



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Cambridgeshire Constabulary



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Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the effectiveness of police forces across England and Wales.

What is police effectiveness and why is it important?

An effective police force is one which keeps people safe and reduces crime. These are the most important responsibilities for a police force, and the principal measures by which the public judge the performance of their force and policing as a whole.

To reach a judgment on the extent of each force's effectiveness, our inspection answered the following overall question:

- How effective is the force at keeping people safe and reducing crime?

To answer this question HMIC explores five 'core' questions, which reflect those areas of policing that we consider to be of particular interest and concern to the public:¹

1. How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?
2. How effective is the force at investigating crime and reducing re-offending?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime?
5. How effective are the force's specialist capabilities?

HMIC's effectiveness inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Cambridgeshire Constabulary.

Reports on the force's efficiency, legitimacy and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/cambridgeshire/).

¹ HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

Cambridgeshire Constabulary

247

England and Wales

240



Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2016

Cambridgeshire Constabulary

59

England and Wales

68

Change in recorded crime 12 months to 30 June 2015 against 12 months to 30 June 2016

Cambridgeshire Constabulary

+6.4%

England and Wales

+7.8%

Change in recorded crime for the 5 years to the 12 months to 30 June 2016

Cambridgeshire Constabulary

-9.1%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Cambridgeshire Constabulary

11.5%

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

Cambridgeshire Constabulary

8.0%

England and Wales

10.6%

Investigation completed but no suspect identified

Cambridgeshire Constabulary

51.0%

England and Wales

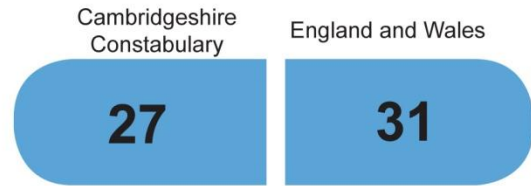
47.4%

*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2016.

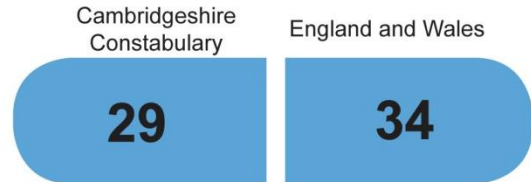


Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2016

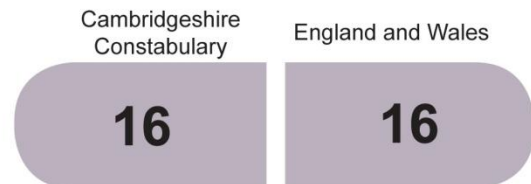


Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015



Domestic abuse

Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016



Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2016

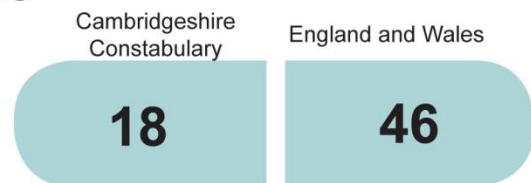


Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015



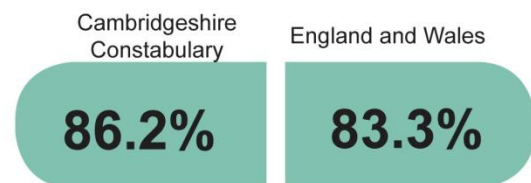
Organised crime groups

Organised crime groups per million population as at 1 July 2016



Victim satisfaction rate

Victim satisfaction with the overall service provided by the police 12 months to 30 June 2016



For further information about the data in this graphic please see annex A

Overview – How effective is the force at keeping people safe and reducing crime?

Overall judgment²



Cambridgeshire Constabulary has been assessed as good in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment is an improvement on last year, when we judged the force to require improvement. The force has an effective approach to preventing and tackling anti-social behaviour and serious and organised crime. It has improved the service it provides to vulnerable victims. However, improvements are required in how it investigates crime.

Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?



How effective is the force at investigating crime and reducing re-offending?



