

# Royal Gibraltar Police

An inspection of leadership, crime management,  
demand and resources

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# 1. Introduction

## Our commission

- 1.1. HMIC independently assesses police forces in the public interest and examines policing activity from neighbourhood teams to serious crime and the fight against terrorism.
- 1.2. In preparing our reports, we ask the questions which citizens would ask, and publish the answers in accessible form, using our expertise to interpret the evidence.
- 1.3. HMIC is independent of government and the police. HM Inspectors of Constabulary are appointed by the Crown; they are not employees of the police service or government.

## Background

- 1.4. Gibraltar is a British Overseas Territory on the southern end of the Iberian Peninsula. It is home to over 30,000 people. Thousands more commute daily across the land border with Spain.
- 1.5. Gibraltar has one of the fastest growing economies in the world. Gibraltar's gross domestic product increased by 12.3 percent in 2014 and 10.3 percent in 2015. This growth has been driven by expansion of the online gaming and financial services industries as well as by significant investment in construction of new buildings.
- 1.6. Located at the entrance to the Mediterranean Sea, Gibraltar is a major tourism and leisure destination, which receives approximately 10.5 million visitors a year, many of whom arrive on cruise ships.
- 1.7. These factors create a unique policing challenge for the Royal Gibraltar Police (also referred to in this report as 'the force'), which is responsible for:
  - (a) the preservation of the peace;
  - (b) the maintenance of law and order;
  - (c) the prevention and detection of crime;
  - (d) the apprehension and guarding of offenders; and
  - (e) the protection of property.<sup>1</sup>

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<sup>1</sup> Section 29, Police Act 2006.

- 1.8. In order to enable the Royal Gibraltar Police to assemble the resources needed to discharge these responsibilities, the force has a budget of £15.127m (in 2015/16). This provides for 238 officers and 36 members of support staff.
- 1.9. The Royal Gibraltar Police is led by a commissioner of police and is overseen by the Gibraltar Police Authority (also referred to in this report as 'the Authority'). The Gibraltar Police Authority is an independent body that is responsible for ensuring that the force operates as efficiently and effectively as possible.<sup>2</sup>
- 1.10. The Police Act 2006 requires that the priorities for the force concerning crime prevention and investigation are contained in a policing plan published by the Authority.
- 1.11. The priorities in the policing plan for 2015/16 include:
- “security throughout Gibraltar;
  - tackling crime;
  - community at the centre of policing;
  - roads policing;
  - professional service delivery;
  - public protection; and
  - communication”.<sup>3</sup>
- 1.12. Each of these priorities has a separate plan which describes the actions the police need to take to meet the priorities.

## **Our terms of reference**

- 1.13. HMIC was invited by the Gibraltar Police Authority to inspect the Royal Gibraltar Police. Our terms of reference were to conduct:
1. a review of leadership and associated human resources working practices including the complaints procedure, provision for the wellbeing of staff and an ethical culture;

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<sup>2</sup> Section 5, Police Act 2006

<sup>3</sup> Gibraltar Policing Plan 2015.

2. a review of crime prevention and investigation performance, an audit of crime recording, and an assessment of victim care and support; and
  3. an assessment of demand, of resource capacity and capability, and how resource is matched to meet demand.
- 1.14. This inspection supports the policy of HM Government to assist the development of policing in British Overseas Territories and Crown Dependencies.<sup>4</sup>

## **Methodology**

- 1.15. We visited Gibraltar in June 2015 to familiarise the inspection team with the environment and receive a briefing on the structure and role of the force.
- 1.16. Following this we examined a series of documents supplied to us by the force and we reviewed information we found on the internet concerning Gibraltar and the force. This aspect of our inspection included a review of the results of a recent staff survey.
- 1.17. We returned to Gibraltar in October 2015, when we conducted interviews with various senior leaders and focus groups with junior personnel.
- 1.18. We examined the content of various case files, conducted an audit of crime reports and undertook other checks on the information provided to us such as attending meetings and engaging with police officers and members of public.
- 1.19. Because of the unique policing challenge faced by the Royal Gibraltar Police, a direct comparison with police forces in England and Wales is not appropriate. However, that is not to say that lessons cannot be learned from elsewhere. Consequently, at the various stages in this inspection where it was relevant and appropriate to do so, we evaluated the work of the Royal Gibraltar Police against the standards that are commonly applied to policing in England and Wales. We did so using the Home Office's 'crime counting rules' and 'authorised professional practice', which are provided by the College of Policing.<sup>5</sup>

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<sup>4</sup> The Overseas Territories and the Home Office, April 2012.

<sup>5</sup> See [www.gov.uk/government/publications/counting-rules-for-recorded-crime](http://www.gov.uk/government/publications/counting-rules-for-recorded-crime) and [www.app.college.police.uk](http://www.app.college.police.uk)

## 2. Leadership, vision, values and culture

### Introduction

- 2.1. We examined the quality of the Royal Gibraltar Police leadership and looked for a clear vision that was well understood and shared by the workforce. We examined the extent to which the conduct of personnel reflected the standards and values that leaders sought to imbue in them and that the public would expect. We also assessed how well the force promoted an ethical culture in how it treats its staff.
- 2.2. In order to help us form a view on these matters, we looked closely at: how senior officers led the organisation; how they communicated their expectations; how they cared for personnel; how they dealt with officers and staff whose conduct fell short of expectations; and how they ensured that working practices and procedures were fair.

### Findings

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

### Leadership

- 2.4. Through our observations and interviews, it quickly became clear to us that the commissioner adopted an open, transparent and constructive approach, and that he actively promoted such an approach by other leaders.
- 2.5. We found that senior officers were readily available to the workforce. They were visible in police buildings and mingled with personnel in communal areas such as canteens.
- 2.6. Senior officers demonstrated good levels of staff engagement across all levels of the force. Documents we read showed that they used events such as regular meetings, the staff survey, surgeries and workshops to involve as many of the workforce as possible in discussions concerning issues of significance, such as changes to the response team shift system (discussed at paragraph 4.23).
- 2.7. A benefit of their approach was that senior officers had good oversight of policing activity, ensuring that resources were aligned to tackling the policing plan priorities. Furthermore, our interviews and observations revealed that these priorities were strongly supported; officers we spoke with knew the

priorities as well as the locations where incidents of crime and anti-social behaviour were occurring regularly and the areas in which they were expected to patrol. We also found evidence of good efforts to trace and arrest people wanted for criminal offences.

