

# PEEL

## Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Nottinghamshire Police



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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 Nottinghamshire Police against.

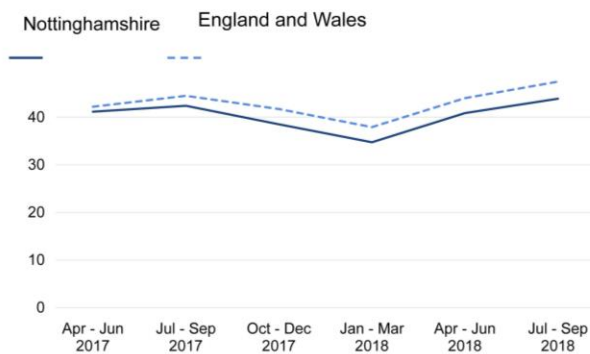
IPA area	Inspected in 2018/19?
Preventing crime and anti-social behaviour	Yes
Investigating crime	No
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Armed policing	Yes
Meeting current demands	Yes
Planning for the future	Yes
Treating the public fairly	No
Ethical and lawful workforce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

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

# Force in context

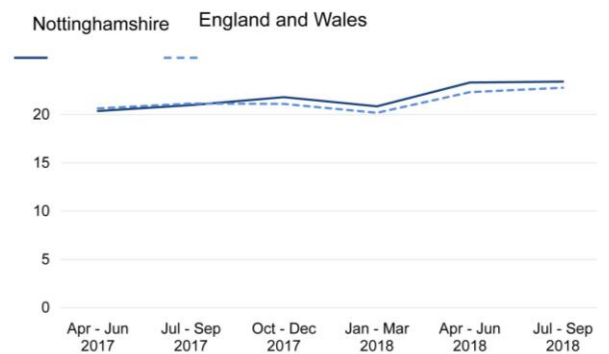
## 999 calls per 1,000 population

1 April 2017 to 30 September 2018



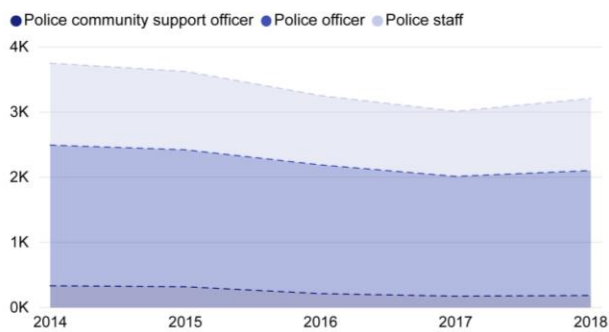
## Recorded crime per 1,000 population

1 April 2017 to 30 September 2018



## Nottinghamshire workforce

in post on 31 March, 2014 to 2018













## Nottinghamshire spend per head of population

2018/19 projection

£164

# Overall summary

	<b>Effectiveness</b>		<b>Last inspected</b>
	<b>Good</b>	 Requires improvement	2018/19
	<b>Good</b>		2016
	<b>Good</b>		2018/19
	<b>Good</b>		2016
	<b>Ungraded</b>		2018/19
	<b>Efficiency</b>		<b>Last inspected</b>
	<b>Requires improvement</b>	 Requires improvement	2018/19
	<b>Requires improvement</b>	 Requires improvement	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	 Requires improvement	2018/19

## HM Inspector's observations


I am satisfied with most aspects of Nottinghamshire Police's performance in keeping people safe and reducing crime. However, the force needs to continue to improve its efficiency in order to provide a consistently good service.

The force investigates crime well. I am particularly pleased that it has improved how it identifies and responds to [vulnerable people](#) and works effectively with other agencies to protect them.

The force's understanding of its demand is improving. I am encouraged that this will allow the force to plan for the future more clearly, to make sure it uses its resources as efficiently as possible. But I have some concerns about the force's decision to withdraw from collaborations with other forces in the region. This may limit its ability to achieve maximum efficiency.

Senior leaders continue to uphold an ethical culture and promote standards of behaviour well. But the force needs to improve how it deals with potential unfairness at work and how it looks after its workforce.

I am encouraged by the progress that Nottinghamshire Police has made over the past year. I am confident that the force will continue to make improvements in the year ahead.



**Zoë Billingham**

HM Inspector of Constabulary



# Effectiveness

UNDER EMBARGO



# Force in context

## Proportion of officers in a neighbourhood or response function

in post on 31 March 2018

Nottinghamshire

48%

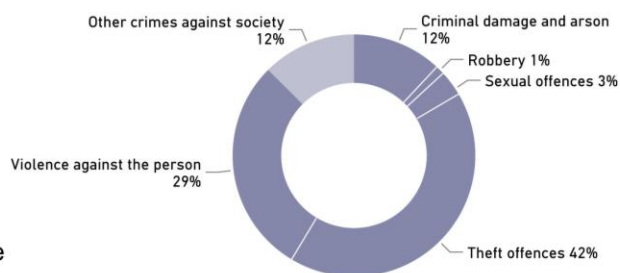
England and Wales

39%

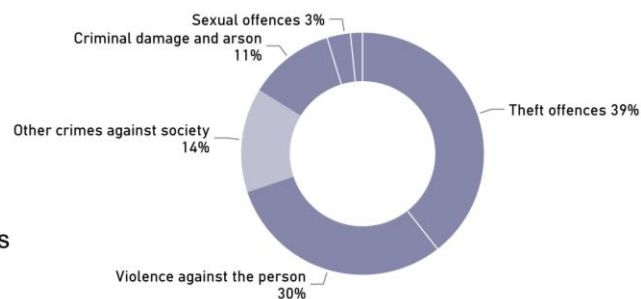
## Victim-based crime

12 months ending 30 September 2018

Nottinghamshire

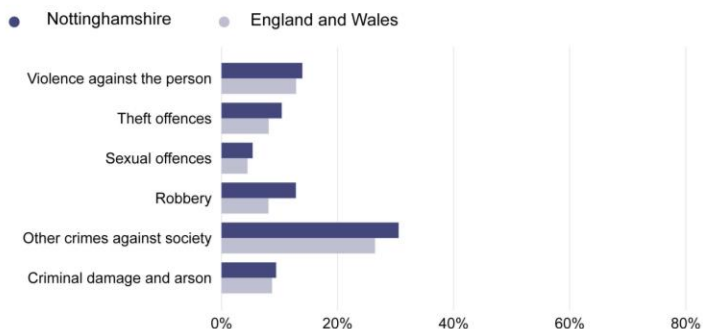


England and Wales



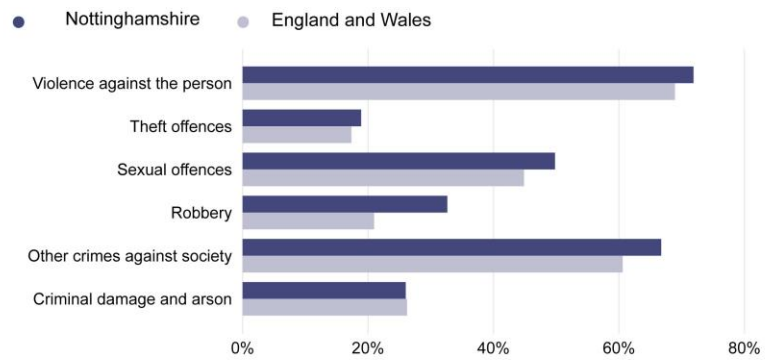
## Proportion of crimes where action was taken

12 months ending 30 September 2018



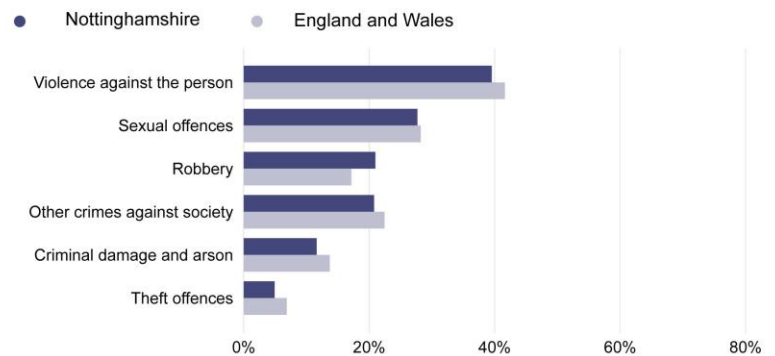
### Proportion of crimes where suspect was identified

12 months ending 30 September 2018



### Proportion of crimes where victim did not support police action

12 months ending 30 September 2018



UNDER EML

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



**Good**

## Summary

Nottinghamshire Police is good at reducing crime and keeping people safe. It is good at protecting people who are vulnerable. But it needs to improve how it prevents crime and deals with [anti-social behaviour](#).

The force needs to get a better understanding of its local communities. It also needs to improve how it assesses and shares good ways of working. It should talk to the public more when it sets its priorities. It should also update them following consultation. But it works well with other organisations to solve problems, and protect and support vulnerable people.

The force has a new policing model that's neighbourhood-based. It has recruited more officers to help with demand and is planning more training for local teams. It should try not to move neighbourhood staff to help in other areas, as this makes it harder for them to deal with local problems. It isn't easy for it to understand which problem-solving methods work best, as it doesn't always record results. This could lead to different levels of service.

Nottinghamshire Police is good at spotting vulnerable people when they first contact the force. It has got better at responding to them. But it should improve how it responds to incidents that are less urgent, so that officers can assess if someone is vulnerable more quickly. Officers and [staff](#) treat vulnerable people well. The force regularly gets feedback from vulnerable victims to help it improve its approach. This includes those who don't support police action. The force makes good use of its powers to protect people. Officers and staff are good at assessing risk at domestic abuse incidents and respond well to people with mental health problems.

In 2017, we judged Nottinghamshire Police as good at investigating crime and at tackling serious and organised crime.

## Preventing crime and tackling anti-social behaviour



### Requires improvement

Nottinghamshire Police needs to improve how it prevents crime and deals with anti-social behaviour. In 2017, we asked the force to get a better understanding of its local communities. We also asked it to evaluate and share good practice more routinely. Since that time, it hasn't made enough progress in these areas.

The force has a new policing model, but it's too early for us to tell how good this is. It sometimes moves neighbourhood officers and staff into other policing roles. This makes it harder for them to deal with local problems. The force has recruited more police officers to help deal with demand. It is planning to provide better training for its local teams.