How effective is the force at protecting those who are vulnerable from harm, and supporting victims?



How effective is the force at tackling serious and organised crime?



How effective are the force's specialist capabilities?

Ungraded

Cambridgeshire Constabulary is good at preventing crime, tackling anti-social behaviour and keeping people safe. It has a good understanding of its communities and the threats they face. The force's crime prevention activity is good, although community police officers are sometimes taken away from their core role to support response teams, which limits their ability to prevent crime and tackle anti-social behaviour.

² HMIC judgments are outstanding, good, requires improvement and inadequate.

The force works closely with partner organisations to reduce the threat from all types of crime. However, the force recognises that it could improve its analytical capacity and make better use of partnership data. It does not evaluate or assess all problem-solving operations to identify good practice and share this across the force area, but it has created a new team to focus on this work.

Cambridgeshire Constabulary's effectiveness at investigating crime and reducing re-offending requires improvement. Although the force assesses incidents consistently, there are not always enough officers and staff available to respond to demand and the force is reviewing its resource allocation approach. The force needs to improve the quality of initial investigation and ensure that there is effective supervision. Although investigations are allocated to appropriately skilled investigators, they are not always carried out thoroughly, and often lack consistency, planning and supervision. However, those attending crime scenes generally exploit the forensic opportunities well.

The force needs to provide victims with a more consistent service and timely updates, as well as the opportunity to complete a victim personal statement.

The force does not manage 'outstanding' suspects successfully; it should use a broader range of options to do so. However, it participates in a well-structured integrated offender management scheme which has had success in reducing re-offending and diverting people from involvement in organised crime. Its handling of dangerous and sexual offenders is adequate, but more active enforcement would enhance its approach. Local police teams would benefit from greater awareness of the registered sex offenders in their communities.

Cambridgeshire Constabulary is good at protecting those who are vulnerable from harm and supporting victims. It has a good understanding of vulnerable people in its area, and control room staff undertake effective risk assessment. Frontline staff are knowledgeable about domestic abuse and child sexual exploitation, and follow a clear procedure. The force discusses referrals promptly with partner agencies and contributes effectively to multi-agency safeguarding.

Support for victims of domestic abuse is generally good, although investigations into stalking and harassment are less effective. However, the force needs to understand the reasons why there are problems with evidential difficulties preventing further action in many cases where domestic abuse victims support police action.

Cambridgeshire Constabulary is good at tackling serious and organised crime, working well with local and national partner organisations and other forces in the region to disrupt organised crime groups.

The force is doing some good work with schools to identify vulnerable young people who may be at risk of being drawn into serious and organised crime. It shares

success stories to reassure the public that it is tackling serious and organised crime effectively.

Cambridgeshire Constabulary's specialist capabilities are effective. The force has good plans for ensuring that it can fulfil its national policing responsibilities. It regularly tests its public order, firearms and civil emergencies response across the region and with partner organisations. The force is well prepared to respond to a firearms attack and is increasing its firearms capacity and capability to provide resilience and to support the national response.