- 2.8. Senior officers also promoted an 'open door' policy. We saw professional and formal, yet supportive and open, engagement between senior officers and other staff which confirmed that this was a reality, rather than a mere aspiration. This was further evidenced in the staff survey, where the majority of respondents felt confident that their ideas and suggestions would be listened to.
- 2.9. Staff we spoke with expressed the view that, when mistakes were made, the emphasis was on putting the matter right and learning from the experience rather than finding blame. We saw evidence of this in an incident report where initial enquiries had been insufficient. The officer was appropriately guided and the enquiries were properly completed. This approach enables supervisors to make decisions in appropriate circumstances without the fear of unwarranted criticism. We saw the results of this in many enthusiastic staff who felt trusted and empowered. This is evidence of an ethical culture within the force.
- 2.10. The force has invested in a leadership training programme for all ranks. Such a scheme is to be welcomed, particularly because, at the time of our inspection, there was a significant number of new officers and staff. This included new supervisors, who were generally inexperienced and needed to be trained.

## **Vision**

- 2.11. The commissioner's vision is to prevent crime and divert potential offenders in the longer term by educating and influencing young people through early intervention. When we spoke with officers and support staff we found that they had a clear sense of the future direction of the force. This was supported by the findings of the 2015 staff survey, where the majority of respondents were aware of the commissioner's vision, and by the documents we saw which had been circulated to staff. These described the role of the force and reinforced the vision of the commissioner. (The policing activity to achieve the vision is discussed at paragraph 3.4)
- 2.12. We found, through observation and reading documents, that as part of the vision, the force tended to operate as one team. Officers assisted each other when called upon, and were ready to undertake different roles when this was necessary; for example, in addition to their main role, some officers were trained to deal with firearms, public disorder, specialist search or forensic examination. Such an approach is necessary in Gibraltar. This is because the

Royal Gibraltar Police is a small force that, unlike most police forces in the United Kingdom, cannot rely on police forces in neighbouring areas for assistance.

### **Code of professional standards and values**

- 2.13. The commissioner has defined a code of professional standards for officers. These are laid out in a policy document, a summary of which was on posters we saw displayed prominently in offices.
- 2.14. The code of professional standards includes expectations of behaviour concerning:
- responsibility and accountability;
  - honesty and integrity;
  - lawful orders;
  - use of force;
  - authority, respect and courtesy;
  - equality;
  - confidentiality;
  - fitness for duty;
  - general conduct; and
  - challenging and reporting improper conduct.
- 2.15. This code is based, in part, on standards for forces in England and Wales. We found that officers knew and understood these standards and, by observation, that senior officers reinforced these standards in their own conduct.
- 2.16. We also saw posters and documents describing the values that the commissioner of police promotes. These are intended to underpin the code of professional standards and further highlight to officers how they should behave. These values were being introduced gradually in order to prompt awareness and debate among the workforce.
- 2.17. We found strong evidence that senior officers were committed to improving how the force operates concerning values and standards. The force was awarded an Investors in People bronze award in 2012 and senior officers were, at the time of our inspection, seeking the gold award (an application for which was to be submitted before the end of 2015). We examined documents to support this application and it included evidence of policies and procedures



that ensured the fairness of systems and the way that staff are treated, such as selection for posts and promotion.

- 2.18. As a consequence of the focus on values and standards, we found that personnel were treated fairly and equitably in terms of the skills development and career opportunities made available to them. In particular, female staff we interviewed and spoke with all considered this was the case and they saw the force to be a place to work where their skills and abilities were acknowledged and valued. This is further evidence of an ethical culture within the force.
- 2.19. The commissioner had, prior to our inspection, publically announced his ambition to appoint Gibraltar's first female police inspector before 2017.
- 2.20. We also found that diversity within the workforce had increased since our last inspection; the force has recruited a number of officers of Moroccan and UK descent.
- 2.21. While in Gibraltar we also sought the views of the public about the Royal Gibraltar Police. Those we spoke with reported a high level of confidence in the force in general. In particular, there was a high level of satisfaction in how the force interacts with the public.
- 2.22. Those we spoke with told us that the force is responsive to calls for assistance and regularly communicates with the public about crime and other problems. This appears to have generated a high degree of trust. It was clear to us that the public felt the force was committed to protecting and helping the community. (We explore the high public expectations of Royal Gibraltar Police, and the challenges this creates, in paragraph 4.12.)

### **Wellbeing of staff**

- 2.23. We learned that senior officers had, through the staff survey, asked the workforce about issues of concern to them. This has provided the leadership team members with a good understanding of such issues and has enabled them to respond. In addition to the response team shift pattern discussed earlier, the poor fabric of police buildings and insufficient refresher courses for officer safety training were highlighted as issues of concern; personnel reported that these matters had a detrimental impact on their wellbeing. We found that plans were in place to build a new police headquarters and to provide additional training.
- 2.24. We found that, in an effort to improve engagement and wellbeing, senior officers had implemented two new policies: the welfare policy that defines the role of the welfare officer; and the rewards policy that defines how commendations and other awards can be made. These new policies were considered to be positive improvements by officers and staff.

- 2.25. In addition, we found that the welfare of personnel was clearly a priority for the commissioner; he was in personal contact with sick and injured colleagues on a regular basis. This was another aspect of his leadership that was recognised and welcomed by the workforce.
- 2.26. The welfare of personnel absent through illness, and especially those injured on duty, was a topic of discussion at daily management meetings. Finally, a dedicated welfare officer manages the needs of staff such as regular contact, access to occupational health support and advice concerning return to work.

### **Complaints, misconduct and unprofessional behaviour**

- 2.27. We conducted a review of documents and found that complaints and other allegations were investigated appropriately and fairly. A Police Complaints Board (also referred to in this report as "the board") was established under the Gibraltar Police Authority in accordance with the provisions of the Police Act 2006. The procedures under which the board operates are set out in the Police Complaints Board Regulations 2008 (the Regulations). The board is independent of the force and oversees the investigation of complaints and allegations of misconduct against police officers. Under the board's supervision, complaints are investigated by the Royal Gibraltar Police professional standards department. It is our view that police officers are held to account in a proper manner.
- 2.28. We found that, during 2014, there were 28 recorded complaints which had been investigated formally, with a further two awaiting investigation once court cases had been heard. There were also four complaints of a minor nature. These were informally resolved at meetings held between the respective complainants, members of the board and representatives of the professional standards department. The number of complaints recorded compares favourably with police forces in England and Wales. During 2013/14 there was one complaint for every three officers in England and Wales but one for every seven officers of the Royal Gibraltar Police.<sup>6</sup>
- 2.29. Of the 28 recorded complaints, 15 were allegations of discreditable conduct, 10 were allegations of abuse of authority, and three were allegations of neglect of duty.
- 2.30. Of these 28 complaints, 20 had been found to have no substance. However, three complaints were substantiated and the officers concerned were disciplined. The remaining five complaints were (at the time of our inspection) still under investigation by the professional standards department.

