We found that although the workforce could not explain this definition well, they did understand what vulnerability meant for them in terms of doing their job. The force has taken part in the pilot for the College of Policing's vulnerability training and is developing its own training package, based on this.

Officers and staff work actively to uncover hidden harm. During fieldwork, we found good examples of this. They included neighbourhood patrol officers who had attended an incident and noted signs of a victim being subject to controlling and coercive behaviour. These officers later visited the victim's home address, discovered that the victim was doing forced labour and put immediate safeguarding actions in place. This victim has continued to receive support from the police and from partner agencies.

The force is good at identifying vulnerability at the first point of contact. A new telephony system means it can prioritise non-emergency (101) calls, based on vulnerability. The control room makes effective use of markers placed on both the incident and crime and intelligence management systems to identify repeat and vulnerable callers. Call handlers use the [THRIVE](#) risk assessment tool to identify vulnerability and deploy the appropriate resources to an incident.

A mental health triage team, based in the control room, assists call handlers and supports officers attending incidents that may involve people with mental health conditions. The team is well established. It consists of six mental health nurses and a drugs and alcohol practitioner. They are on duty from 8am to 10pm, seven days a week. The force also has a pilot running in which two staff from the domestic abuse safeguarding team work in the control room to provide similar support for domestic abuse incidents. Both triage services have access to partner agencies' data, which they can give the call handlers and attending officers. This makes the service more effective from the initial point of contact.

Responding to incidents

Norfolk Constabulary responds well to incidents involving vulnerable people. It answers both 999 and 101 calls in a timely manner. The force previously recognised that it was not always seeing victims of domestic abuse promptly, which may have caused some victims to disengage. At the time of the inspection, we found that, to address this problem, the force recently introduced a policy to grade as priority all domestic abuse incidents that do not require an immediate response. This means a target attendance time of no more than one hour. We found that, although this has improved attendance for domestic abuse incidents significantly, it has affected the force's overall attendance for calls graded as a priority. A review is taking place to understand more fully the effect of this decision on domestic abuse investigations, safeguarding and on call handling more widely.

Officers use the [DASH](#) risk assessment process when they attend domestic abuse incidents. Force policy requires completion of DASH forms only for current or previous intimate relationships, or at the professional assessment of the attending officer. We found that officers understand this clearly and know how to submit additional adult and child risk assessments through the force's crime and intelligence system, if needed.

Norfolk Constabulary has a [voluntary attendance](#) rate for domestic abuse suspects of 7.2 percent. This is lower than the average for England and Wales, at 10.3 percent. In 2017/18, the force had an arrest rate of 43 percent for all domestic abuse crimes. This was in line with 2016/17 and was higher than the England and Wales rate. The force's rate of offenders who were charged or summonsed for domestic abuse crimes in 2017/18 was 16 percent. This is in line with the rate for all forces in England and Wales. It means that the force is pursuing perpetrators of domestic abuse well.

Supporting vulnerable victims

Beat managers are involved in safeguarding vulnerable victims, although we found that this applied more often to anti-social behaviour than domestic abuse incidents. Operational partnership teams working in the EHHs have effective oversight of anti-social behaviour issues that involve vulnerable people and give the task of safeguarding in these cases to beat managers. Beat managers are informed about high-risk domestic abuse cases at their daily briefings. The force could make more active use of neighbourhood officers in providing continuing safeguarding support for domestic abuse victims.

In our 2017 effectiveness inspection, the force had an area for improvement. This concerned its use of [domestic violence protection notices and orders](#) (DVPNs and DVPOs) and [Clare's Law](#). We asked the force to review this and ensure it was making best use of these powers to safeguard victims of domestic abuse. The force has since evaluated its use of DVPNs and DVPOs. During fieldwork, when speaking to the workforce, it was clear they had a good understanding of the use of the powers. We found also that they applied them whenever the circumstances were appropriate. A peer review assessed the way the force manages and uses Clare's Law. The recommendations arising from this review have been put into practice. This has improved oversight of the use of this power and the force's ability to move resources into the team when demand is high. There has been a major reduction in the backlog of cases awaiting disclosure. The level is now manageable. We are reassured that the force has addressed this area and made satisfactory improvements.