Nottinghamshire Police works well with other public sector organisations to tackle complex problems and support vulnerable people. But the force should consult the public more when it comes to deciding its priorities and should use this information to help it plan its services. It should also get better at updating the public about the results of consultation.

The force uses a variety of local problem-solving approaches, but it doesn't consistently record the results. Local differences can lead to different levels of service. It is difficult for the force to understand which approaches work best.

The force has reduced its use of anti-social behaviour powers. It doesn't fully understand why this has happened or whether this change is positive. It is planning to research this further.

### Areas for improvement

- The force should work with local people to improve its understanding of local communities and show the action it has taken to address their concerns.
- The force should evaluate and share effective practice routinely, both internally and with other organisations, to improve its prevention of crime and anti-social behaviour.

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

Nottinghamshire Police requires improvement in the way it prioritises crime prevention. The force changed its policing model in April 2018. Previously, its leaders were each responsible for specific business areas, whereas now they take responsibility for geographic areas: the city area and the county area. Each area is led by a superintendent. This model is becoming more established and staff support the new approach. In [our 2017 effectiveness report](#), we said the force was good at preventing crime. But we asked it to improve in two areas: to improve its understanding of local communities, and evaluate and share effective practice routinely. The force has made minimal progress in these areas. As a result, the same areas for improvement are in this report.

The force recognises this and has renewed its focus on neighbourhood policing. It has adopted a new neighbourhood policing strategy based on the [College of Policing's](#) neighbourhood policing guidance. The force has launched the strategy and appointed leads for the main areas. However, it is too early to assess how this may improve its approach. The force needs to communicate the plan across the organisation. During the inspection, officers and staff spoken to couldn't explain to us the force's vision for neighbourhood policing.

The force occasionally moves neighbourhood officers and staff from their main roles, on both a planned and reactive basis. It is unable to quantify the scale and effect of this on crime prevention activity. The need to take these officers away from their roles to support other police work hinders how effectively neighbourhood teams can tackle problems and prevent crime and anti-social behaviour. This means that the force sometimes relies on partner organisations to assist with preventative problem solving while it addresses more high-risk areas of demand. To create additional capacity, the force has increased police officer numbers by 80 (from 1,860 to 1,940 full-time equivalent posts). However, it has yet to achieve the full benefit of this investment, as officers undergo training before working independently.

The force recruits volunteers into a variety of roles such as neighbourhood watch schemes, cycle marking and student crime prevention. It does this well through its 'citizens in policing' programme. The Special Constabulary and cadets are also involved in some prevention activity and community projects. The force plans to increase its number of volunteers in support of its renewed focus on neighbourhood policing.

Training for neighbourhood teams is inconsistent across the force. It provides new recruits with induction training that adequately covers the skills needed to conduct effective crime prevention activity. However, the training for existing neighbourhood teams is variable. Some teams receive four training days per year alongside partner organisations, in addition to mandatory personal protection training. Others undertake mandatory personal protection training only. The force has undertaken a review. It has a good understanding of the training needed to give neighbourhood teams the right skills to provide a good level of service to the public. The training plan forms part of the revised neighbourhood policing strategy, which will develop this area in the future.

## Protecting the public from crime

The force has some understanding of the threats facing its communities. It has well-established arrangements in place to work with public sector partners such as adult and children's social care, and joint working is commonplace. The force adopts a multi-agency problem-solving approach to complex issues. Examples include the 'vulnerable persons panel' covering county areas and the 'complex persons panel' covering city areas. These panels bring together representatives of the main organisations. They work together to provide a better service to support vulnerable individuals, where traditional policing methods aren't working.

However, there is a mixed picture of how much involvement communities have in setting local neighbourhood priorities. While some areas have active neighbourhood panels, we found that in most neighbourhoods the police determine the priorities after only limited consultation with partners and the public. The recent 'police and crime needs' survey provides a valuable insight into what the public's priorities are. However, during the inspection we didn't find any neighbourhood teams that had used this information to plan or provide services. The knowledge that beat managers and police community support officers (PCSOs) have of the priorities that are relevant to them is also limited. This may mean that neighbourhood teams aren't as informed as they could be regarding the issues that matter most to the community.

The 'police and crime needs' survey is evidence of some progress in gaining a better understanding of communities and their concerns. But the force has yet to use this information to change the way it plans and provides services. There remains an inconsistent approach to giving feedback to communities on the action the force has taken, the results it has achieved and how the community can become more involved in solving problems. During 2018, we commissioned research into the public's perceptions of their local police across England and Wales. Encouragingly, the findings for Nottinghamshire Police indicated that, although it doesn't always engage communities in setting its priorities, it deals with what matters to them. The force could further enhance this.

The force employs local problem-solving tactics with public sector partners, such as education and substance misuse teams. It tends to base these on professional judgment rather than a systematic and evidence-led approach. Most neighbourhood-team leaders are aware of the OSARA (outcomes, scanning, analysis, response and assessment) problem-solving model. But beat managers and PCSOs are less aware of it. Neighbourhood teams use a variety of approaches to resolve anti-social behaviour cases, but there is no consistent method of recording activity. Some areas routinely use a shared online system accessible by partner organisations, while others use police systems. The lack of a clearly defined approach can lead to an inconsistent level of service for victims across the force. It also means the force may be losing opportunities to evaluate the outcomes of different approaches and learn from what works. During the inspection, we found that the supervision of problem-solving plans is variable across the force. It expects its new neighbourhood policing strategy to improve this in the coming months.

Nottinghamshire Police is generally in line with the England and Wales overall recorded levels of anti-social behaviour incidents. The force continues to make use of all available anti-social behaviour powers. These include civil injunctions and [criminal](#)



[behaviour orders](#). However, the data indicates a reduction in the use of anti-social behaviour powers from 443 per 1m population in the year to 30 June 2017 to 51 per 1m population in the year to September 2018. Neighbourhood teams don't clearly understand the reasons for this reduction. The decline may be due to the increased involvement of local authority community protection teams in managing anti-social behaviour. The force has yet to explore whether the reduced use of anti-social behaviour powers has made it less effective. Its current focus is on analysing other areas of operational activity. Without this understanding, the force can't be confident that it is using its resources effectively. The force recognises this gap and has recently approved the recruitment of analytical researchers to support neighbourhood policing teams.

In [our 2017 effectiveness report](#), we identified that the force needed to improve its approach to crime prevention and anti-social behaviour. We said that it should evaluate and share effective practice routinely, both internally and with other organisations. The force uses a variety of tactics to prevent crime and anti-social behaviour, including crime prevention staff discussing good practice in online forums. However, it has made only modest progress in evaluating and extending this learning more widely. It doesn't routinely record or assess learning across the force, except when large-scale initiatives happen. This would help it improve its approach to preventing crime and anti-social behaviour.

### Investigating crime



**Good**

This question was not subject to inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

### Protecting vulnerable people



**Good**

Nottinghamshire Police is good at protecting people who are vulnerable. Officers and staff treat vulnerable people well. The force works with its partner organisations to understand people in the area who might be vulnerable.

The force is good at identifying vulnerable people when they first make contact and has good systems to do this. It responds well to incidents that are a priority. But it isn't as good at getting to less urgent incidents. This may mean it isn't addressing vulnerability as quickly as it could.

In 2017, we asked the force to get better at responding to incidents involving vulnerable people. It has now done this. It regularly gets feedback from vulnerable victims, including those who do not support police action. It uses the information to make its services better. Officers and staff are good at assessing risk at



domestic abuse incidents. The force works closely with other organisations to protect vulnerable victims. It makes good use of its protective powers to do this. It also has good processes that help its officers respond well to people who have mental health problems.

The force is changing the way it manages registered sex offenders (RSOs). This is to follow national guidance. Specially trained officers will have more time to focus on higher-risk offenders. The force may wish to review how it manages people who breach court orders.

The force's online investigation team can't deal with all the cases it receives about children. The force is addressing this problem.

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

#### **Area for improvement**

- The force should ensure that a DASH risk assessment is carried out for all domestic abuse incidents to reflect the force policy change.

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**

Nottinghamshire Police has a clear strategy for, and definition of, vulnerability. It communicates this effectively to its workforce. Officers and staff demonstrate that they understand how to identify and protect those who are vulnerable. They consistently treat vulnerable people well. This includes victims of human trafficking and domestic abuse and people with mental health conditions.

The force has a good understanding of the nature and scale of vulnerability. It works with partner organisations responsible for health, and adult and child [safeguarding](#). Together they use and share data to develop a deeper understanding. The force has recently updated its analysis of child sexual exploitation across Nottinghamshire. This now includes data from partner organisations.

Officers and staff take proactive steps to reveal hidden forms of child sexual exploitation. The force works with interested parties, such as children's services, youth justice and education, to prevent and reduce instances of children at risk of exploitation. The force assesses the risk, allocates actions to the most appropriate agency and monitors progress using a multi-agency tool which records activity that aims to divert children from risky situations. The force has introduced informal meetings to offer support and advice to victims and encourage them to report stalking and harassment at the earliest opportunity.

The force is good at identifying vulnerable people when they first contact the police. Control room staff apply clearly identifiable markers to force systems to highlight repeat victims, victims of domestic abuse and people with mental health conditions. This means, if they call again, the system will highlight their vulnerability and help

to ensure the force provides the right response. The force has invested in training and mentoring for call handlers, who consistently use the [THRIVE](#) model of risk assessment. Staff record threat, risk and harm in more detail to ensure accuracy and consistency. This improved assessment of risk means that the force can determine its initial response to incidents more effectively.

## Responding to incidents

Nottinghamshire Police attends incidents promptly where it has identified vulnerability during the initial call. However, where call handlers grade incidents as not requiring a priority response, the force isn't always able to respond within 24 hours. The force is aware of this problem and has increased overall officer numbers to create additional capacity. The contact resolution and incident management unit helps deal with the work within the control room. Where appropriate, in agreement with the caller, staff make appointments for police to attend later. Local policing supervisors oversee these appointments, rather than the control room, and sometimes they don't give them priority. We found that this recent change in working practices has resulted in delays in attending appointments. This may mean the force isn't addressing aspects of vulnerability promptly.