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<sup>6</sup> The Independent Police Complaints Commission Annual Report 2014 and The National Statistics Police Complaints Report 2014.

- 2.31. Officers we spoke with were clear about the professional standards expected of them and of the behaviour they expected of each other. This is evidenced in the relatively low number of complaints compared to police forces in England and Wales.
- 2.32. Finally, across all of our fieldwork we did not encounter any suggestion of bullying or harassment. Instead, there was a general view that the force had an ethical culture and was a good place to work. This positive view is supported by the evidence mentioned above.

## 3. Crime prevention, investigation and victim care

### Introduction

- 3.1. For this aspect of our inspection, we examined how effectively the Royal Gibraltar Police managed crime.
- 3.2. The public expects the force to prevent crime and when it is not able to do so, to: record crimes accurately; investigate them diligently; bring offenders to justice; and, with other services and agencies, provide care for victims. Consequently we looked closely at the quality of the force's work in: crime prevention; crime recording; crime investigation; and victim care.

### Findings

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

### Crime prevention

- 3.4. The commissioner's vision is to prevent crime and divert potential offenders in the long term by educating and influencing young people through early intervention. We saw examples of regular police involvement with schools and youth clubs as well as the development of a 'Mini Olympiad', a sporting event for young people. These activities had the support of the members of public we spoke with, partly because they were seen to develop a respect for the rule of law among young people.
- 3.5. In addition, we found evidence that the force's priority of preventing crime was being carried out on the ground by officers. Activities such as 'Operation Gibwatch' have developed as a brand over time, which we saw in the media and displayed across Gibraltar. Examples we were shown included a programme of crime prevention projects in the summer and at Christmas. We

also learned of a drugs awareness campaign, during which 200 community meetings took place in 2014.<sup>7</sup>

- 3.6. We also found that the force used a broad range of effective tactics to prevent crime; for example, 'hotspot' patrols at times of high risk to deter criminality and reassure the public took place 1465 times over the last 12 months.<sup>8</sup> In addition, organised crime was prevented through a number of high-profile patrol operations involving both police resources and those from other organisations, for example HM Customs Gibraltar.
- 3.7. Officers we spoke with working in neighbourhood policing were aware of crime activity within their areas such as drug dealing. They had good knowledge of relevant intelligence and were assigned tasks to disrupt the activities of groups and individuals. An example of the tasks was the targeted use of stop and search powers.
- 3.8. We found that the force also conducted assessments of risks to communities following serious incidents, and made use of resources to provide public reassurance and prevent further occurrences. An example was seen on national television where officers were given the task of reassuring the public following a multiple murder and associated suicide.

### **Crime recording**

- 3.9. In 2014/15, there were 3,603 crimes recorded by Royal Gibraltar Police.<sup>9</sup>
- 3.10. Through our review of documents we found that the force sought to promote accurate and consistent crime recording and a victim-oriented approach.
- 3.11. Crime recording standards were defined in a crime counting rules policy document. This policy is based in part on standards for forces in England and Wales.
- 3.12. We also found that the counting rules policy was comprehensive and (at the time of our inspection) up-to-date. The policy linked its purpose with policing values. It was clear on the standards required for accuracy and timeliness of crime recording, and was detailed concerning disposals of crime and relevant links to annual crime statistics.
- 3.13. We conducted a crime audit that comprised an examination of a pre-determined number of crime reports chosen from a broad selection that we requested from the force.

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<sup>7</sup> The Royal Gibraltar Police Annual Report 2014/15.

<sup>8</sup> *ibid*

<sup>9</sup> *ibid*

- 3.14. We found that there was a paper-based system in use, supported by a database which only suitably authorised officers in the records department can update with a result or outcome of an investigation.
- 3.15. We did not find any pressure on officers to under-record crime in order to show a reduction.
- 3.16. We also found that, prior to being filed as 'no crime'<sup>10</sup> (in circumstances where it was appropriate to do so), previously recorded crimes were scrutinised by the records department sergeant, who reviewed each one.
- 3.17. We saw records of an audit of crime reports that is held every few months by the records department sergeant. This audit was not specific, such as a review of high-risk crime types, but was a general overview of outstanding crimes compared to incidents logged.
- 3.18. During our crime audit we found various administrative errors: some records had the wrong crime classification; the outcome of an investigation was not updated; certain crimes were filed as detected when they were marked undetected and *vice versa*. In addition, there were other shortcomings: some crime records were submitted later than the counting rules policy allowed; some records did not include important information concerning the needs of victims; and in certain other instances, the matter should not have been recorded as a crime.

### **Area for improvement 1**

**By July 2016, the commissioner should augment the existing arrangements for crime recording by establishing and beginning operation of a comprehensive system for auditing crime records. Audits should be conducted regularly and led by a senior officer.**

- 3.19. We also found that the force's usual practice was to record the end results of crime investigations in such a way that would maximise the detection rate. For example, where an offender committed affray, assaulting four people in the process, the force recorded five crimes (one for each assault and a further crime for affray). This meant that five crimes rather than one would be

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<sup>10</sup> Home Office counting rules provide for when it may become apparent that a crime never actually happened. For example, an item initially recorded as stolen was then found to have been mislaid. In these circumstances the police may show in the crime record that there was "no-crime". There are six criteria for a 'no crime' set out in the HOCR, with the key one being if "additional verifiable information is available which determines that no notifiable crime has been committed". If, for example, following an investigation of a reported rape the police are 'unclear' as to whether an offence has taken place, then the crime record should remain open, because being "unclear" does not constitute additional verifiable information which determines that the offence did not take place.

detected. Another example we saw involved seven people being arrested for serious assault and violent disorder against two victims. In this instance, 22 separate crimes were recorded and shown as detected.

- 3.20. Although this practice was allowed by the counting rules policy, it runs the risk of creating an inaccurate impression of the force's performance on crime detection (it is also not the usual practice of police forces in the England and Wales).