The force has sound partnership working arrangements with a single [multi-agency safeguarding hub](#) (MASH) based at County Hall in Norwich. We found that the workforce has a good understanding of the role of the MASH. Officers and staff contact the MASH when attending incidents or dealing with investigations to obtain guidance. This includes seeking advice about the suitability of conditions for pre-charge bail. Daily [multi-agency risk assessment conferences](#) (MARACs) are held within the MASH. All high-risk domestic abuse cases are discussed here with partner agencies. During fieldwork, we observed three high-risk cases being discussed at a MARAC. We found vulnerability and risk being covered effectively. Both police and partner agencies received clear advice on what actions to take.

The MASH secondary assessment of risk covers all medium-risk domestic abuse cases to ensure that the grading is accurate, and the level of safeguarding is appropriate. We found a substantial backlog of cases waiting for secondary assessment of risk. A process has been put in place to prioritise crime over non-crime incidents. But the force needs to assure itself that this backlog is not causing unnecessary delays in giving vulnerable victims the right level of safeguarding.

The force carries out a range of surveys involving different crime types to understand the views of victims, including those who are vulnerable. A victim survey co-ordinator is being recruited into the MASH to help survey victims of domestic abuse. The force also has a panel for victims of domestic abuse that helps it to gather feedback and improve local practices.

The force manages offenders who pose a risk to vulnerable people well. The backlog of offenders awaiting risk assessment has reduced since our 2017 effectiveness inspection. During fieldwork, we found only five now outstanding. Staff in the public protection unit actively consider the use of additional or ancillary powers, such as [sexual harm prevention orders](#) (SHPOs) and sexual risk orders (SROs). In 2018, the force issued 147 SHPOs with ten recorded breaches, and three SROs with no recorded breaches. Their daily briefings give neighbourhood patrol officers and beat managers a good understanding of dangerous and sex offenders within their areas. Officers can access the relevant information on these offenders and submit intelligence through the crime and intelligence management system.

The force routinely monitors the child protection services system within the intelligence unit run jointly with Suffolk Constabulary. We found this system being accessed regularly. Information is then sent to the safeguarding children online team to investigate and manage cases appropriately.

Tackling serious and organised crime



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over. However, Norfolk Constabulary had two areas for improvement in the 2016 effectiveness inspection.

First, the force needed to further develop its [serious and organised crime local profile](#) in conjunction with other organisations. This would enhance its understanding of the threat posed by serious and organised crime and inform joint activity aimed at reducing this threat. Second, it needed to enhance its approach to the lifetime management of organised criminals to limit their offending.

The force has worked hard to develop its ability to tackle serious and organised crime. We found that it had requested a peer review, which was carried out in April 2018 by the [National Police Chiefs' Council](#)'s serious and organised crime programme. The peer review was completed jointly with Suffolk Constabulary as the two forces have a joint serious and organised crime command.

The force has a comprehensive local profile in place. It has experienced difficulties with routinely obtaining data from some partners. However, it has built strong links with a range of organisations and is now consistently using partnership data within its local profile. The force has reviewed its approach to lifetime offender management, working closely with the prisons and probation services and the [regional organised crime unit](#). A regional lifetime offender management meeting is held each month. This meeting identifies individuals who are being released from prison and require

lifetime offender management. The force visits them and assigns a local contact. The force is also managing three [serious crime prevention orders](#) jointly with Suffolk Constabulary. We are satisfied that the force has suitably addressed these areas for improvement.

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).

Understanding the threat and responding to it

Norfolk Constabulary has a joint arrangement with Suffolk Constabulary for armed policing. This means that the standards of training, armed deployments and command of armed operations are assured in both forces.

The force has a good 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. Officers trained to an [armed response vehicle](#) (ARV) standard attend most armed incidents in Norfolk. But some incidents require the skills and specialist capabilities of more highly trained officers.

On a joint basis, Norfolk Constabulary and Suffolk Constabulary have the capability to deploy specialist officers should they be needed. We have some concerns about the sustainability of these arrangements, however.

Working with others

It is important that effective joint working arrangements exist 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.

The joint working arrangements in place between Norfolk and Suffolk Constabularies mean that ARVs respond efficiently and rapidly to armed incidents. But we have concerns about the availability of specialist capabilities. It is encouraging that agreements are in place for forces in the east of England to support each other with specialist capabilities when required. But because of the low level of risk, and the high level of training and other overheads associated with specialist officers, we believe there is a better way for the force to provide specialist capabilities. We recommend Norfolk and Suffolk Constabularies to work with other forces in the east of England to develop a regional specialist capability. As well as reducing costs, this is more likely to guarantee the availability of specialist officers in line with the threats set out in the APSTRA.