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

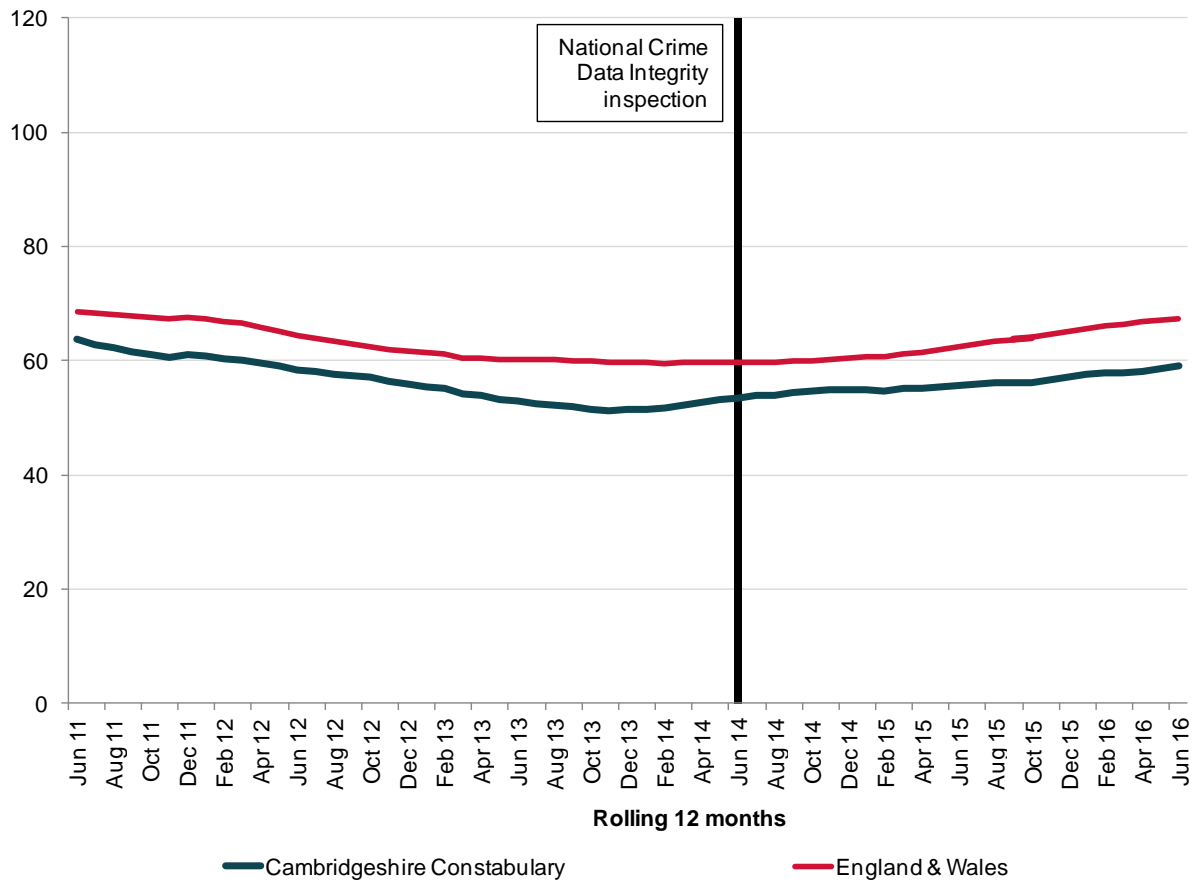
How much crime and anti-social behaviour is there in Cambridgeshire?

Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (crimes involving a direct victim such as an individual, a group, or an organisation) and other crimes against society (e.g. possession of drugs). In the 12 months to 30 June 2016, the majority of forces (39 out of 43 forces) showed an annual increase in total police-recorded crime (excluding fraud). This increase in police-recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's 2014 inspection of crime data in all forces across England and Wales.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 9.1 percent in Cambridgeshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 6.3 percent in Cambridgeshire, compared with a decrease of 0.5 percent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in Cambridgeshire, for the five year period to 30 June 2016



Source: Home Office data

For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Cambridgeshire increased by 6.4 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Cambridgeshire compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

Figure 2: Police-recorded crime rates (per 1,000 population) in Cambridgeshire, for the 12 months to 30 June 2016