In [our 2017 effectiveness report](#), we said that the force should improve its response to incidents involving vulnerable people, particularly victims of domestic abuse. Since last year, it has put better processes in place. These make sure officers attend domestic abuse incidents more promptly, with scrutiny provided at daily management meetings. The police approach is good, with vulnerable people – particularly victims of domestic abuse and those with mental health conditions – receiving a good service. We found examples of early identification in the control room and in the review of case files.

When attending incidents, officers and staff use a structured process to assess risk to victims and other vulnerable people in the household. The force now uses electronic [DASH](#) (domestic abuse, stalking and harassment) risk assessments. In [our 2017 effectiveness report](#), the force data showed that the force submitted fewer risk assessments than other forces for the level of domestic abuse reported. This meant that the force may be missing opportunities to properly assess risk, and therefore safeguard some vulnerable victims. In July 2018, it made the completion of DASH mandatory for all domestic abuse reported, resulting in an increase in the number completed. However, the 2017/18 data shows that the force completed a risk assessment in only 32 percent of domestic abuse incidents, but for every reported domestic abuse crime. The force is actively monitoring compliance.

This will remain an area for improvement. During this inspection, we found good examples of effective safety planning. These included recording details of children who live at the household – whether or not they were present at the time of the incident – to assess wider safeguarding needs. Officers and staff clearly understand that it is their responsibility to identify these children and make referrals to other agencies for assessment and support. Staff in the [multi-agency safeguarding hub](#) (MASH) review the risk assessments to provide consistency and accuracy. The independent domestic abuse advisers (IDVAs) provide an additional level of scrutiny to this process.

The force is effective at protecting victims of domestic abuse. Attendance is a priority. The force grades over 90 percent of the domestic abuse incidents it attends as an emergency or priority. Our inspection found that it doesn't generally deal with domestic abuse victims over the telephone. The data shows that it does this less than the England and Wales rate. The force makes an arrest in around 27 percent of domestic abuse incidents, compared to the England and Wales rate of 32 percent. Its rate of offenders that were charged or summonsed for domestic abuse crimes in 2017/18 was 17 percent. This is slightly higher than the rate for all forces in England and Wales. It means that the force is pursuing perpetrators of domestic abuse well.

The force has a mental health triage process, which officers, staff and other agencies view positively. Two mental health street-triage cars operate from 4.00pm to 1.00am daily. A police officer and mental health professional in each car cover the force area, providing advice and responding effectively to vulnerable people with mental health concerns. Outside these hours, there are good links to professionals who provide mental health advice, and officers can call them directly when required. Awareness of mental health conditions among frontline officers and staff is good. There is regular training, with the involvement of mental health partners. The force works closely with mental health partners and contributes to the mental health crisis care concordat board to ensure a shared approach to people in crisis. There are plans to evaluate the mental health triage process within the next 12 months. The force's own monitoring of the [street triage](#) process indicates that 4,000 incidents in the 12 months to January 2018 were deployed to, which equates to 48 percent of incidents where a mental health issue is identified.

### **Supporting vulnerable victims**

Neighbourhood teams are involved in the continuing safeguarding of vulnerable victims. This includes children at risk of sexual exploitation, those with mental health conditions and repeat victims of domestic abuse. However, as described earlier, the force occasionally takes neighbourhood officers and staff away from their primary role, to support other police work. It isn't able to quantify what effect this may have on how well it safeguards vulnerable people.

Nottinghamshire Police makes good use of available protective powers and measures to safeguard vulnerable victims. The number of [domestic violence protection orders](#) (DVPOs) granted has increased from 41 in 12 months to end of June 2017 to 90 in the 12 months to end of June 2018. Officers and staff have a well-developed and growing understanding of the value the orders provide in protecting victims. The force deals with breaches of DVPOs promptly to give victims this protection.

The force works with a range of partner organisations such as education, probation, health and children's services. This is to make sure safeguarding arrangements are in place for vulnerable people. There are two MASHs: one covering the city area and the other the county area. Multi-agency safeguarding arrangements are comprehensive and accessible, with good sharing of information with partners at all levels. The force contributes well to both the city and county MASHs, despite them having different operating systems that reflect local authority working practices.

The [multi-agency risk assessment conference](#) (MARAC) processes are effective. Each statutory agency takes responsibility for chairing the meeting on a

six-monthly basis. This shared-chairing arrangement ensures all partners fully engage with safeguarding vulnerable victims. The force and its partners refer all high-risk cases to a MARAC. IDVAs also review medium-risk cases and, where necessary, regrade them to high and refer them to a MARAC. MARACs take place every two weeks at city, north and south areas, with cases discussed within 10 to 14 days. There is an equal split of referrals from partner organisations and police. The force attends a regional MARAC steering group that reviews processes to explore new ideas and innovative practice.

The force regularly seeks and uses feedback from vulnerable victims and service users to improve services. In [our 2017 effectiveness report](#), we said that the force needed to ensure that its process to obtain feedback from victims of domestic abuse included those victims who do not support police action. In response, the force now conducts surveys of all domestic abuse and rape victims whether the victim is supporting a prosecution or not. The research and insight team runs the survey and achieves a high response rate. All feedback obtained is used by the force to continuously improve its service to vulnerable victims. It sends positive comments directly to the officer or staff member dealing with the victim. It forwards less-favourable comments to supervisors, who review the case to see what action is required. The force has also introduced this approach in relation to [Clare's Law](#) applications, to gain feedback on timeliness of completion from application to disclosure; the satisfaction level of the applicant; and an understanding of whether or not the disclosure made any difference to the applicant.

The force's processes are designed to manage the risk posed to the public by RSOs living in the area. The management of RSOs remains challenging for the force, due to their increasing numbers. At the time of the inspection, there was a backlog of 107 visits outstanding to medium and low-risk RSOs. The force is in the process of adopting a risk-based approach in line with national guidance, and plans to stop the annual visit to 500 low-risk RSOs. These individuals will be risk-assessed and subject to a yearly desktop review. Officers will not actively engage with them unless any intelligence or incident triggers a reassessment. The force intends to ensure neighbourhood teams are fully aware of the location of all low-risk RSOs in their areas. There remains a low risk to the public. However, the national practice of reactive risk management already allows forces to manage RSOs remotely on a case-by-case basis, on the authorisation of the head of department. The approach also ensures that specialist officers have more time to devote to the management of higher-risk offenders who pose the greatest threat to the public.

The force has access to specialist software to identify those who share indecent images of children online, and has introduced additional tools to tackle online crimes against children. This has resulted in an increase in the number of notifications it receives from both systems. This means that the force may be dealing with some cases without officers being aware of the full facts. This is a risk to the force's integrity and affects the safeguarding of children, as cases on these systems may be higher-risk. The force is responding to referrals from the National Crime Agency, but this should not be at the expense of notifications received from its own software. The force is aware of this and is actively seeking solutions that include the addition of staff on short-term contracts.

The force routinely uses court orders to protect the public from dangerous and sexual offenders. The force reports that local courts issued 105 [sexual harm prevention orders](#) in the year to 31 March 2018. Nine of these orders were subsequently breached. The force actively manages breaches. It may wish to review this, to understand whether it is taking enforcement action with all breaches. The force should confirm that it has the necessary arrangements in place.

## 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.

## 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

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.

The force also has a good understanding of the armed criminals who operate in Nottinghamshire and neighbouring force areas. Nottinghamshire Police is alert to the likelihood of terrorist attacks and has identified venues that may require additional protection in times of heightened threat.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. The majority of armed incidents in Nottinghamshire are attended by officers trained to an [armed response vehicle](#) (ARV) standard. The force has sufficient ARV capability. However, we noted that, as an interim measure, it is adjusting shift patterns and paying overtime to



ensure enough ARV officers are available. In time, this will be addressed through recruitment programmes.

Incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers. Until recently, Nottinghamshire Police had collaborative arrangements in place with Leicestershire Police, Northamptonshire Police and Lincolnshire Police to provide specialist officers for deployment in the East Midlands region.

Nottinghamshire Police has recently withdrawn from these arrangements and will become dependent on its own armed capabilities. Agreements remain in place to seek the assistance of neighbouring forces when specialist capabilities are required.

### **Working with others**

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

The withdrawal of Nottinghamshire Police from these joint working arrangements means there is less certainty of specialist capability being available in the region. We are also aware that Derbyshire Constabulary operates independently from other forces in the region. This will be of interest to us when we next visit the constabulary.

We expect all forces in the East Midlands to work closely together to ensure that sufficient specialist capabilities are available to protect communities in the region.

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

In addition to debriefing training exercises, we also found that Nottinghamshire Police reviews the outcome of all firearms incidents that officers attend. This helps ensure that best practice or areas for improvement are identified. We also found that this knowledge is used to improve training and operational procedures.