We also examined how prepared forces are to respond to threats and risks. Armed officers in Norfolk are trained in tactics that take account of the types of recent terrorist attacks. Norfolk Constabulary has an important role also 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 recorded and improvements are made for the future.

We found that Norfolk Constabulary could improve its procedures to brief armed officers and learn from the incidents they attend. Officers would benefit from better intelligence about armed criminals and other relevant information when they begin their shifts. Similarly, although the force regularly debriefs incidents that armed officers attend, suggestions of how things could be done better are not always followed up.

The force should review its operational briefing and debriefing procedures. This will help ensure that no opportunity is missed to deploy armed officers effectively and make operational improvements.

Efficiency



Force in context

	Norfolk spend	England and Wales spend
Spend per head of population 2018/19 projection	£176	£192

Spend per head of population by category

2018/19 projection

	Norfolk spend	England and Wales spend
Visible frontline	£60	£65
Non-visible frontline	£49	£62
Frontline Support	£16	£17
Business support	£37	£41
Other	£14	£8

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



Outstanding

Summary

Norfolk Constabulary operates efficiently and is making excellent plans for the future.

The force is outstanding at meeting current demands and using resources.

Norfolk Constabulary is outstanding at planning for the future. The force understands what demands it will have to meet. It constantly works to better understand what the public expects from it. The force balances community expectations with national priorities. It has plans to acquire the capabilities and capacity it considers it will need in future.

Meeting current demands and using resources



Outstanding

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

However, Norfolk Constabulary had an area for improvement in the 2017 efficiency inspection. This was to ensure that it undertook appropriate activities to fully understand the capabilities of its workforce, to identify any gaps and put in place plans to address them.

We found during fieldwork that the force has evaluated its workforce capacity and capability and put in place recruitment and training plans to meet future needs. We are satisfied, therefore, that this area for improvement has been dealt with appropriately.

Planning for the future



Outstanding

Norfolk Constabulary works to understand future demand for its services, including hidden demand. It has embraced technology to meet its needs. But leaders are committed to ensuring victims of crime interact with the workforce during investigations, rather than just with technology.

The force knows what the public expects from it. It uses various methods to find out what the public thinks. It is further refining the way it interacts with the public online.

The force knows which types of activity it should prioritise to ensure its services are sustainable. It balances community concerns and national issues. The force analyses a wide variety of data and uses this to make decisions. The change it has made recently to neighbourhood policing will make its workforce more flexible. This will help it adapt to future demand. We will be interested to see the effect of this in future inspections.

Norfolk Constabulary's finance plans are realistic, based on sound methods and challenged by experts. Its financial plans are aligned to other aspects of future planning. The force aims to save £4.6m by 2021/22. The changes to its policing model and other aspects of its change programme will contribute to this, as well as collaboration with Suffolk Constabulary.

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

Norfolk Constabulary comprehensively assesses future demand and its effect on service provision. It uses historical trend data and comparisons with other forces to understand and identify potential changes in future demand. Assumptions and risks in projections are subject to internal challenge and peer review by Suffolk Constabulary. The force has embraced the concept of force management statements. It has created a detailed document with clear scales for comparing forecasted demand to capacity and capability throughout the service over the next four years. The force closely integrates the outcomes of demand analysis work and the force management statement into its future planning through its outcome-based budgeting process.

The force has a range of innovative projects in place using technology to provide a better service. It has invested substantially in automatic number plate recognition (ANPR) as a tool to tackle priority offenders and organised criminality through its Operation Moonshot teams. The force presented this work at the 2018 national ANPR conference as best practice. A randomised control trial using software to identify and review solvability factors in burglary offences has been carried out. The force also uses E-bit solvability software for a small number of low-harm volume crime offences, such as criminal damage. At the time of the inspection, this was still being formally evaluated. However, it is clear that senior leaders believe victims of crime

should continue to receive some form of interaction with a member of the workforce in the investigative process; the force should not rely solely on technological solutions.