## **Area for improvement 2**

**By July 2016, the commissioner should align the counting rules policy more closely with Home Office standards, in particular those concerning the recording of detected crimes where multiple offences have taken place in single incidents.**

### **Crime investigation**

- 3.21. Of the 3603 recorded crimes in 2014/15, the force detected 57percent.<sup>11</sup> In particular, there were 1007 serious crimes recorded and 55 percent detected and 391 drug-related crimes reported with 81 percent detected. This detection rate (which exceeds that of any force in England and Wales) is, in part, a consequence of the problematic recording practices we describe in paragraph 3.19.
- 3.22. Despite these practices, we found through our audit that, in common with other police forces, some serious offences had far lower detection rates such as rape (29 percent), as did some of the most frequent crimes such as theft (21 percent), damage (19 percent) and burglary (24 percent).
- 3.23. We noted an acknowledgement among senior leaders of the high workloads carried by individual units and their timeliness. In management documents we found, for example: the crime investigation department had 34 live investigations, of which seven were urgent; the serious crime unit had 71 live investigations, of which 24 were urgent; the safeguarding unit had 17 live investigations, of which three were urgent; and the public protection unit had four live investigations, none of which were urgent.
- 3.24. We also found evidence of high workloads in more complex investigations. For example, the force was dealing with 14 high-tech crime cases, some of which had more than 100 computer exhibits awaiting forensic examination. There were 16 counter-terrorism investigations, 17 organised crime investigations, 20 investigations involving international Letters of Request,<sup>12</sup>

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<sup>11</sup> The Royal Gibraltar Police Annual Report 2014/15

<sup>12</sup> Mutual Legal Assistance (MLA) is a method of co-operation between States for obtaining assistance in the investigation or prosecution of criminal offences. MLA is generally used to obtain

and 284 financial disclosures that could lead to asset confiscation. In addition, the public protection unit was managing 17 registered sex offenders and monitoring a further 70 people of interest.

- 3.25. We conducted a case file review of a number of investigations of our choice. We reviewed the outcome of 36 crimes and we particularly examined the investigation surrounding a further seven serious crimes concerning assaults and sex offences.
- 3.26. The case file review revealed various examples of good police work and appropriate decision-making. These examples included two allegations of rapes that were investigated very thoroughly and professionally.
- 3.27. However, in spite of the good work we found there were examples of inadequate investigations. For example, we found one case where a complaint of harassment was not fully investigated and a counter-allegation of assault, which was admitted by the offender, had been closed as it was decided there was insufficient evidence to prosecute.
- 3.28. In some instances we found no investigation plan and insufficient supervisory checks. These are important as in some of the cases we reviewed, more could have been done to investigate the crime, care for the victim and secure a prosecution.
- 3.29. We consider that, without more effective supervision, the force will not be as effective as it needs to be to assure the quality of all investigations. This is a further area in which improvements should be made, in order to bring offenders to justice as promptly as possible and secure higher levels of victim care.

### **Area for improvement 3**

**By October 2016, the commissioner should ensure that robust arrangements for the supervisory oversight of investigations are introduced. These arrangements should include the creation of investigation plans, regular supervisory checks and constructive challenge to decisions by officers concerning investigations.**

#### **Victim care**

- 3.30. We found that the force has a strong and improving focus on the needs of victims. It is a feature of the policing plan and was evident in some of the policies and procedures we reviewed.

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material that cannot be obtained on a law enforcement (police-to-police) basis, particularly enquiries that require coercive means. Requests are made by a formal international Letter of Request.



- 3.31. We also found evidence that the force used a wide range of techniques to communicate with victims (as well as to obtain feedback from the public). These included Facebook, email, web forums, telephone and face-to-face contact through neighbourhood policing teams. We examined these techniques and found them to be up-to-date and used extensively. The force was (at the time our inspection) about to use a new method to gauge user satisfaction.
- 3.32. Also, the force has made a commitment to visit all victims. We learned that in 2014/15, neighbourhood teams made 802 such visits and a further 514 visits to vulnerable adults.<sup>13</sup> Officers we spoke with showed an understanding of the importance of victim care and their responsibilities in meeting victims' needs.
- 3.33. Victim contact was largely co-ordinated by one officer, who we found to be maintaining good oversight of victims and their needs, and arranging visits to them when required. This arrangement was generally effective but, when neighbourhood officers had to perform response team duties, visits to victims often had to be postponed.
- 3.34. Some of the members of the public with whom we spoke had been victims of crime. Most were satisfied with the service they received from the Royal Gibraltar Police.
- 3.35. However, we found that there was not any specific training for officers or support staff to identify vulnerable victims or a clear arrangement for the identification of vulnerable or repeat victims. In addition, during our case file review, we did not find evidence that the vulnerability of victims was considered consistently by officers. In particular, some of the cases of assault and sex offences we reviewed were related to domestic abuse. In these, identification of vulnerability, risk assessments and support was lacking.
- 3.36. It is our view that knowing who is a repeat and/or vulnerable victim is important as it influences the investigation and the type of victim support that the force and partner agencies need to give, and it can help to prevent future victimisation.
- 3.37. The Royal Gibraltar Police's approach to the identification of repeat and vulnerable victims is a further area in which improvements should be made:

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<sup>13</sup> The Royal Gibraltar Police Annual Report 2014/15.

#### **Area for improvement 4**

**By July 2016, the commissioner should define in policy and procedures how vulnerable and repeat victims will be identified, how risks to them will be assessed and how appropriate support will be provided. Operation of the policy and procedures should begin as soon as possible thereafter.**

#### **Partnership working**

- 3.38. In common with other police forces, the Royal Gibraltar Police acknowledges that it cannot work alone; other agencies have a part to play in the prevention and detection of crime. When the police and these agencies work together, their combined efforts lead to improved services.
- 3.39. We found that the force had joint working arrangements with some partner agencies and was seeking new agreements with others.
- 3.40. For example, there was a formal agreement in operation with the Youth Service to ensure the joint safeguarding unit dealt with all child and domestic abuse incidents. The force also had a formal agreement with the Care Agency (and Youth Service) to provide support to victims.
- 3.41. In addition, we saw evidence that 36 meetings of the Gibraltar Public Protection Panel had taken place to deal jointly with the 17 registered sex offenders and the 70 persons of interest. This has enabled good oversight by the responsible agencies and effective management of the risks presented by these individuals.
- 3.42. We found that new agreements were under discussion with the Financial Services Commission, the Borders & Coastguard Agency and the South East [of England] Counter Terrorism Unit.
- 3.43. Where partnership working was already happening, we found that there were good working relationships between the force and its partners, as evidenced above. However, we confirmed that information about victims and crimes was not always shared in a consistent manner. We learned of examples where vulnerable people and repeat victims, who were known to partners, only came to the attention of the police when a crime was reported. Sometimes, crimes were reported to the police long after the partner agency became aware that they had been committed.
- 3.44. We consider that this is another area for improvement. The force should seek to extend its partnership approach. More effective arrangements would help to identify people vulnerable to crime, or repeat victims, in order to minimise the likelihood of further crime. They may also improve reporting of hidden crime such as child sexual exploitation.