Efficiency

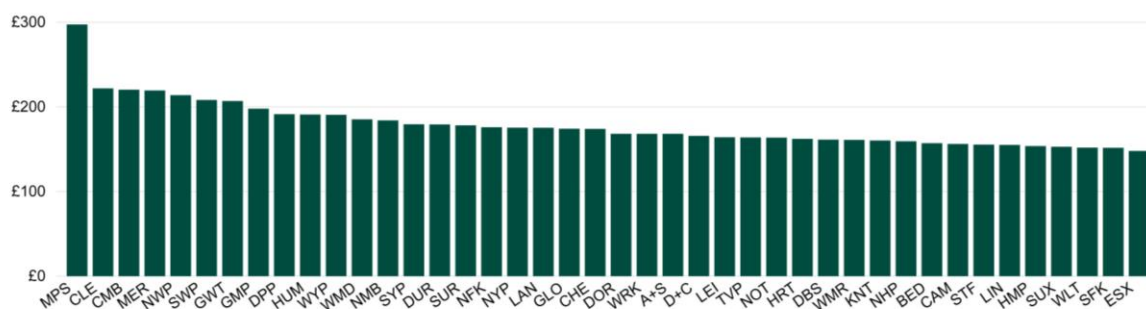
UNDER EMBARGO



# Force in context

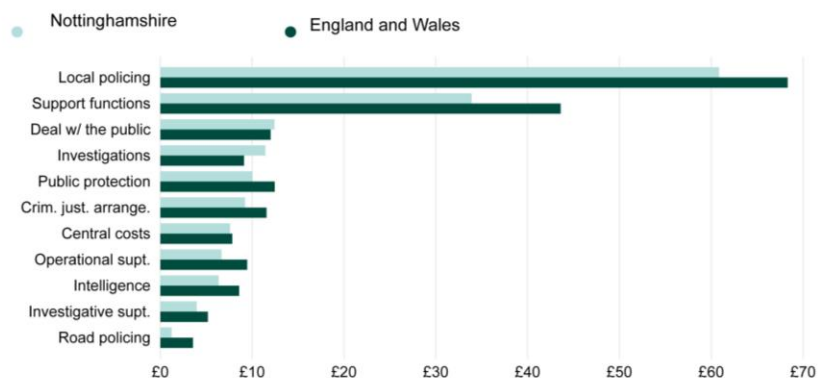
## Spend per head of population

2018/19 projection



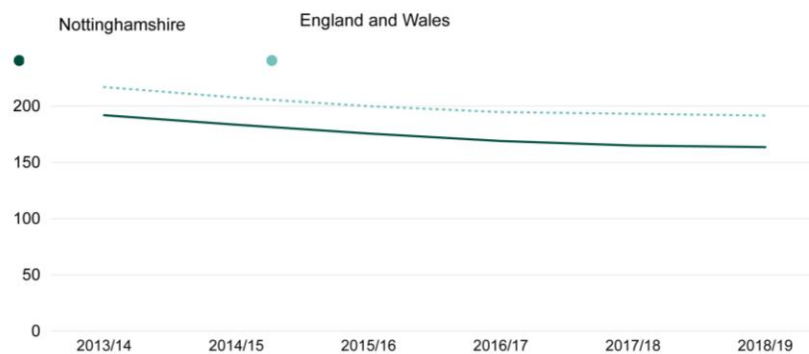
## Spend per head of population by Police Objective Analysis category

2018/19 projection



## Spend per head of population

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





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



## Requires improvement

### Summary

Nottinghamshire Police needs to improve how efficiently it operates and the sustainability of its services to the public. It needs to improve how it meets current demands and uses its resources and how it plans for the future.

The force needs to get a better understanding of demand. It is getting better at assessing future demand, but needs to understand how demand is changing. It also needs to use more partnership data for this. It works with a range of organisations, which helps them all use their resources more effectively and provide better services. But it needs to understand the effect that pressures on other organisations have on its own demand. It has decided to come out of one collaboration, but it isn't clear if this is a good decision. The force needs to review its systems to make sure they don't accidentally hide demand or introduce delays. Planned recruitment of more officers will help it manage demand.

The force has good financial plans. It has linked these to its workforce plan and the priorities of the [police and crime commissioner](#) (PCC). It willingly tries new approaches. The new neighbourhood-based force structure will make police officers more visible and help with partnership working. The force should have a plan for using ICT to support its needs. It should check that it is getting the benefits of changes it makes and ensure it monitors how it reinvests savings. The force is getting better at understanding the skills of its workforce and how much its services cost. But it needs to understand what skills it will need in the future and link workforce capabilities to financial plans. The force is trying to attract new talent through external recruitment. It is developing the skills of its leaders, but needs to find more ways to identify and develop talent in its workforce.

## Meeting current demands and using resources



### Requires improvement

Nottinghamshire Police needs to improve how it meets current demands and uses its resources.

The force needs to understand demand better and review a wider range of data. It is working with other organisations to improve this. Planned recruitment of more officers will help it manage demand. It should make sure it understands people's workloads before increasing them.

The force is getting better at understanding that good processes help reduce demand and make the most of resources. It is introducing systems to reduce waste, but needs its workforce to share this approach. The force needs to review its systems to make sure they don't accidentally hide demand or introduce delays.

The force works with a range of organisations, which helps them all use their resources more effectively and provide better services. But it needs to understand the effect that pressures on other organisations has on its own demand. It has decided to come out of one collaboration. It isn't clear whether this is a good decision.

The force willingly tries new approaches, including better use of technology. It should check that it is getting the benefits of changes it makes. It should also make sure it monitors how it reinvests savings. Its financial plans are good and link to workforce plans.

The force assesses demand before allocating resources. It is getting better at understanding the skills of its workforce and how much its services cost. But it needs to understand what skills it will need in the future.

### Areas for improvement

- The force should ensure that its prioritisation and allocation of demand takes full account of the risks of inadvertently suppressing demand. The force should make sure it is fully aware of officer and staff workload allocating incidents and deploying resource. The force needs to better understand how pressures placed on other organisations influences its current demand.
- The force should ensure that its new governance arrangements for managing current and future demand track benefits, including how it has reinvested savings.
- The force should undertake appropriate activities to understand fully its workforce's capabilities, identify any gaps, and put plans in place to address these gaps.

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

## **Assessing current demand**

Nottinghamshire Police needs to understand the demand for its services better. The force relies mainly on its own data from force records, and analyses it to understand fluctuations and trends in demand. The force has good links with other public sector organisations (for example, adult and child safeguarding services) and has started to analyse shared data. It could broaden its understanding further by regular analysis of a wider range of data from other organisations. It needs to do more work to have a complete understanding of current demand. The demand analysis work in 2017 was thorough, but focused entirely on responsive demand which did not consider differing types of police work. The force recognises this. It has trained its business improvement team to use the demand-analysis mapping tools to extend this work to include demand across the whole organisation.

The force continues to work with its partner organisations and victims to improve its understanding of demand that is less obvious. This includes domestic abuse, child exploitation and modern slavery. The force is experiencing an increase in modern slavery offences. It has responded positively by establishing a human trafficking multi-agency partnership board. It has also invested in a dedicated team to lead on investigations. The team's remit is to improve awareness, prevent offences occurring and co-ordinate intervention. This means that the force is more likely to provide victims with a better service in this area.

The force can reallocate resources to deal with operational pressures. It has recently introduced police officers into the force control room. This is to help it identify the right response at the first point of contact. It can then move resources across the force area when necessary, to manage demand better. However, there are occasions where the force can't cope with the demand for service. This is particularly the case in the control room and incident management team. This is leading to policing being more reactive than proactive. Control room staff told us they couldn't always identify officers to attend incidents. Many officers spoke of unrelenting demand and the difficulties of prioritising equally important areas of work such as incident attendance and crime investigation. In response, the force intends to deploy some of its 80 additional police officers to create some capacity in responding and ease this pressure. Once these officers are operational, the force will assign them to uniformed response, neighbourhood and public protection investigation teams.

## **Understanding factors that influence demand**

The force is getting better at understanding how efficient working practices can reduce demand and make better use of scarce resources. The chief officer team has invested in resources to support the control room. This is to help staff record crime accurately within national guidance, to prevent duplication and repetition later in the process. This approach makes sure the force complies with crime recording requirements and provides an effective service to the public of Nottinghamshire. The force has recently given its two assistant chief constables responsibility for 'current demand' and 'future demand'. This is to develop its understanding further.

Senior leaders have recognised the need to improve oversight and co-ordination of the force's change processes. The deputy chief constable (DCC) has recently established the 'futures' programme board. This is to ensure that the change

programme proceeds on time, to budget and to the standard required. The force acknowledges that it could develop how well it actively identifies inefficiencies as part of its everyday work. The annual departmental assessment process features the removal of duplication and reduction of waste as important elements. However, eliminating waste isn't integral to its workforce's routine way of thinking. Officers and staff we spoke to weren't able to provide examples of how the force had used their ideas to find better ways of working. They also couldn't describe the process they would follow if they wanted to do so.

At present, the force can't always be confident that its systems aren't suppressing or understating demand by accident. Its management of lower-risk incidents poses a risk of this. The contact resolution and incident management unit streamlines the work within the control room. They allocate some incidents to a scheduled appointments team (diary car) for later attendance. Local policing supervisors oversee these appointments alongside other demands. We found that this recent change in working practices has resulted in delays in progressing appointments.

The force is aware of these problems. In [our 2017 efficiency report](#), we said it should make sure the way it prioritises and allocates demand appropriately mitigates risks. Although there has been some progress since last year, this is still an area for improvement and there remains more work to do.

### **Working with others to meet demand**

Nottinghamshire Police shows it is willing to work with other organisations to make best use of resources and provide a better service to the public. It has a good record of well-established joint working across a range of partnerships and collaborations, with other police forces and with local partners. For example, with the NHS, the arrangements for mental health triage have led to people with mental health concerns getting better access to the help they need. There are innovative examples of the force working with local authorities in joint problem-solving patrols with council community protection teams. These teams engage with communities and prevent crime and anti-social behaviour.

The force is part of the five-force East Midlands collaboration of forensic services. This involves Nottinghamshire Police, Derbyshire Constabulary, Lincolnshire Police, Leicestershire Police and Northamptonshire Police. The collaboration provides several services, such as a fingerprint bureau, from a purpose-built facility. This approach has benefited the forces across a range of areas. It has improved efficiency and reduced costs through a restructure of crime scene investigators (CSIs) and through a new contract for an external forensic service provider. Nottinghamshire Police performs well: it detects 11 percent of all crime attended by a CSI. This is the highest percentage across all five regional forces.

Nottinghamshire Police has withdrawn from the East Midlands collaboration, which covered operational support services. During our inspection in September 2018, we did not find evidence to indicate that the force reviewed the potential effect of its decision on the other forces in the collaboration, in terms of its long-term viability. The force states that it now has greater control over its own specialist operational assets, but it is too early to say that performance and value for money is better.

We will continue to monitor as the force evaluates the benefits of withdrawing from this collaboration.

The development of community safety hubs across the force has strengthened local partnership work. Officers and staff from partner organisations, such as local authorities, work together in the same office space to better manage demand. Examples include Mansfield and Byron House in Nottingham city centre.

The approach taken by the force has improved the way in which it provides services to the public. The community safety hubs are part of the response by the force and its partners to cuts in public sector funding. They provide an effective way for local policing teams to work with partners, joining forces to provide a better service to the public in a cost-effective way.

Despite reductions in partner contributions, the force has made constructive efforts to maintain its early intervention work to manage future demand. For example, it has recognised the value of intervening at an early stage with children and young people to prevent them from getting involved in crime and anti-social behaviour. It has prioritised the investment of early intervention police officers in all secondary schools. This shows that the force will take measures to help reduce the negative consequences of austerity and increased demand across all sectors of the public services.

### **Innovation and new opportunities**

The force seeks out innovation and new opportunities for service improvement. Examples include:

- the introduction of new officers following initial training direct into public protection areas of work to alleviate demand; and
- the creation of a child sexual exploitation disruption team, which uses special constables to safeguard potential victims, patrol well-known areas, and target perpetrators.