All frontline officers have received [body-worn video](#) cameras and mobile devices. During fieldwork, we found that some investigative and safeguarding teams also had access to them. The force is exploring the potential to expand provision of body-worn video cameras. It dedicates a significant amount of its information communications technology (ICT) resource to internal projects in comparison to regional and national work; this may put pressures on capacity if the timetable for achieving the projects changes. The joint strategic planning and monitoring group with Suffolk Constabulary oversees this matter; we found that it is aware of the effect of national ICT project requirements, such as digital asset and evidence management systems.

The force has taken positive steps to identify emerging and hidden demand. It anticipates an increase in demand from vulnerable people. This is due to an ageing population, the infiltration of county lines drugs networks and the effect of pressures on partner agencies, such as the mental health trust and probation. It can also quantify emerging demand. For example, the 2018 force management statement predicts an increase of more than 30 percent in cyber-bullying, harassment and stalking incidents over the next four years.

Understanding public expectations

The force has a good understanding of public expectations of the service. Each of the county's seven districts has a community engagement officer who makes active use of social media to gather public views. We found the force's communications department working on ways to better target different sections of the community with its use of social media. The department is consulting young people on this topic. Community surgeries have been set up to maintain local links with the public in stations that were closed under the changes made to the neighbourhood policing model. Beat managers attend a range of local events with the support of the centralised community safety unit to get a representative understanding of public opinions. The [police and crime commissioner](#) (PCC) and chief constable also hold joint question and answer sessions throughout the county. Here, members of the public can make their views known.

The force's joint ICT strategy with Suffolk Constabulary acknowledges that public needs must drive any developments in 'channel shift' – providing and directing the public towards increased online engagement with the service. The force has redesigned its website to make it easier for people to access information and report incidents online. We found that the force is in the early stages of considering how to further enhance its digital engagement with the public. These include new opportunities for the public to use web chat and track crime online.

Prioritising

Norfolk Constabulary understands its priorities clearly. It seeks to achieve a balance between issues like domestic abuse and child sexual exploitation and local community concerns, like rural crime and anti-social behaviour. Current and future priorities are suitably aligned to the police and crime plan. The force is making large-scale changes to the service it provides by putting into practice the Norfolk 2020 review. This review considers future demand, financial and resourcing pressures and changing public expectations. It looks beyond the force's immediate needs to ensure the service remains sustainable, by making changes to its estate strategy, for example. The force has analysed a wide variety of data to base these plans on and consulted with its workforce, the public and partner organisations.

The force has made significant changes already to its available resources to meet future demand, by removing all PCSO posts and increasing police officer roles within neighbourhood policing. The force believes this will create a more flexible workforce, using the most appropriate powers, which can adapt to changes in demand while still maintaining effective community engagement. At the time of the inspection it was too early to fully understand the effect of the changes to the workforce mix within the neighbourhood teams on the service provided to the public. We will continue to monitor this as part of our IPA inspection approach.

Future workforce

The force has evaluated its workforce capacity and capability and put in place recruitment and training plans to meet future needs. All career and developmental opportunities are communicated openly to the workforce through the force intranet. The force has designed a succession planning evaluation and development process and has tested it at a senior level. This is now being introduced throughout the force. The force reviews the results of these evaluations regularly, so that it can adapt its plans to any changes that arise. One example we found during fieldwork is a regular review of workforce requirements against demand, to support the force's plans to move to two investigative hubs. This has resulted in the force adapting its training plans to increase the number of specialist child abuse investigators. The force has recently agreed continued funding for an extra 22 posts within learning and development, to ensure these plans are achieved effectively and on time.

The force recognises that it needs to increase the diversity of its workforce. It offers insight courses for applicants from under-represented groups. It is also undertaking a gap analysis against the National Police Chiefs' Council's diversity, equality and inclusion strategy. The force takes part in the [direct entry scheme](#) for inspectors and advertises all posts externally to enhance its range of skills and experience. It offers an internal detective and investigator career pathway scheme (PIP2), which is open to both officers and staff. We found the force pursuing several innovative approaches to improve the workforce's capabilities. They include recruiting extra staff who it can call on to guard scenes of crime. This should enable it to release police officers from this role who can then be used more effectively elsewhere, in line with their training and powers. It is developing proposals with the University of East Anglia to enable students on the cyber-security master's degree programme to work with the force. This should supply the force with skills that are new and in demand, in an area of growth for the force.

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 on 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.

Norfolk Constabulary's financial plans are realistic, are built on sound assumptions, and receive suitable challenge from experts. The force models different potential funding scenarios and considers their likely effect when drawing up its spending plans. It aligns its financial planning to its change and workforce capacity and capability plans through its outcome-based budgeting process.