- 3.45. We recognise the challenges faced by the Royal Gibraltar Police in securing commitment from other agencies in Gibraltar where, unlike England and Wales, there is not any legislation to compel agencies to create a partnership to deal with crime and disorder.<sup>14</sup>
- 3.46. We suggest that the three bodies charged with the oversight of the force under the Police Act 2006 – HM Governor of Gibraltar, the Chief Minister, and the Gibraltar Police Authority – work together to secure the extension to Royal Gibraltar Police's partnership approach.

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<sup>14</sup> Partnership approaches to tackling crime are now strongly embedded in the way in which local areas in England and Wales approach community safety. The Crime and Disorder Act (1998) defines the core group of agencies involved in these partnerships as well as their functions and role at the local level.

## 4. Demand and resources

### Introduction

- 4.1. This chapter examines the extent to which the Royal Gibraltar Police understands the demands it faces. We considered the demands upon the force at the time of the inspection - and those it may face in the future. We then explored the manner in which the force assembles and deploys the resources it has been allocated in order to meet that demand.
- 4.2. This balance between demand and resources gives an indication of police efficiency.
- 4.3. In order to examine demand we looked at how the police respond to those incidents and investigations that are reported on a daily basis. In this report, we refer to this demand as 'daily demand'.
- 4.4. We also examined how well the force understands the types of crime and problems found within local communities. As some crimes and problems are less likely to be reported, the police should work with local communities to identify and understand this demand. Finally, we explored the force's understanding of how the demands it faces may change in the future. Such an understanding is necessary in order for the force to plan ahead, shaping its workforce and budget accordingly.
- 4.5. In order to explain what we found, we have focussed on the three types of demand described above:
  - daily demand;
  - types of crimes and problems; and
  - future demand.

### Findings

- 4.6. We found that the Royal Gibraltar Police was committed to meeting all demands, which led to high levels of public confidence and satisfaction but placed major pressures on the workforce.
- 4.7. The force was not well placed to understand the demands it faced due to the limitations created by paper-based systems and computer databases that were not integrated. Also, while the Gibraltar economy continues to grow – which brings a commensurate increase in demands on the police – constraints in the police funding arrangements became apparent. In this part of the inspection we identified various areas in which there is scope for the

force (and in one instance the Authority and the Government of Gibraltar) to make improvements. These areas were the:

- assessment and prioritisation of daily demand;
- prediction of future demand: and
- police funding arrangements.

### **Daily demand**

- 4.8. We reviewed police documents, interviewed officers and support staff and spoke to members of the public to gain an understanding of daily demand.
- 4.9. Police documents showed that some of the daily demand for policing involved calls for assistance from the public, dealing with crime and attending road traffic collisions. Examples of daily demand and the total volume of each type for the 12 months of 2014/15 are listed below.

<b>Type of Demand</b>	<b>Volume per year</b>
Enquiry calls from the public	8392
Recording and dealing with crime	3603
Arrests	2676
Persons searched	1639
Attending non-crime incidents	1064
Emergency calls for assistance	606
Road Traffic Collision	572

- 4.10. We learned that, in addition, the force deals with a wide variety of other daily functions such as public and military events (for example Freedom of the City, National Day, Ceremony of the Keys), court duty, school crossing patrols, frontier queues, music festivals, football matches and the arrival of cruise liners.
- 4.11. We used information we gathered in the course of the inspection to help us to analyse the demands faced by the force. Because of the limitations in the information systems we described earlier (paragraph 4.7) our analysis is incomplete. Nonetheless, it provides a useful starting point for the comprehensive assessment of future demand. As a result, we have included our analysis at: Annex A – an assessment of demand.

- 4.12. When we spoke with the public we found that the force had a strong connection with the local community, and that the community had very high expectations of the police. There was a strong sense among the public that the police should do everything asked of them, but equally there was an understanding by some that this is sometimes difficult to achieve.
- 4.13. The members of the public we spoke to, who included victims and others who were involved in incidents attended by police officers, were mainly positive about how well the force responded to their needs.
- 4.14. During our inspection we found that the use of police resources to respond to daily demand was not prioritised according to an assessment of the threat and risk of harm to individuals. This meant that the police attended nearly every call, and that calls were attended mainly in the order they were received rather than prioritised according to the threat of risk of harm. Furthermore, we found that, while much of this daily demand related to policing matters, a significant proportion did not.
- 4.15. This was difficult to quantify as the force's systems did not hold sufficient details to make a thorough analysis possible. However, officers we spoke with gave us examples of some of the non-crime calls that they had been required to attend. These included: dissatisfaction in the way a spill on a communal floor of a block of apartments had been mopped; response to personal panic alarms reporting leaking pipes; lost keys; and late meals. In addition, we were told there were many calls about parking and tobacco smuggling that were suitable for others to deal with, such as traffic enforcement officers and customs officers. This was confirmed by observation and audit work by the inspection team in the force control room.
- 4.16. We found that this daily demand is stretching the capacity of the force, particularly the response teams, to the point where officer welfare is adversely affected through sickness and stress. To support this, we found that the rate of uncertified sickness among response police officers in Gibraltar was approximately double the rate for support staff.
- 4.17. Work had been done by senior officers to identify some police responsibilities that could be dealt with by other agencies, such as enforcement work concerning unlawful feeding of the Barbary macaques and illegal fishing. In addition, we found that risk assessments were being used to reduce the policing commitment to some public events, beach patrols and minor traffic collisions.
- 4.18. This work was welcomed by personnel, who saw it as a positive start to a much-needed process of prioritising the demands to which the force would respond.

- 4.19. However, by prioritising demand on a more formal basis, being clear with the public and with officers about the types of calls that must be dealt with first (and those calls that would better be dealt with by other public bodies) demand can be better managed and even reduced.
- 4.20. We understand that officers and staff will want to provide the best service possible, and that responding to the public when they call for assistance is an important priority for the commissioner and for the Authority. However it is our view that the Royal Gibraltar Police's approach, that is, trying to meet all daily demands without prioritisation, is a further area in which improvements should be made.