Leaders in Nottinghamshire Police listen to the workforce and encourage ideas and suggestions. The force encourages officers to put forward ideas, for example to improve wellbeing. However, officers and staff told us they weren't sure whether the scheme was still operating. The force may wish to re-invigorate and publicise the scheme.

The force works with academia to look for new ideas and best practice. It is working with Nottingham Trent University to better understand why it records a higher number of alcohol-related incidents, 101 and 999 calls compared with the England and Wales average. It is awaiting the outcome of this work. Previous academic studies focused on the behaviour of repeat callers and the demand created by mental health-related work.

### **Investment and benefits**

In [our 2017 efficiency report](#), we said the force should strengthen its governance processes to help it understand and achieve the benefits of change programmes. It has made some progress in addressing this and has evaluated some of the change projects.

Those it has evaluated include an assessment of the outcomes and the savings anticipated. It has commissioned the University of Derby to independently evaluate the benefits of the force's implementation of [body-worn video](#) cameras. This is due by the end of 2018. However, the force still hasn't evaluated the benefits of all its improvement projects and investments. This means it can't yet assure itself that it is achieving the expected benefits. For example, it has made a significant investment in providing mobile data terminals for frontline staff. These handheld devices record, send and receive police information, such as stop and search forms. To date, the force is unable to provide comprehensive details on the cashable savings achieved by changes such as improved officer productivity.

Overall, the force can demonstrate some financial and non-financial benefits from some of its change projects and expects to be able to do more of this in the coming months. This will include the recently agreed replacement command and control system, SAFE (situational awareness for enhanced security), which aims to increase efficiency by improving the ways the public can contact police, and how the force manages its resources and dispatches officers and staff. The DCC has established improved oversight processes to support this.

### **Prioritising different types of demand**

For the most part, Nottinghamshire Police prioritises its activity based on its limited understanding of demand supported by local priorities, national requirements and public expectations. It has done some work to better understand the skills and capabilities it needs now and in the future, but is still developing this work.

There are occasions when the force struggles to meet the demand it faces in important areas such as crime investigation and incident management. It designates a [senior officer](#) to assess demand and operational pressures on a 24-hour basis. This officer has the authority to direct officers to be deployed anywhere across the force to manage high-profile incidents or exceptional demand. Should incident queues in the control room build up to unacceptable levels the force can and does deploy officers from all areas of the force to clear these backlogs. Supervisors in the control room monitor incidents and will re-grade them if the circumstances change and this is required. Dispatchers constantly assess incidents that are awaiting officer attendance. It is clear that staff in the control room focus on keeping victims safe and they work hard to achieve this.

The force developed a new neighbourhood-policing model, following detailed analysis of response demand. It introduced the new model in April 2018. The force has an established approach to understanding local demand, which uses numbers of incidents, crimes and anti-social behaviour to determine the level of resources allocated. Building on this method, it included crime-severity considerations to differentiate between visible crime, such as criminal damage, and hidden crime, such as sexual offences. It has allocated its resources according to this analysis. This ensures that there is the right level of resource across neighbourhood policing, to have the greatest effect on all crime.



## Assigning resources to demand and understanding their costs

The force is continuing to develop its understanding of the costs of its services. During 2017, the chief officer team introduced an annual [priority-based budgeting](#) exercise led by departmental leads. This helps the force to vary resourcing levels by understanding the effect this has on the service it provides. It enhances this process by analysing specific areas in more detail, known as 'deep dive' reviews.

During 2016/17, the number of police officers and staff leaving the organisation was higher than expected. This resulted in the force achieving its savings target as well as underspending its budget. However, the reduction led to significant pressures on uniformed response and neighbourhood teams. In March 2017, the chief constable decided to restart the recruitment of officers, as future police funding was more stable. The PCC increased the council tax precept for policing in 2018/19, which allowed the force to increase its officer numbers from 1,860 to 1,940. The force management board oversees this increase and the overall movement of officers and staff from one part of the force to another. Chief officers chair this board, which decides where best to distribute resources across the force, in order to maintain performance. This means that the force can be sure it is using its resources in line with its priorities.

Nottinghamshire Police recorded an 11 percent increase in recorded crime in the year to 30 September 2018, compared to the year to 30 September 2017. The force is managing this by dealing with more investigations via desktop review. For the 12 months to 30 September 2018, it completed 52 percent of its crime investigations entirely over the phone. This is above the England and Wales rate of 37 percent. The force uses the THRIVE process to assess the type of response required, before allocating incidents for telephone resolution. We assessed several of its telephone investigations and found that they were an appropriate response. The investigations themselves were of a good quality.

## Workforce capabilities

In [our 2017 efficiency report](#), we said that Nottinghamshire Police needed to understand fully its workforce's capabilities, to identify any gaps, and put plans in place to address them. It has made progress in addressing this, but there is room for improvement.

The force has a limited but improving understanding of the skills it needs. It doesn't yet have a full understanding of the skills of its workforce or its leaders, beyond tactical and operational elements such as officer safety and driver training. It doesn't understand how the skills needed will change in the future. The force acknowledges that its understanding isn't yet sophisticated enough to make sure it is making the best use of the skills its workforce has. For example, it could make better use of the skills that graduates bring to the organisation, such as strong ICT, language or social media marketing skills.

This means the force can't fully identify the skills gaps that it needs to fill, through either recruitment or training. It has formed a strategic workforce planning and training priorities panel to progress this. There has been no effort to record wider skills or character traits that the force could better use, or academic qualifications and transferable skills from prior occupations.

The force works closely with academic institutions. In partnership with Nottingham University, it has created a leadership development programme, investing in the development of first and second-line supervisors. It identified that it had focused its previous supervisor courses on what supervisors need to do rather than how they should do it. The leadership programme consists of a number of courses over the next 18 months and includes coaching, mentoring and 360-degree feedback. The force runs the course at Nottinghamshire Fire and Rescue Service premises to ensure there is a complete break from the workplace. The force is working to embed its 'PROUD' values in all staff:

- professionalism;
- respect;
- one team;
- utmost integrity; and
- doing things differently.

This is supported through a training programme and a leadership library on the intranet. The approach seeks to provide supervisors with the skills to manage staff development effectively.

### **More efficient ways of working**

The force shows that it is committed to finding ways of working that are more efficient, while at the same time improving services. It is doing this through better use of technology and by collaborating closely with other forces and organisations. However, we found that the force could improve its approach to ICT development by having a clearer vision and direction.

Nottinghamshire Police doesn't currently have an ICT plan. The force recognises this is a weakness and that it needs to provide greater clarity, leadership and direction for how it will use ICT to support its vision and objectives. The DCC has now assumed overall responsibility for ICT and chairs the force ICT board. This board has identified common areas for improvement and development, which it is progressing. Senior officers acknowledge that where the force has invested in ICT, it isn't clear how it will monitor and measure the benefits. The introduction of portable devices means that frontline staff now have instant access to information to assist operational policing and back-office support. However, we spoke to officers and staff working in public protection departments who said the force hadn't issued them with portable devices and they were uncertain whether this would happen.

We are satisfied that the force now has a credible [medium-term financial plan](#) (MTFP). Financial planning has continued to improve and it aligns with the workforce model of 1,940 officers. The force has greater rigour in financial controls and HR. Improved financial management helped it achieve £5.5m in savings in 2017/18. It is expecting to underspend its budget by £2.3m this year, due to the faster-than-anticipated number of people leaving the organisation. This will mean that it can replenish its [reserves](#) quicker than originally thought. There is no plan to use reserves to support the force's day-to-day running costs in 2018/19. The force anticipates that it will return all of the £10.1m required to its reserves over the medium term. It expects that its annual



departmental reviews will make sure it manages its spending in line with income, achieves the required efficiencies and replenishes its reserves by 2021/22.

### **Working with others**

The force continues to demonstrate its commitment to joint working and collaborates where it is in the interests of the people of Nottinghamshire. It has arrangements with local authorities, the fire service and academia, but it could still strengthen its approach. Its ability to track savings from collaborative projects is improving and they feature in the MTFP.

There are two MASHs in the force: one covering Nottinghamshire County Council area and the other in Nottingham City Council's area. Both have effective safeguarding and referral processes, and well-developed working relationships built on mutual trust. The force is due to assess its approach to mental health, including the triage car, in the coming months. Professionals value the triage arrangements, which are providing a good service for those in mental health crisis as well as good value for money.

### **Using technology**

Nottinghamshire Police is getting better at understanding how technology can benefit both policing and criminals. It is using this knowledge to guide its plans and investments. Examples include issuing mobile data tablets to help officers complete work while out of the police station, increasing their time on visible patrol. Similarly, its roll-out of body-worn video cameras has improved the quality of evidence gathered by officers, leading to better results for victims.

### **Planning for the future**



#### **Requires improvement**

Nottinghamshire Police needs to improve how it plans for the future. It is getting better at assessing future demand, but it needs to understand how demand is changing. It also needs to use more partnership data to help this understanding. It should improve, and have a plan for, how it uses ICT to support its needs.

The force is trying to learn more about public expectation. The new neighbourhood-based force structure will make police officers more visible and help with partnership working. But the force needs to make sure it understands the benefits of this model. It still prioritises work that will help prevent crime and anti-social behaviour.

The force still needs to get better at identifying the capabilities of its workforce and linking this to financial plans. Its HR department doesn't have this capacity. The force is trying to attract new talent through external recruitment. It is developing the skills of its leaders, but needs to find more ways to identify and develop talent in its workforce.

The force has good financial plans, linked to its workforce plan and to the PCC's priorities. It uses an annual departmental assessment process to identify savings.

This is good. But this should link to a force-wide plan. The force is trying to build up its reserves again.

The force takes part in a number of collaborations with other emergency services and public sector organisations. It is committed to improving and providing a more effective and cost-efficient service.

#### **Areas for improvement**

- To enable the force to effectively manage current and future demand it the force should ensure that its ICT planning is closely aligned with its future plans and wider change programmes, so it can effectively manage current and future demand.
- The force should develop its workforce plans to identify more fully what future capabilities its workforce will need, and improve its analysis of future demand. This will ensure that the force's medium to long-term plan is aligned effectively and efficiently with future demand.