The [medium-term financial plan](#) requires the force to make further savings of £4.6m by 2021/22. This is in addition to the £4.6m already identified. The force is carrying out detailed work to enable it to achieve the extra savings towards the latter years of the current medium-term financial plan. Changes to the force's policing model aim to achieve £4m of the identified savings; the rest is to come from more collaboration with Suffolk Constabulary and from further reviews to the change programme. The force is part of a seven-force strategic collaboration programme with Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Kent and Suffolk police forces. This collaboration is examining ways to converge processes to achieve efficiencies. However, we found that at this stage the force is unable to project detailed financial savings from this work. The force is finding ways to generate more income by providing training to other organisations and reviewing its grants and sponsorship procedures. It is also developing its process to obtain funding from the community infrastructure levy and section 106 agreements. These processes enable the force to apply for funding from land developers where there is likely to be an increased demand for policing. Norfolk and Suffolk Constabularies jointly employ a business liaison manager who works alongside chartered surveyors to increase opportunities to obtain developer contributions. This includes funding for general policing services as well as specific items, such as the provision of ANPR cameras. The force reviews the local authority's infrastructure delivery plans to forecast what developments are likely to affect policing. It then submits an evidence-based case for funding during the planning consultation stage. This helps the force to secure extra funding. This will be needed as demand increases, because of the development of housing and other sites throughout the county in future.

Overall [reserves](#) are expected to fall from £15.6m in March 2018 to £10m by March 2022. This matter will be reviewed each year. Reserves earmarked for spending are allocated to specific matters, such as the 'invest to save' reserve for schemes that will result in efficiencies, rather than just meeting current cost pressures and demand requirements. The force plans to maintain its general reserves at £4.5m

throughout the current medium-term financial plan to ensure that it has enough money to meet unforeseen costs.

Leadership and workforce development

Norfolk Constabulary has a leadership and talent management strategy. The human resources and learning and development teams, run jointly with Suffolk Constabulary, oversee it. A workforce and succession planning process takes place in all departments to identify any gaps in meeting future demand. Plans are then drawn up to address these gaps. A new [performance development review](#) (PDR) process was introduced in April 2018 for officers and staff. At the time of our fieldwork this was still being implemented throughout the force. Part of this process requires line managers to discuss and document any developmental needs or aspirations with their officers and staff. The information is used to inform the force's development and training plans. Talent identification is included within the PDR through the completion of a '9-box grid'. A pilot of a 'career conversations' process was recently carried out for chief inspectors and above to inform leadership succession planning. The intention now is to use it for all ranks and roles. This should allow the force to identify leaders within the organisation and effectively meet its future workforce needs.

The force has a development programme that the whole workforce can access, known as 'The Best I Can Be'. A leadership programme for newly promoted sergeants, inspectors and police staff equivalents contains modules on team leadership and performance coaching. Developmental opportunities are advertised internally, to improve equality of opportunity and allow anyone in the workforce to apply. A detective and investigator career pathway programme is open to officers and staff who wish to specialise in investigations. The force also funds two places a year on an evidence-based policing master's degree programme. This is open to all. A structured framework and process for leaders to improve their skills, competencies and knowledge through both formal and informal learning methods is being developed.

Ambition to improve

Norfolk Constabulary is extremely ambitious in its desire to make major improvements to its service to the public and be at the forefront of innovative practice. It has already made significant changes to its neighbourhood policing model and has been the first force in England and Wales to remove all PCSO posts. We will keep this under review, to determine the longer-term effect.

The force is making progress on developing two investigative hubs. These will become operational in 2021. They will bring together investigative resources alongside specialist digital analysts to investigate crimes more efficiently and effectively and provide a better service to victims. This project requires significant investment and changes to both estate provision and the workforce mix. The comprehensive plans in place have clear links to both financial and resource planning requirements and processes. These plans undergo internal scrutiny, formal auditing, and challenge through the PCC's police accountability forum public meeting. The force has an improvement and evaluation team with links to local academic institutions. The change team has used executive members of Norfolk County Council as 'critical friends' to provide further challenge and scrutiny. We found that senior leaders clearly recognise that any changes made to the force's funding may affect the achievement of these

plans; an evidence-based business case is in place that can take into account changes in the scale of the plans if this is needed.