### **Area for improvement 5**

**By October 2016, the commissioner should agree with the Authority a policy and procedure to prioritise – and in so doing match – resources to demand, particularly for response teams.**

- 4.21. When we assessed the number of officers available to respond to daily demand, we found that there were 110 officers available. This included 60 officers working on response teams that operate on shifts covering the 24-hour period, 20 neighbourhood officers that work in specific geographical areas of Gibraltar and 30 officers providing specialist support for example in marine, firearms and traffic duties
- 4.22. However, we did not find that the number available to be deployed to deal with daily demand was based on an assessment of the likely volume and types of incidents during a particular period of time. This meant that the response team shift system provided the same number of officers across the 24-hour period irrespective of demand. There was also an impact on neighbourhood policing as officers from neighbourhood teams were often used to fill gaps in response teams owing to leave, training and sickness.
- 4.23. In addition, when speaking with response team officers we were told how unpopular the shift system was. We examined the shift pattern and found that it allowed for few weekends off, less than eight hours rest from the end of one shift to the start of another shift and long periods of night duty. With cancelled rest days, unexpected shift changes and overtime some officers told us that their shifts often became 16 hours long, and that they worked up to nine shifts before a day off.
- 4.24. We learned that senior officers were already aware of these issues and that in 2014, they commissioned an external review of the response team shift system. This was done by a company of human resources experts who proposed a number of shift patterns. However, the company concluded that there were insufficient officers on response teams to cope with the high level

of demand.<sup>15</sup> If no prioritisation or reduction of demand is made then we tend to agree with this conclusion.

- 4.25. We also examined other internal human resource reviews and proposals to the Authority for additional resources. However, we understand that these proposals were not supported by the government and the number of police officers has not been increased.
- 4.26. As a consequence of our findings in relation to daily demand and the response shift pattern, we consider this to be an area for improvement.

### **Area for improvement 6**

**By October 2016, the commissioner should establish an effective way to assess how busy the force is likely to be, by using a range of tools to understand daily calls for service and patterns in their demand. This should include: analysing calls for service and recorded crime figures; identifying peak or seasonal demand; and understanding factors affecting demand such as major events. Once this information is available, judgments should be made about the optimum shift patterns and the numbers of officers required for the shift patterns.**

### **Types of crimes and problems**

- 4.27. While recorded crime levels have remained relatively stable in Gibraltar, we found that the complexity involved in tackling crime had increased. This was because of factors such as the internet and mobile communications, which are exploited by criminals. Also, those crime reports and case files we reviewed revealed new and more complex – yet often less visible – problems. These included: cyber-crime; fraud and financial crime; management of high-risk sex offenders; and calls requiring protracted enquiries such as children missing from care.
- 4.28. We found that the force recognised that its understanding of the demand from less visible or more complex crime was less developed. We understand that this demand is harder to analyse as it may be less likely to be reported to the force for a variety of reasons, for example because of the nature of the offending or the victims involved, or because victims can report the incident to a different organisation.
- 4.29. However, neighbourhood officers were aware of the difficulties in understanding this demand and we found that they were working closely with communities to develop relationships so less visible and more complex crimes, such as sexual abuse, are more likely to be reported. In addition,

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<sup>15</sup> Working-time-solutions Report 2014.



crime prevention schemes we were shown involving school and community groups were raising awareness of certain types of issues and crimes, for example how children can protect themselves from exploitation through cyber-crime.

- 4.30. With regard to the capacity (numbers of officers and staff) and capability (their skills and equipment) needed to deal with crime and problems, we examined a number of documents. These included strategic threat and risk assessments that went some way to describing police activity in response to types of crimes and problems, but all the documents we examined stopped short of assessing the capacity and capability needed by the force to match those demands. This is important as without an understanding of what resources and skills are needed to deal with crime and problems it is difficult to ensure that all crimes and problems are being dealt with effectively and efficiently.
- 4.31. We found that, from its existing resources, the force was able to develop new capabilities such as public protection, high-tech crime investigation and financial investigation. These capabilities were helping the force to better understand and respond to these less visible and more complex crimes.
- 4.32. However, from our document review we found that there was limited capacity and backlogs of work in these units. Consequently, insufficient training and insufficient numbers of staff were the main concerns of those we spoke with. This was reflected across other functions of policing such as response team and neighbourhood officers. The lack of training opportunities also featured highly on the 2015 staff survey.
- 4.33. While training for staff was seen as a priority by senior officers, the force had only £100,000 allocated to its training budget.
- 4.34. While training opportunities are available, the most specialised courses can only be found outside Gibraltar, which creates additional travel costs and time for those attending. Therefore it is our view that the training budget may not be sufficient to fund the training needs of the force.

### **Future demand**

- 4.35. Understanding likely future demand is important because this should help to determine what capacity and capability the force needs to have in the future. The gap between current and likely future demand should inform planning regarding money, recruitment, skills, information and communication technology, and organisational structures. These capabilities can take time to build, therefore the force needs to plan well in advance on the basis of the demand they are likely to face in the future.
- 4.36. We recognise that understanding future demand is not straightforward. Data and threat assessments cannot predict the future with certainty. Assumptions

need constant refreshing if they are not to mislead. The unexpected will often happen, and the pressure of responding to current problems can dominate.

- 4.37. We found that, within the strategic threat and risk assessment, there were indications of likely trends in serious and organised crime and references to emerging crime types, such as cyber-crime and child sexual exploitation, as well as likely demographic changes. This provided useful insight into future demands but it did not amount to a comprehensive understanding. As a consequence, we did not see a plan to respond to future demand in terms of money, recruitment and structures, apart from a proposal for a new police headquarters.
- 4.38. Similarly, future training plans that we examined were based on filling skill gaps brought about by retirements over a five-year period, rather than on what capabilities and capacity the force will need in the future.
- 4.39. We also found that the force used 14 separate databases, none of which were linked to each other. Functions such as crime recording and custody were paper based. It was difficult to collect information from these systems to help assess demand.
- 4.40. There was good evidence that the force was seeking to overcome this, through investment in some of the infrastructure that will be required for the future. We examined plans for a new computer database (Cyclops) that manages calls, crime, cases, intelligence and incidents.
- 4.41. Cyclops is a system that spans the criminal justice network and so the project requires government support.
- 4.42. It is our view that without a comprehensive understanding of likely future demand the force cannot be certain it is able to build the capacity and capability needed. We consider that this is a further area for improvement in the Royal Gibraltar Police.