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**

Nottinghamshire Police is getting better at assessing future demand for its services, though there is room for improvement. The force has taken steps to examine the factors that affect demand in its area. For example, it analyses control room and response policing demand, and uses demand-modelling software. However, this isn't part of a wider programme that identifies and analyses trends to build an understanding of how demand continues to evolve across the whole organisation. Nor does it fully explore the way crime is changing and the scale of increasing demand from less obvious crime types, such as modern slavery and human trafficking. Similarly, although the force works well with local organisations to develop a broader understanding of areas such as the revised profile of domestic abuse, it doesn't make full use of data to inform its understanding of future demand. This limits its ability to plan. It means that the force can't be certain that its financial, workforce, and training and development plans are sufficient to help it manage future demand. The force has already identified that it needs to improve its understanding of future demand from all sources. It is developing its approaches, including allocating responsibility for future demand to an assistant chief constable.

The force recognises that its ICT capacity isn't sufficient to support its needs well. The use of ICT, and its plans to use ICT to improve efficiency, are both currently under-developed. The force says it has a 'work anywhere' ethos, but there has been limited progress beyond issuing personal laptops to officers and staff and making body-worn video available to all officers. It isn't clear how ambitious the force is in this respect, or whether there have been any measurable improvements in efficiency through ICT to date.

The force had been exploring ambitious plans to pool its ICT resources as part of a wider tri-force arrangement with Northamptonshire Police and Leicestershire Police.

But these plans haven't been progressed. The force hasn't linked ICT planning to its corporate planning arrangements and hadn't considered it as part of the change board until very recently. However, it has recognised that it needs to improve and ensure that it aligns its ICT planning with its wider change programme and future plans. The DCC has taken responsibility for this area. ICT is included within the remit of the new futures board and the force is developing an ICT strategy.

### **Understanding public expectations**

The force has a broad understanding of what the public expects of it and is trying to improve its understanding of who lives in the force area. This will help it better target its media crime prevention releases. It hasn't conducted any specific work to understand public expectations. But it plans to make use of the results of the PCC's survey to improve its understanding of the public's perception of crime across Nottinghamshire. The PCC surveyed 4,403 people between August 2017 and June 2018, using an independent research agency. This survey will continue running until 2021.

The recent force restructure reflected the public's expectations of more visible policing. The model brings together the primary policing services of neighbourhoods, response, CID and intelligence in each local area. This is to assist with locally based collaborative working and information sharing. The force expects that having a locally based investigative capability will mean it can react more quickly to local trends. It should also lead to improved information sharing. However, it isn't clear how well the force understands what benefits it has achieved so far. The force told us it intended to review its organisational benefits plan on 1 April 2019. But this doesn't contain many measurements that it can quantify. Instead, the force measures the expected benefits by qualitative, observable or professional assessment.

Despite the local authority reducing how much it spends on community safety, the force continues to prioritise the prevention of crime and anti-social behaviour. It invests in schools liaison officers who are responsible for preventing and reducing offending by young people. They also focus on increasing the visibility and legitimacy of policing for young people. Nottingham Trent University will evaluate this initiative and provide the force with an update on the benefits and outcomes.

The force has recruited two specialist media interns. Their job is to investigate and work with communication methods for the changing age profile of the public used by criminals as well as the wider public. This shows the force is willing and prepared to change its service to meet changing public expectations. However, it acknowledges that further work is required to engage with the public to gain a more comprehensive understanding of what they want from their police service.

### **Prioritising**

The PCC's police and crime plan 2018–21 sets clear priorities. The new policing restructure aligns to the needs of both the public as well as partner organisations. The force has costed this over the medium term and doesn't intend to use reserves other than for planned infrastructure investments.

The new operating model puts neighbourhood policing at its centre. The force intends that increasing the number of response bases from 11 to 20 will ensure response

officers are locally based and visible in their communities. There is some evidence that the force has realigned its resources to its priorities. For example, it has invested in a human trafficking team and a knife crime team, and is using police graduate students in safeguarding roles.

The force has thoroughly reviewed current demand across response and contact management. It is aware that it has less understanding of demand outside these areas, and less understanding of potential future demand. It intends that the additional police officer numbers will address growing demand and satisfy public expectation for increased visibility in neighbourhoods and faster response times.

### **Future workforce**

In [our 2017 efficiency](#) report, we suggested the force should develop its workforce plans to identify its future workforce capabilities and align these with its financial plan. This remains an area for improvement. The force's HR capacity is not always sufficient for its needs. It hasn't been able to support comprehensive workforce planning and development well enough. The force focuses workforce planning on police officer headcount rather than the skills, rank mix and capabilities needed to manage future demand. It also doesn't adequately address police staff.

The force hasn't carried out a comprehensive analysis of workforce skills and capabilities. It has a good understanding of professional and operational capabilities, but this is limited to tactical skills and doesn't include leadership, management or softer skills. It realises this and is developing a new people strategy.

The force is making good use of external recruitment. It supports the [direct entry scheme](#), but has not yet found any suitable candidates. Its graduate police investigation officer (PIO) training scheme is a positive step and it assigns PIOs to public protection high-harm areas. But very few of the recent PIOs have stayed with the force at the end of their training; they have either moved on to better-paid roles in the private sector or other roles within the force. The police constable degree apprenticeship (PCDA) scheme is an innovative approach to broaden the appeal of policing. It has good potential to attract a more diverse workforce as well as being a cost-effective means of recruiting and training the officers of the future. We will watch with interest as this new scheme develops.

### **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 in September 2018 of a lower rate did not allow PCCs time to include the impact in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC. It allocated funding to forces to specifically help the police pay for these increased costs in the next year. PCCs must now plan how they will finance the increased costs in the following years, assessing the impact on their officer numbers and their ability to provide effective and efficient services.

Nottinghamshire Police's financial plans are realistic and built on sound assumptions. We found that the force now has a credible MTFP. The force has improved the quality and rigour of its financial planning, following serious shortcomings that led to it using £9.4m of reserves to pay for an unexpected overspend in 2015/16. There is now a clear link between the PCC's plan, the force's MTFP and workforce planning. Through closer financial monitoring and controls, the force has recognised that its support service costs aren't achieving expected value for money in some areas, for example, its private finance initiative fleet contract. It is taking a more determined approach to improving performance and efficiency. It is proactively renegotiating contracts to reduce costs and impose performance penalty costs where appropriate. However, the fact remains that there are areas of non-staff spending that are inefficient.

The force is predicting a balanced budget each year throughout this MTFP (until 2021/22). In addition, it is saving more money than it needs each year, to replace the reserves it used. It is maintaining its general reserve at just above 3 percent of net revenue expenditure, which is comparatively low. However, the recent improvements in financial management, along with increases in precept income, mean that it can control overspending and mitigate risks by reducing police officer and staff recruitment. We judge that its method of identifying and securing finances is sound.

The force has focused its capital programme on the policing priorities. It has plans to invest in modern fit-for-purpose buildings. Work has begun on a new custody suite that will replace the existing Bridewell facility. The force also plans to develop its headquarters building, investing in a training and development provision and a new force control room. Nottinghamshire Fire and Rescue Service has recently agreed to the development of a detailed design and costings programme leading to a joint police and fire service headquarters. The capital programme is realistic. It contains an element of risk, but should serve the force well into the future.

### **Leadership and workforce development**

The force recognises the need to attract and retain future leaders and specialist talent. However, there has been a strong focus on recruiting to increase numbers, rather than workforce capabilities. The recent recruitment exercise was an opportunity to ensure the force attracted the skills and capabilities it needed. But the force didn't fully exploit this, due to incomplete workforce capability plans. It recognises that it must understand what skills and capabilities it needs now and in the future. It maintains oversight through the strategic workforce planning and training priorities panel.

The force does not have many arrangements in place to help it formally identify and nurture talent, either externally or internally. Officers and staff we spoke to said that opportunities for professional development, such as attachments to other departments, are limited, especially for police staff. The force doesn't have a co-ordinated talent management programme, other than national schemes such as [Fast Track](#). It continues to support the direct entry scheme, but hasn't found any suitable candidates in the last two years. Encouragingly, it has introduced an annual police officer promotion process, which allows individuals to plan how and when to collate their evidence. The force supports them in doing this and the workforce views



this approach positively. The recent superintendent promotion process was advertised nationally and resulted in external candidates being appointed.

In [our 2017 effectiveness report](#), we said that the force should better understand the capacity and capability of its leaders. Working with Coventry University, the force has invested in a new leadership programme. This is for first and second-line supervisors of officers and staff. The programme consists of coaching, mentoring and 360-degree feedback. The force hopes that the programme will provide a clear framework that will help it develop the capability of its leaders.

### **Ambition to improve**

Nottinghamshire Police's plans to improve the service offered to the public are realistic and built on sound assumptions. The annual directorate assessment process is now in its second year and forms the basis of the force's savings and change plans. This helps senior managers take a systematic and robust overview of all areas of spending. The process involves independent scrutineers and police leaders. It relies on senior managers identifying emerging growth within their own service areas, areas requiring additional investment, and areas where they can make savings. This is a commendable approach and provides the leadership team with a good insight into individual service problems and opportunities.

However, it isn't clear how far this enables the force to adopt an organisation-wide approach. There is a risk that leaders will plan piecemeal changes without an overarching strategy, which may mean that the force may miss opportunities that could benefit more than one department. It could also mean that it doesn't recognise the full effect of savings and interdependencies. Senior officers have identified this potential gap and developed the new futures board as a way of overcoming this risk. The force has made sure that the necessary resources are in place to help it achieve change. Due to the need to replenish rather than draw on reserves, it doesn't have as many opportunities to invest in innovation. Once the reserves levels are more secure, there will be more possibilities for investment.

The force understands the benefits of joint working and is involved in a range of collaborations across the East Midlands region. These include:

- East Midlands special operations unit (EMSOU), which provides forensics, serious organised crime, major crime, intelligence and counter-terrorism services;
- East Midlands police legal services (EMPLS); and
- East Midlands collaborative HR service – learning and development (EMCHRS L&D).

The force is pursuing closer collaboration with Nottinghamshire Fire and Rescue Service. It understands the effect of increased demand, financial constraints and reduced resources on other organisations. The community safety hubs form part of the response to cuts in public sector funding for the force and its partners. The force is committed to improving and providing the most effective and cost-efficient service that it can.