Well-established collaborative arrangements with Suffolk Constabulary continue to produce considerable savings. They are projected to achieve a further £2m of savings within the 2018/19 financial year. As part of the seven-force strategic collaboration programme, the force is examining ways to achieve efficiencies in processes and services that will save money. Collaboration with Norfolk Fire and Rescue Service continues to grow. Alongside the current co-location of operational staff and officers, work is going ahead to relocate fire and rescue control room staff into police headquarters. This should help both organisations improve their service to the public. Senior leaders are aware of the potential for far wider collaborative arrangements with other organisations. The force is in the early stages of exploring such arrangements further.

The force uses technology well to provide a more effective service. The ICT strategy is clearly linked to the force's future delivery model. Once this model is operating, it should increase the force's regional and national ICT interoperability. A new telephony system enables the control room to prioritise 101 calls based on harm and risk. It also offers an early opportunity to divert callers, by providing recorded information about online reporting and advice on other agencies and the services they offer. This allows the force to concentrate more on vulnerable callers most in need of policing services. The force is trying out the use of solvability software, and this is being reviewed. Significant investment in ANPR technology is proving useful in targeting offenders and in dealing with the organised crime threat from the growth of county lines networks.

Legitimacy



Force in context

Comparison of Norfolk workforce ethnicity with local population as of 31 March 2018

	Norfolk proportion	Local population proportion
Black, Asian and minority ethnic as % of those with stated ethnicity	1.6%	3.5%
White as % of those with stated ethnicity	98.4%	96.5%
Not Stated as % of total	3.9%	

	Norfolk proportion	England and Wales proportion
Proportion of female officers in post as of 31st March 2018	28%	30%

Stop and search by ethnicity

12 months ending 31 March 2018

	Norfolk disproportionality	Norfolk rate	England and Wales rate
Stop and Search likelihood of BAME individuals compared to white individuals	3.7		
Stop and Search likelihood of Black or Black British individuals compared to white individuals	13.2		
Number of stops and searches per 1,000 population 12 months ending 31 March 2018	2.5		4.8

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



Good

Summary

Norfolk Constabulary is good at treating the public fairly.

The workforce has an ethical culture at all levels. It has a culture of learning not blame. But the force's [counter-corruption unit](#) is limited in its ability to pursue corruption proactively. A new IT monitoring system intended to protect the force's data may put further pressure on this unit.

Norfolk Constabulary is good at treating the workforce fairly.

Treating the public fairly



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 158 stop and search records to assess the reasonableness of the recorded grounds. We found that 88 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.

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 between different types of searches (including separate identification of find rates for drug possession and supply-type offences). It also isn't clear that the force monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the force's website and were unable to find the force's analysis to understand reasons for disparities or an explanation of subsequent action taken.

Ethical and lawful workforce behaviour



Good

Norfolk Constabulary has an ethical culture. Leaders and the workforce understand the professional [Code of Ethics](#) that governs policing.

The force meets its obligations under the new vetting [code of practice](#). It provides the College of Policing with the details of former officers and staff who it has dismissed. This prevents such people from working in law enforcement. But the force has a vetting backlog. It has taken steps to reduce the risk this entails. It will increase staffing to clear the backlog.

In our 2017 legitimacy report we recommended the force improve the quality and timeliness of its updates to complainants. It has done this.

Norfolk and Suffolk share an effective counter-corruption assessment and control strategy. Norfolk Constabulary intervenes early to support members of its workforce vulnerable to corruption. But it doesn't evaluate the results of such interventions to find out if they work.

The force's anti-corruption unit (ACU) is limited in capacity and capability. It manages the information it receives effectively. But it does not always record it in a way that allows it to compare the data with national data.

The force is testing software to monitor its ICT systems in real time. This could increase the ACU's workload. The force is watching this issue closely to ensure that workforce levels are sufficient to deal with this.

Area for improvement

- The force should ensure its counter corruption unit has the capability and capacity to be effective in its proactive approach to counter corruption – and has full information technology (IT) monitoring to effectively protect the information contained within its systems.