#### **Area for improvement 7**

**By October 2016, the commissioner should compile a comprehensive prediction of future demand. This should be used to define the capacity and capability the force will need, which will enable the creation of plans for funding, skills, structure, estates, information and communication technology and other equipment.**

## Resources

- 4.43. The 2015/16 budget for the force is £15.127m, an increase of £0.634m on the budget for 2014/15; nearly £11m is taken up in police salaries, with another £1.3m allocated for police overtime, the equivalent of 30 full-time officers' salaries.
- 4.44. The Authority determines, in consultation with the commissioner of police, the number and rank structure of the personnel employed by the force then the Authority submits to the Minister for public finance an annual budget bid for the force.<sup>16</sup>
- 4.45. The Royal Gibraltar Police has 238 officers and 36 members of support staff, a decrease of five staff from 2014. The number of officers has remained relatively stable since 1946 when there were 232 officers; however, policing demands have changed significantly since then.
- 4.46. While the numbers of staff have changed little, the budget for the force has increased year on year. However, we found a number of constraints on how the budget can be used and on how resources can be increased to match demand.
- 4.47. The commissioner of police is given a budget for all aspects of policing but we found that it is not a fully devolved budget. There is no flexibility in how the force can use the funds to improve its service to the public or move money from one police function to another to better manage demand.
- 4.48. We found through our document review that the force relied on a significant overtime budget to manage peaks of demand and fill gaps when officers were on leave, sick or training. However, we believe this could be reduced if the force was better able to match resource to demand, or it could be converted into police officer posts if demand outstrips available resources.
- 4.49. Also, we found that there were limited opportunities for the force to generate income from policing activity to better manage demand. For example, where commercial enterprises required policing support such as escorting cranes, management of queues at music festivals or crowd control at football matches, any income generated from policing was paid to the government. In addition, because legislation concerning the proceeds of crime was not (at the time of our inspection) enacted, the force was unable to benefit from its work in seizing criminal assets.
- 4.50. We saw evidence that senior officers and the senior finance manager had effective ways to review and control overall expenditure. These often involved

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<sup>16</sup> Section 5, Police Act 2003.

regular senior-level discussions between the finance department and other departments involved in human resources, corporate development and operational matters. Control of overtime spend was devolved to senior officers so that the risk of overspend was minimised and that it was used only for appropriate reasons.

- 4.51. We consider that, in an environment where the economy is growing rapidly and where it can reasonably be expected that demand for policing will also grow, the Royal Gibraltar Police needs guidance that sets out the funding formula, including the associated criteria, thresholds and conditions that need to be met for the resources it needs.

### **Area for improvement 8**

**By July 2016, the Minister for Finance should set out the funding formula, including the associated criteria, thresholds and conditions that need to be met for resources required to police Gibraltar.**

## 5. Conclusion

### Leadership, vision, values and culture

- 5.1. This inspection revealed strengths in the Royal Gibraltar Police, in particular the clarity of vision from the commissioner and the conduct of senior officers; it was clear they had won the support and respect of their personnel by investing time in building relationships and involving people in decision-making.
- 5.2. The quality of leadership was also evident in other ways: the 'one team' culture; professional behaviours with a strong set of values; a keen focus on welfare and a robust complaints process; and the manner in which the force, at all levels, clearly set out to meet the high expectations of the public.
- 5.3. We conclude that, in general, Royal Gibraltar Police is well led and this leads to a good standard of policing for the public.

### Crime management

- 5.4. The good awareness among officers of crime activity and intelligence relevant to their areas, and their application of effective tactics to prevent crime, revealed further strengths in the force.
- 5.5. These strengths were reinforced by the evidence of reassurance activity and early intervention work with young people in particular, which also attracted the support of the public, as did Operation Gibwatch.
- 5.6. Overall, the evidence in this part of our inspection revealed a force that is working with the public in an effective way to prevent crime. The various examples of good practice to prevent and investigate crime were all reassuring.
- 5.7. However, this reassuring evidence was offset by our findings in five respects: the limited evidence of crime auditing (which had allowed errors to go unnoticed); the recording practice for detected crime (which may lead to a false impression of detection rates); the insufficient levels of supervision of crime investigations; the force's approach to the identification of vulnerable and repeat victims; and the extent of partnership working.
- 5.8. The evidence in this part of our inspection led us to conclude that, although the Royal Gibraltar Police clearly takes crime seriously, there is scope for the force to improve its effectiveness on crime auditing, crime recording, supervision of investigations, the identification of vulnerable and repeat victims and the extent of partnership working. Consequently, we highlight a

number of areas for improvement which are intended to assist the force to become more effective in these areas.

- 5.9. We also conclude that there is further scope to improve effectiveness by building upon the already strong partnership working. For this, the force needs the help of the Gibraltar Police Authority, the Chief Minister and HM Governor where appropriate.

## **Demand and resources**

- 5.10. We found that the Royal Gibraltar Police was committed to meeting all public expectations, which led to high levels of public confidence and satisfaction but placed major pressures on the workforce.
- 5.11. There was a strong sense among the public that the police should do everything asked of them, but equally there was an understanding by some that this is sometimes difficult to achieve.
- 5.12. During our inspection we found that the use of police resources to respond to daily demand was not prioritised according to an assessment of the threat and risk of harm to individuals and that this daily demand is stretching the capacity and capability of the force, particularly the response teams, to the point where officer wellbeing is adversely affected through sickness and stress. This is an area in which improvements should be made.
- 5.13. We found that the complexity involved in tackling crime had increased and there was limited capacity and capability as well as backlogs of work in some units. Consequently, officers and support staff were concerned about insufficient training and insufficient numbers of staff.
- 5.14. While training for staff was seen as a priority by senior officers, the force had only £100,000 allocated to its training budget. Therefore, it is our view that the training budget may not be sufficient to fund the training needs of the force.
- 5.15. Understanding likely future demand is important because this should help to determine what capacity and capability the force needs to have in the future.
- 5.16. We conclude that, while the force could provide useful insight into future demands, it did not amount to a comprehensive understanding. As a consequence we did not see a plan to respond to future demand in terms of money, recruitment and structures, apart from a proposal for a new police headquarters.