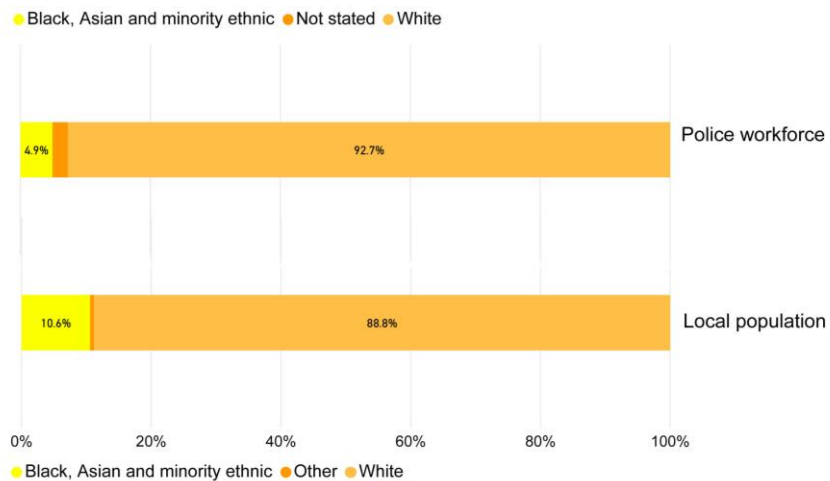
# Legitimacy



# Force in context

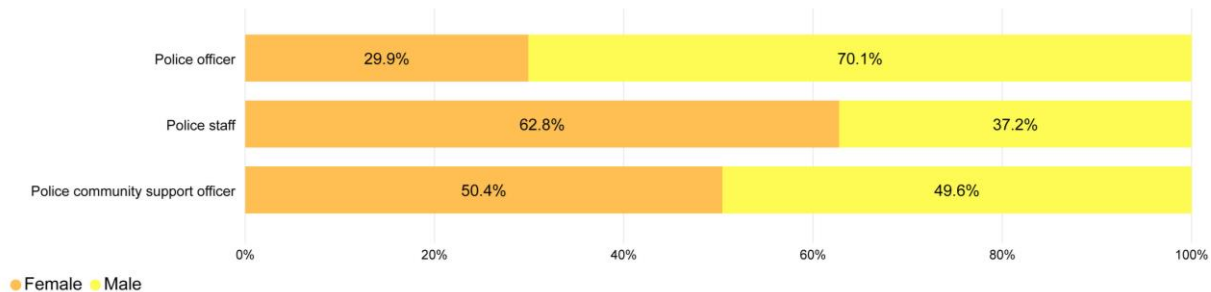
## Comparison of Nottinghamshire workforce ethnicity with local population

as of 31 March 2018



## Nottinghamshire workforce

in post on 31 March 2018





**Proportion of workforce  
without up-to-date  
security clearance**

as of 1 April 2018

0%

**Stop and search by  
ethnicity**

12 months ending 31 March  
2018

Black and minority ethnic individuals are 4.4 times more likely to face stop and search than white individuals

Black (or black British) individuals are 8.7 times more likely to face stop and search than white individuals

**Number of stops and  
searches per 1,000  
population**

12 months ending 31  
March 2018

Nottinghamshire

3.3

England and Wales

9.6

UNDER REVIEW

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



## Good

### Summary

Nottinghamshire Police is good at treating the public and its workforce legitimately. It is good at behaving ethically and lawfully. But it needs to improve how fairly it treats its workforce.

The force has leaders who are good role models. Officers and staff understand the standards of behaviour the force expects. But it would be good if it had a separate forum where staff could refer ethical dilemmas. The force has vetted its workforce and makes sure vetting decisions are fair. It deals with corruption threats well. But it should make sure the action it takes to reduce corruption is working. The force may be missing opportunities to identify and deal with corruption, due to staff shortages in the specialist unit. It needs to develop better links with other organisations to encourage information sharing.

The force hasn't made much progress in how it deals with potential unfairness at work. It doesn't have a consistent way of dealing with workforce concerns. But it is improving its understanding of workforce wellbeing and is taking action to improve this. It reviews a range of data to understand patterns that might affect wellbeing, but it needs to help its managers spot the early warning signs. It needs to get better at managing performance and development. In particular, it should help its managers carry out performance assessments that help identify and develop talent. It should also bring in a talent-management system that is fair and open.

The force is good at increasing the diversity of its workforce. It attracts new recruits from groups that aren't well represented and is good at making sure they remain with the force.

In 2017, we judged Nottinghamshire Police as good at treating the public 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 97 stop and search records to assess the reasonableness of the recorded grounds. We found that 96 percent had reasonable grounds recorded. Our assessment is based on the grounds recorded 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 most of this recommendation. But it doesn't identify the extent to which [find rates](#) differ between people from different ethnicities and across different types of searches, including separate identification of find rates for drug possession and supply-type offences. It also doesn't identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed Nottinghamshire Police's website and found that the force publishes comprehensive stop and search data, including analysis carried out to understand reasons for some, but not all, of the disparities.

## Ethical and lawful workforce behaviour



### Good

Nottinghamshire Police is good at behaving ethically and lawfully. Its leaders are positive role models and members of the workforce have a good understanding of the standards the force expects. It reviews a range of data to monitor this. But it should have a separate place where staff can refer ethical problems.

The force has vetted its workforce, including those who need higher-level vetting. It monitors the results of vetting decisions to make sure they are fair. With recruitment decisions, it tries to reduce barriers if possible.

The force is good at making sure its workforce understands what behaviour is acceptable. Staff from the [professional standards department](#) (PSD) visit teams to discuss this. This helps to reduce any misunderstandings. They also promote current issues on the force intranet and the chief constable does the same in his blog.

The force deals with corruption threats well. It keeps a close eye on contacts or jobs officers and staff have that might cause problems. It reviews information to find anyone who might be a corruption risk. It takes action to prevent this happening, but should review whether this is working.

The [counter corruption unit](#) needs more staff. The force may be missing opportunities to deal with corruption. It monitors the devices used by its workforce. It has good systems in place to deal with officers or staff who [abuse their position for a sexual purpose](#). But it needs to develop better links with other organisations to encourage them to share information.

#### **Area for improvement**

- The force should ensure that its counter-corruption unit:
  - has enough capability and capacity to counter corruption effectively and proactively;
  - can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse; and
  - builds effective relationships with individuals and organisations that support and work with vulnerable people.

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**

Nottinghamshire Police leaders are positive ethical role models. They continue to reinforce the [Code of Ethics](#) and the expected standards of professional behaviour. The force sends round guidance and advice to officers and staff using a combination of intranet articles and the chief constable's fortnightly video blog. The workforce demonstrates a good understanding of the expected standards.

The DCC chairs an organisational risk, learning, standards and integrity board that monitors standards of behaviour. This includes force-level data on complaints, employment tribunals and workplace fairness concerns. Members discuss ethical dilemmas in an open and honest way. But we were disappointed to find that the force doesn't have a separate forum to which staff can refer ethical dilemmas. This would provide the workforce with the support they need to make difficult decisions. Supervisors clearly explained to us how they gave messages to staff, and staff explained the process they follow to raise any problems.

All policies and procedures reflect the Code of Ethics and are subject to an equality impact assessment. This means that the force is likely to be successful in further developing and maintaining an ethical culture.

In [our 2017 legitimacy report](#), we recommended that the force should review its plan to ensure that, by April 2018, it had achieved vetting clearance for all those people that it was required to clear. We are encouraged to find it has made significant progress to meet the national vetting deadline. It has cleared all backlogs and established processes for enhanced vetting. We checked a large number of posts that required a higher level of vetting and were pleased to find that everyone currently working in those posts had the required vetting. Our assessment is that the force is now compliant with the vetting requirement.

The force monitors the results of its vetting decision making to identify any disparities. It reviews vetting for new recruits, including those who are black, Asian and minority ethnic (BAME), to monitor the reasons for rejections. The force considers cases on an individual basis. It finds solutions to overcome vetting barriers wherever possible. For example, it allowed a recruit to move address when an extended family member with convictions lived at the same address.

The force complies with 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 whom the service has dismissed, from re-joining or working in law enforcement.

The force has good ways of reinforcing and clarifying acceptable and unacceptable behaviours. The PSD has carried out face-to-face briefings with officers and staff, during which it asks them to assess an incident of alleged misconduct. In most of the sessions, staff and officers assess the incident at a higher level than the PSD. The intention is to reduce any misunderstandings and start further conversations between staff and their line managers.

The force publishes findings of misconduct hearings on its intranet, but this information needs updating. The PSD page on the intranet has a library of policies. The PSD also uses the rolling banner on the force system to promote awareness of current issues. The chief constable often reinforces this through his blog. The force emails important news directly to individual officers.

The workforce views the PSD positively. The PSD takes a proactive approach to reinforcing and clarifying acceptable and unacceptable behaviours. The department makes regular visits across the force area to engage with the workforce to support and share learning. Examples include a series of briefings about the force anti-corruption policy where it shares case outcomes at team meetings, and one-to-ones to reinforce standards of behaviour.

### **Tackling corruption**

The force has an effective counter-corruption strategic assessment and control strategy. Both are subject to governance and review processes. The force makes good use of the integrity registers for notifiable associations and business interests, and has developed a assess the risk posed by reported notifiable associations. This assists it in identifying those of greatest risk to its integrity.

The force uses information to identify officers and staff who are at risk of becoming a corruption threat. It currently focuses this information on complaint data, but intends to expand this to include other organisational data. It puts early interventions in place to assist individuals and mitigate the risk of corrupt activities taking place in the force. However, it doesn't routinely evaluate these interventions. It determines success by whether or not the individual reappears on the list. The force may wish to address this potential gap, as it includes other sources of information from which to build an evidence base of effective intervention tactics.

The counter corruption unit (CCU) isn't staffed well enough. The number of staff working within the CCU has reduced in the last year. This reduction limits the extent of proactive work done to develop information. Our review found that the unit could have completed more work, in some cases. As a result, the force may be missing opportunities to identify and deal with corrupt officers and staff. It has recognised the need to invest in the CCU and has approved a business case to review the CCU's capability to increase the number of staff.

The force demonstrates a commitment to having the necessary arrangements in place to monitor its handheld and remote devices, so that it can check that officers and staff aren't misusing them. It moved to a new device-monitoring provider this year, which caused some technical problems with the existing security software. The provider has developed a solution, which it is currently testing before full monitoring resumes. In the meantime, the force is monitoring devices by auditing the individual systems.