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

Norfolk Constabulary continues to develop and maintain an ethical culture. Its policies and procedures take account of the Code of Ethics. We found that the workforce has a clear understanding of the code, and of standards of professional behaviour. Senior managers are leading this understanding. The workforce has a range of ways to submit and consider ethical issues, from one-to-one conversations with supervisors to local 'sounding board' meetings that feed in to a force-wide board – the [ethics committee](#) and the joint integrity board with Suffolk Constabulary. When mistakes are made, senior leaders have worked hard to develop a culture of learning, rather than blame. During our fieldwork, officers and staff offered us several good examples of when they had felt able to discuss such mistakes and seize the opportunity to learn lessons from them.

The force is following the new vetting code of practice and [Authorised Professional Practice](#). It manages all new vetting requests, whether for starters or internal postings, in an effective and timely fashion. The force meets its obligations to provide details to the College of Policing for the barred and advisory lists. These prevent people who have left the service under investigation, or been dismissed, from re-joining or working in law enforcement.

The head of the [professional standards department](#) (PSD) reviews disparities in vetting decisions, including refusals for black, Asian and minority ethnic applicants. These refusals are discussed at the PSD fortnightly tactical tasking meeting. The force has a small number of refusals, so the head of the PSD can review them directly. The force recognises it should work to improve the quality of the data and information it holds about applicants' [protected characteristics](#). The PSD and human resources are working to improve matters.

The force will not meet our national recommendation for all forces to ensure that officers and staff have the minimum level of vetting required in their role by December 2018. However, its vetting backlog of 9 percent is lower than the average of all forces in England and Wales of 13 percent. The vetting unit for Norfolk Constabulary is run jointly with Suffolk Constabulary, but collaboration between the two separate units has caused some problems in terms of data quality and recording. This has resulted in the unit having a backlog of vetting records that are out of date and need to be reviewed and deleted. This might be where a person has resigned or had previously moved from a staff to a police officer role, for example. The force now has a clear understanding of the numbers of outstanding records and is working through them. This has been difficult, because of the level of resources available, but the vetting unit has gained some extra staff. At the time of our inspection fieldwork, we were aware of a bid to further increase staffing. This was being advanced through the force's outcome-based budgeting process.

Various ways exist for the force to reduce risk in the outstanding vetting records. They include prioritising those in higher-risk posts, reviewing compliance with PSD policies, and gathering intelligence from the integrity check information that is now part of the performance and development review (PDR) process. The force also monitors this as part of its organisational risk register procedure.

The force clarifies and reinforces standards of professional behaviour regularly through items on its intranet and through poster campaigns. The PSD has a communications plan with a specific focus each month, designed to continually improve the workforce's understanding of professional standards. Officers and staff are aware of the PSD's quarterly newsletter, called Lessons Learned. This highlights issues of misconduct and breaches of the standards of professional behaviour. It also supplies examples of how the workforce can learn from them. The force publicises the outcomes of serious complaints and gross misconduct investigations through the intranet. We found that most officers and staff considered this information useful. We found also that all of them had a clear understanding of the consequences of not following the Code of Ethics or standards of professional behaviour.

Our 2017 legitimacy inspection contained two areas for improvement. First, in line with national guidance, the force was to improve the quality and timeliness of its updates to complainants, including matters of misconduct. During this inspection, we spoke with a regional officer from the [Independent Office for Police Conduct](#) (IOPC). We found that the force is now complying with IOPC guidance on the timeliness of managing complaints and mandatory referral criteria. Second, the force needed to improve its workforce's understanding, so that it can identify, and respond appropriately and at the earliest opportunity to, reports of discrimination. We found that supervisors now get clear advice on this matter from the force's intranet. The PSD reviews, records and refers all allegations to the IOPC, where required; a copy of the IOPC guidance is also given to investigators. The PSD oversees investigations and offers advice when needed. We are satisfied that the force has made suitable progress in addressing these two areas for improvement.

Tackling corruption

Norfolk Constabulary has an effective joint counter-corruption strategic threat assessment and control strategy in place with Suffolk Constabulary. This has been refreshed recently. The threat assessment identifies the main vulnerabilities, trends and emerging threats. It does not include drug use or supply as a category for analysis, but we found that the control strategy identifies this as an intelligence gap for the force.

The force reviews notifiable associations effectively to identify individuals who may be susceptible to corruption. We found that reviews are carried out more often on individuals perceived to be of greater risk to the force. We consider this good practice. The anti-corruption unit (ACU) has recently introduced a process to review refused business interests after three months. The number of cases is small, and this process is still being put in place. Support is available to those people the ACU has identified as being at risk of corruption. This includes the provision of early interventions, such as debt counselling. These interventions are not monitored or evaluated, however. The force should consider doing this, to be sure that these services are effective in preventing potential corruption.