## Annex A – an assessment of demand (12-month period – 2014/15)

Demand/Activity/Risk	Capacity & capability	Comment
Counter terrorism	On-going protective security reviews, counter-terrorist patrols, 16 operations &/or investigations, crisis-handling exercise (August), counter-terrorism exercise (November), and a review of policies, procedures and training for joint working. <sup>17</sup>	Gibraltar is at alert state 'substantial', however the significant effort invested by the force to meet the demands of this threat level has not been assessed in terms of time. The capacity and capability needed to manage future demands has also yet to be assessed.
Organised crime	Ranges from drug and tobacco smuggling to financial and cyber-crime. Currently 284 financial disclosures, 71 live investigations and 20 International Letters of Request, are being dealt with, as well as preventive and intelligence-led patrols.	A strategic threat and risk assessment sets out the threats in broad terms but the capacity and capability needed to manage future demands has yet to be assessed.
Public & Child Protection	The safeguarding unit deals with all child and domestic abuse. Formal agreements with Care Agency and Youth Services ensure joint working.	As above, assessments of capacity and capability to manage future demands have yet to be made.
Management of sex offenders	Currently, 17 registered sex offenders are being managed and over 70	So far, 36 meetings of the Gibraltar public protection panel have

<sup>17</sup> Royal Gibraltar Police meeting note.

	persons of interest are being monitored.	taken place. As above, assessments of capacity and capability to manage future demands have yet to be made.
Crime recorded by the force (2014/15)	<p>3902 (3603 confirmed)<sup>18</sup></p> <p>The force record over 150 different offence/crime types, the most serious include child abduction (1 reported – nil detected), child cruelty (2 reported – 1 detected), Class A drug offences (49 reported – 42 detected), importing firearms (6 reported – 6 detected) wounding (33 reported – 52 percent detected), rape (7 reported – 29 percent detected) child sex crimes (9 reported – 40 percent detected)</p> <p>The most frequent include theft (398 reported – 21 percent detected), criminal damage (302 reported – 19 percent detected), possession of class B drugs (271 reported – 82 percent detected), common assault (165 reported – 52 percent detected) being drunk and disorderly (134 reported – 93 percent</p>	<p>Attending crimes, conducting initial and ongoing enquiries or pursuing complex and lengthy investigations, leading to trial takes considerable time, however we did not find an accurate means of recording this.</p> <p>Proactive policing and preventive patrols working on intelligence targeted hotspots of crime activity on 1406 occasions, and neighbourhood policing teams visited 802 victims of crime and visited 514 vulnerable adults. In addition 200 drug awareness campaign meetings and presentations took place (2014/15).</p> <p>We did find that the crime investigation department had 34 live investigations of which 7 were now urgent, the serious crime unit had 71 live investigations of which 24 were now</p>

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<sup>18</sup> Royal Gibraltar Police Annual Report 2014/15.



	<p>detected) and burglary (104 reported – 24 percent detected).</p> <p>16 offences types concern tobacco alone, the most prevalent is possession of commercial quantities (122 reported – 62 percent detected)<sup>19</sup>. However, the force searched 979 people, seized 75 vehicles and 188 boxes of cigarettes.</p>	<p>urgent, the child protection unit had 17 live investigations of which 3 were now urgent, and the public protection unit had 4 live investigations but none needed immediate work.</p>
Crime shown as detected by the force	57 percent <sup>20</sup>	We conducted a crime audit and case file review. The findings are discussed in Chapter 2
Enquiry calls recorded by the force (2014/15)	8392 <sup>21</sup> In 12 months, the force dealt with 1064 incidents that did not amount to a crime and executed 2540 warrants. <sup>22</sup>	The types of calls received is discussed in Chapter 3
Emergency calls attended by the force (2014/15)	606 <sup>23</sup>	<p>Prioritisation of calls is discussed in Chapter 3</p> <p>The police response teams operate 24 hours a day on a shift system.</p> <p>Work was done with Working-time-solutions</p>

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<sup>19</sup> *ibid*

<sup>20</sup> *ibid*

<sup>21</sup> *ibid*

<sup>22</sup> *ibid*

<sup>23</sup> *ibid*

		Ltd to assess demand and the number of officers needed to meet that demand. It relied on call/task data by hour, day and week. The conclusion was that for the preferred shift system, there were insufficient resources to meet demand.
Road traffic collisions (2014/15)	572 <sup>24</sup>	There has been an overall decrease in road traffic collisions year on year by 28 percent. As above, assessments of capacity and capability to manage future demands have yet to be made.
Operation Roadwatch activity	50 offences reported in one week and 125 parking tickets <sup>25</sup> . Year on year the force has seen increases reported for drink-driving (38 percent), speeding (180 percent), using a phone (40 percent) and no seat belt (31 percent). <sup>26</sup>	Operation Roadwatch is a roads policing scheme to prevent injury and to enforce the law. Officers are deployed on the basis of intelligence and statistics; however, it has been difficult for us to determine the amount of time spent on this work.
Searches carried under Section 5 (2014/15)	Total number of stops – 944, total number of persons searched - 1639, total of arrests -	These range from tobacco smuggling to theft, drugs and offensive weapons

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<sup>24</sup> *ibid*

<sup>25</sup> Royal Gibraltar Police meeting note.

<sup>26</sup> Royal Gibraltar Police Annual Report 2014/15.

	275	
Persons arrested (2014/15)	2676 <sup>27</sup>	The processing of detained persons to the point of release and the resultant paperwork has not been assessed. As above, assessments of capacity and capability to manage future demands have yet to be made.
Persons charged	1482 <sup>28</sup>	As above
Persons released	450 <sup>29</sup>	As above
Persons cautioned	278 <sup>30</sup>	As above
Drugs work (2014/15)	361 serious drug offences reported or discovered by police, with 83 percent detected <sup>31</sup> .	Offences mainly committed by local British men aged 18-25 in possession of cannabis resin mainly on Fridays and Saturdays. Use and price of drugs has remained stable for the last five years. <sup>32</sup>
Public events and daily tasks.	Freedom of the City, National Day, Ceremony of the Keys, Court duty, School Crossing Patrols, Frontier queues, Mini Olympiad, music	Ceremonial duty takes up a proportion of police time, however, the force has negotiated and reduced the number of officers required for

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<sup>27</sup> *ibid*

<sup>28</sup> *ibid*

<sup>29</sup> *ibid*

<sup>30</sup> *ibid*

<sup>31</sup> *ibid*

<sup>32</sup> Strategic Threat & Risk Assessment, 2015.

	festivals, UEFA matches and arrivals of cruise liners <sup>33</sup>	certain duties. Policing commercial events is increasing and the force is seeking cost recovery.
Initial Training demand	20 weeks for each entrant <sup>34</sup>	
Succession planning and current training	The force has assessed that the training required to replace the capability lost and to maintain current training needs would involve over one hundred different courses, sixty of which would be in the UK. The estimated cost is £537,866.	Three superintendents, three chief inspectors, six inspectors, 9 sergeants and 35 constables are eligible to retire in the next five years. <sup>35</sup> Annual training bids are assessed by the training prioritisation board made up of senior officers. In the recent staff survey, only 44 percent of the workforce was satisfied with their current level of training and development. <sup>36</sup>

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<sup>33</sup> *ibid*

<sup>34</sup> Royal Gibraltar Police Training Programme 2016

<sup>35</sup> Royal Gibraltar Police Training Needs Analysis 2014

<sup>36</sup> Royal Gibraltar Police Staff Survey 2015