As part of monitoring corruption, the force has yet to develop effective links with external organisations who support vulnerable victims of crime. The CCU has spoken about this to local safeguarding boards across the force area to update senior partners. However, it accepts that it needs to do more to fill this gap and make sure that other organisations are comfortable passing information to the police. The unit currently relies on informal relationships with safeguarding partners to do this.

The force has adopted the national strategy in relation to police officers or staff who abuse their position for a sexual purpose. It views this as serious corruption. The force is good at dealing with abuse of position for a sexual purpose and refers all cases to the [Independent Office for Police Conduct](#) (IOPC). Those we spoke to during our inspection had a good understanding of this type of abuse. The force has given most supervisors additional guidance on the warning signs to look for. We found examples of the force identifying such cases from reviewing its own data. This suggests the workforce has developed a good level of awareness. The force has clearly identified the professional boundaries expected and the likely outcomes should they be breached.

## Treating the workforce fairly



### Requires improvement

Nottinghamshire Police needs to treat its workforce more fairly. It hasn't made much progress in how it deals with potential unfairness at work. Officers and staff aren't sure how to raise ideas or concerns, other than speaking to their managers.

The force doesn't have a consistent way of dealing with workforce concerns. Officers and staff aren't generally aware of the grievance policy and line managers aren't clear about their responsibilities. However, the force is getting better at understanding how the workforce perceives fairness and respect.

The force is improving its understanding of workforce wellbeing. It is taking action to improve this. Officers and staff told us that it should get better at spotting problems earlier. The force reviews data to understand patterns that might affect wellbeing, which should help its managers spot the early warning signs.

The force still needs to get better at managing performance and development. [Performance reviews](#) are compulsory, but staff don't consider them useful. The force doesn't use them to identify talent, support development or manage poor performance. It needs to help its managers carry out assessments that help spot and develop talent and should have a talent-management system that's fair and open.

The force is good at increasing the diversity of its workforce. It attracts new recruits from groups that aren't well represented and is also good at making sure they remain with the organisation.

### Areas for improvement

- The force should improve how it manages and monitors individual performance, supporting its supervisors in conducting fair and effective assessments. Performance development reviews need to be consistently and fairly applied across the entire organisation.
- The force should have a talent management system that is consistent, fair and accessible to all the workforce.



### **Cause of concern**

We are concerned that Nottinghamshire Police does not consistently support the wellbeing of its workforce. The force has a wellbeing strategy in place, but has not made enough progress to promote it and create a culture where wellbeing is prioritised. As a result, the force is not giving consistent and effective support to all its workforce.

To address this cause of concern, we recommend that within six months the force should:

- Put a communication plan in place to raise awareness of the wellbeing strategy across the workforce. This plan should ensure that all staff and officers have access to information.
- Ensure that all current supervisors are trained to recognise warning signs and are aware of the early intervention options available so that they can give appropriate support and prevent wellbeing concerns escalating.
- Ensure that it has an evaluation process in place to determine what interventions work. This should include a way to provide the learning to supervisors. It should also include a way to assess the views of the workforce on whether their wellbeing needs are being prioritised and appropriate support is available for them.

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

### **Improving fairness at work**

Nottinghamshire Police has made limited progress since last year in how it identifies and improves potential unfairness at work. Leaders need to do more to seek feedback and challenge from all parts of the workforce. The force conducted the last staff survey in 2016 and has plans for another in spring 2019.

The force conducts exit interviews with members of staff who leave the organisation. But we found limited evidence of line managers conducting regular one-to-ones with staff. Officers and staff we spoke to had little knowledge of the process to raise ideas or problems other than to speak to their line manager. The force acknowledges this. It plans to make the most of the opportunities presented by the recent changes to the force intranet to raise awareness of existing systems. Staff association representatives meet with chief officers quarterly at the strategic leadership board to discuss workforce problems and feedback.

During our inspection, the most significant workforce concern was resourcing levels. The force has responded positively to this. Officers are pleased that it has reversed the decline in police officer numbers. However, this has affected police staff, who are anxious about potential consequences and planned redundancies. Staff we spoke to said they were unwilling to apply for lateral job opportunities due to financial barriers. They explained that they had to start at the entry point of a pay grade when changing roles, even if that meant a reduction in salary. Some senior leaders we spoke to acknowledged this.

Nottinghamshire Police's approach to dealing with grievances and workforce concerns is inconsistent. There is little understanding of the grievance policy across the workforce. This policy includes the use of a standard form to report a grievance. But our file review showed that officers and staff report grievances by using free-text emails, Word documents or PDFs. This means there is no consistent way for grievances to be submitted, recorded and tracked.

Line managers are unclear about their responsibilities. This means there is not enough effective oversight to ensure that managers complete investigations in accordance with the recommended [Advisory, Conciliation and Arbitration Service](#) (ACAS) guide and the Code of Practice. The force was due to review its grievance policy in September 2017, but has not done this. The policy would be better if it had more consistency and structure, as well as a better focus on the needs of the individual and wider organisational effect of unfair practice or treatment. The force has responded to our findings. It is reviewing the policy and is taking action to address the lack of workforce understanding.

The force has a developing understanding of what affects the perception of fairness and respect. It analyses some data to support this understanding. The DCC chairs the organisational risk, learning, standards and integrity board. This is a forum for thematic and departmental leads to discuss important areas and identify any emerging opportunities and risks. A senior HR business partner attends this meeting and provides an overview of the fairness at work process. However, officers and staff we spoke to weren't aware of any changes that had resulted from them raising problems. The force should ensure it has an overview of all concerns to guarantee it appropriately addresses the problems that matter most to the workforce. Equally important, it should communicate its response to all staff.

Nottinghamshire Police has good processes for increasing the diversity of its workforce. The force has a proactive approach and uses staff association representatives to attend events with prospective applicants from less-represented groups. As a result, 38 percent of applicants to the PCDA scheme, and 21 percent of successful candidates, come from BAME backgrounds. This is a much better result than with traditional methods of police recruitment. The force is working with the College of Policing to ensure all assessment processes minimise [unconscious bias](#). The force understands the importance of addressing potential disproportionality in the retention and progression of BAME officers and staff. It offers mentoring and coaching that focus on promotion processes. This approach includes training in unconscious bias.

The force has a good record of retaining those officers and staff with [protected characteristics](#), and BAME officers and staff are not disproportionately subject to complaint or misconduct allegations. The force recognises that it could still do more to improve diversity within its senior ranks.

## Supporting workforce wellbeing

Nottinghamshire Police continues to develop its understanding of workforce wellbeing, but the workforce isn't fully aware of the force's plans. The DCC chairs a quarterly health and wellbeing board, which has active participation. The force has reintroduced local-area welfare meetings and staff and officer association welfare groups to improve the understanding of and approach to wellbeing.

Officers and staff viewed these meetings as a positive step but told us that more focus was required to identify organisational and individual problems earlier. It is clear that the force understands the importance of workforce wellbeing. Its wellbeing activities include:

- an annual staff seminar;
- mindfulness training;
- Connect 5, a mental health training programme targeted at public protection staff; and
- adoption of the [Blue Light Wellbeing Framework](#).

However, many officers and staff we spoke to agreed that wellbeing relies more on the actions of individual line managers. We found occasional examples of missed opportunities to support staff, due to supervisors not recognising welfare problems. The force launched its wellbeing strategy during our inspection. This will give momentum to force wellbeing, but it is too soon to see any noticeable benefits or influence across operational policies or processes. This is an area for improvement.

The force is improving its understanding of the threats to the wellbeing of its workforce. It undertakes some analysis of management information, such as workforce sickness and assault data, to identify and understand patterns and trends. Analysis of sickness data can give an indication of whether there are problems relating to wellbeing within a police force. It is encouraging that the force has a lower absence rate for police officers and staff than the England and Wales rate. Supervisors understand their role in maintaining contact with team members absent from work, whatever the reason.

In [our 2017 legitimacy report](#), we said the force should prioritise workforce wellbeing and make sure staff receive their entitled leave and time off. During fieldwork, all staff agreed that they didn't have difficulty with their direct supervisor authorising time off. Supervisors we spoke to explained that they found HR systems and processes hard to navigate. The force isn't able to supply data about the number of rest days owed to or taken by officers, but is working to improve this.

The force is taking some action to improve the wellbeing of its workforce. It plans to refresh the wellbeing section of the intranet to increase its visibility and accessibility. Effective preventative measures exist, and some supervisors recognise individual warning signs and intervene early to prevent problems from escalating. However, the force doesn't routinely evaluate supervisors' interventions for effectiveness. Nottinghamshire Police makes a higher number of referrals to [occupational health services](#) than the England and Wales rate. Officers and staff told us that the occupational health support provision is adequate, with swift and effective contact following referral.

## **Managing performance and development of officers and staff**

Nottinghamshire Police is partially effective in managing the performance and development of its workforce. As we found in 2017, performance development reviews (PDRs) are mandatory, but not seen as useful or effective by most staff unless they are seeking promotion. Many staff have one-to-one meetings with their line managers, but they are neither frequent nor regular. The workforce does not see performance management as a priority and there is limited oversight of PDR processes. Consequently, the force doesn't use PDRs to grade staff, identify talent, support career development or manage poor performance. Its expectations of what it wants from its leaders are rarely included as part of an individual's performance review. It has made little progress since our last report and this remains an area for improvement.

We found an inconsistent approach to identifying talent in the force, either externally or internally. Beyond formal national schemes, such as Fast Track, the force doesn't have a co-ordinated talent management programme to develop officers or police staff. The force supports the direct entry scheme, but there haven't been any suitable candidates in the last two years. It continues to explore this method of attracting talent to the organisation.

The workforce views the annual officer promotion processes as fair. Regular processes mean individuals can plan how they will collate their evidence and receive support to do so. The involvement of the Police Federation in promotion processes up to and including the rank of superintendent offers a high degree of openness, fairness and credibility with the workforce. This is a positive step. Overall, the workforce generally values the current arrangements for selecting leaders and perceives them to be fair.

# 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.

UNDER EMBARGO

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[www.justiceinspectorates.gov.uk/hmicfrs](http://www.justiceinspectorates.gov.uk/hmicfrs)