The limited capacity and capability of the force's ACU means its ability to do proactive work is restricted. But we found that if a concern is raised that requires a reactive approach, the force can quickly obtain support locally to deal with it. The ACU effectively manages the information and intelligence it receives. But we found that the way it records this intelligence does not always align with nationally

recognised categories. The result is that it may be difficult to identify and analyse trends in corruption. The force should review the initial classification process within the ACU.

We found that the force now has software to carry out real-time monitoring of its ICT systems, including those on mobile devices, besides its standard auditing capabilities. Testing of this monitoring software was being completed at the time of our fieldwork. This is being rolled out for all office-based hardware. Mobile devices are to follow in early 2019. The force is aware that live-time ICT monitoring could potentially increase the demand on the ACU, which has little scope to take on extra proactive work. The ACU's capacity was reviewed at the end of 2018 as part of the force's outcome-based budgeting process; agreement was reached to recruit into a vacant post. The head of the PSD and the deputy chief constable continue to closely and regularly monitor the effect on resources of ICT monitoring software.

Confidential processes are in place to effectively report wrongdoing. Officers and staff have a good understanding of how to do this and are generally confident that they can do so anonymously. We found the workforce felt they could approach the PSD if they had serious concerns and would be content to contact members of the department directly to discuss concerns and obtain advice.

The force views [abuse of position for a sexual purpose](#) as serious corruption. It is the main priority in its counter-corruption strategic threat assessment. It refers all cases appropriately to the IOPC. The workforce has a good understanding of abuse of position for a sexual purpose. We found the force had recently run a campaign to refresh the workforce's awareness of developing inappropriate relationships with victims of crime.

We found that the force has a particularly innovative scheme to support victims of abuse of position for a sexual purpose. The force has excellent links with organisations that support vulnerable victims. One of the most recent referrals to the IOPC was initiated by information received from a sexual abuse support worker. A dedicated member of staff from Victim Support works with such victims throughout an investigation, at any hearing or court appearance, and beyond. This is available for victims in both criminal and misconduct cases. The victims are supported practically and emotionally. They are also helped to prepare for the court process. This aids them in providing the best evidence possible, and such cases are more likely to reach a positive conclusion. We consider this to be a positive approach in supporting vulnerable victims.

The ACU has also given supervisors individual training on identifying the early signs of abuse of position for a sexual purpose, and on what to do if they recognise such signs. The force has put this plan into practice in response to one of our 2016 national recommendations about the abuse of position for a sexual purpose. The only outstanding action from the recommendations is to start to implement a plan to ensure effective ICT monitoring tools. As we reported earlier in this section, resources to use these are in place. The force was rolling out monitoring software during our fieldwork and is reviewing its effect on resourcing within the ACU. We expect that this final action to meet the 2016 national recommendation will be completed in early 2019.

Treating the workforce fairly



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, Norfolk Constabulary had two areas for improvement in the 2017 legitimacy inspection.

First, the force needed to ensure that selection and promotion processes were open and fair – and perceived as such by the workforce. Second, the force needed to ensure that it applied the staff performance assessment framework consistently and fairly across the entire organisation, and that staff considered it valuable in supporting their development.

The force introduced a new PDR process for the 2018/19 performance year. During fieldwork, we found that this was still being put in place. But we found that the workforce understands that the PDR process is fundamental to identifying, documenting and supporting their development. We found also that it was being used to discuss promotion and development opportunities with line managers. Selection and promotion processes, as well as succession and workforce planning, are all clearly linked to the PDR process. We are satisfied that the force has suitably addressed these areas for improvement.

Annex A – About the data

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

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

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

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

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

Methodology

Data in the report

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

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

Population

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

Survey of police staff

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

BMG survey of public attitudes towards policing (2018)

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

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

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

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

Review of crime files

We reviewed police case files for these crime types:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

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

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

Force in context

999 calls

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

Recorded crime and crime outcomes

We took this data from the December 2018 release of the Home Office [police recorded crime and outcomes data tables](#).

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

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

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

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 30 September 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

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

Workforce figures (including ethnicity and gender)

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

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

Spend per head of population

We took this data from the [HMICFRS value for money profiles](#).

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

Stop and search

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

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

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

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