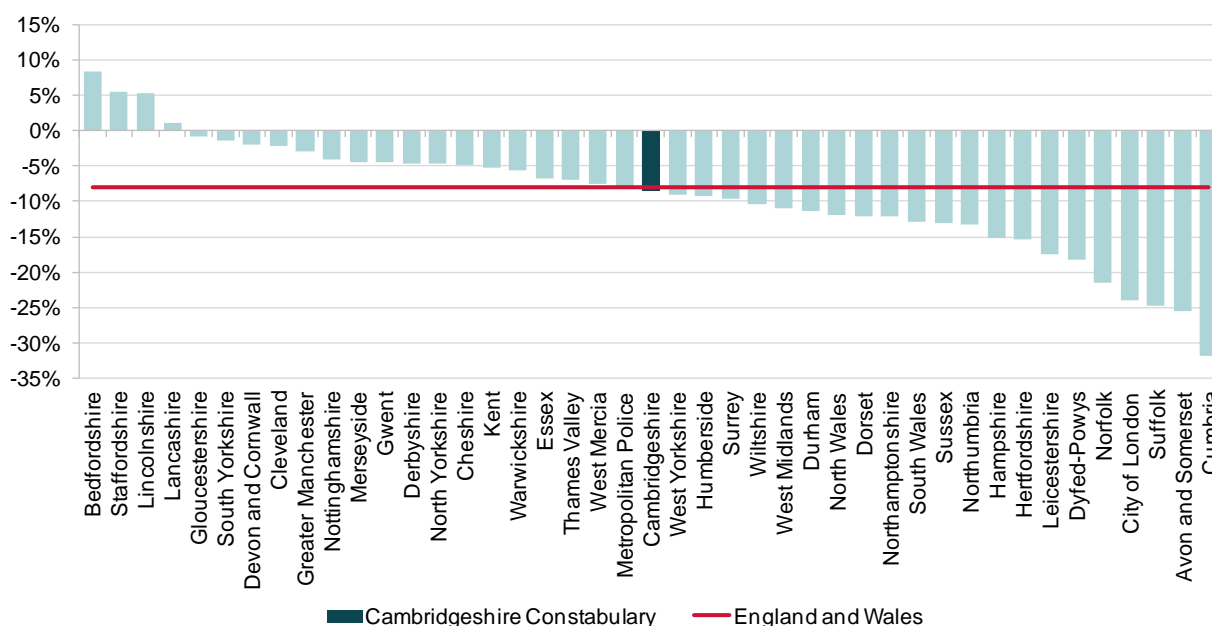
Rates per 1,000 population	Cambridgeshire Constabulary	England and Wales
Recorded crime (excluding fraud)	59.1	68.2
Victim-based crime	53.2	60.4
Sexual offences	1.6	1.9
Assault with injury	4.7	7.0
Burglary in a dwelling*	6.8	8.1

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population

Source: Home Office data

For further information about these data, please see annex A

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, Cambridgeshire Constabulary recorded 27 incidents of anti-social behaviour per 1,000 population. This is 9 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England and Wales as a whole, there were 8 percent fewer incidents per

1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

How effectively does the force understand the threat or risk of harm within the communities it serves?

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does Cambridgeshire Constabulary understand the risk posed to its communities?

Cambridgeshire Constabulary has a clear understanding of the threats facing the communities it serves. The force's strategic threat assessment examines both traditional and some emerging crimes, such as child sexual exploitation and modern-day slavery, but relies predominantly on police data. It contains some analysis of crime trends and problem profiles, and it uses a risk-assessment process to understand how different crimes may affect different communities. It has introduced a more sophisticated approach to assessing individual risk that also assesses impact on the communities of Cambridgeshire, how likely these threats are to affect them, and what level of harm they would cause. This has allowed the force to develop responses tailored to individual types of crime or to threats that pose a risk to the community (MoRiLE).³

In HMIC's 2015 effectiveness report, we found that crime prevention and anti-social behaviour were not priorities for the analytical teams; this meant that analytical support for crime prevention activities did not receive the same level of resources as that for other areas of policing. This situation has not changed; there is still not enough capacity to produce more comprehensive analytical products to inform

³ The 'management of risk in law enforcement' process, developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

strategic and tactical activity. The force recognises this and, together with partner organisations (such as local authorities, or health and education services), it is exploring how it can improve its capacity. The force does have a strong engagement strategy, and we found some good examples of community profiles and community safety plans produced by the community safety partnerships. However, the approach across the six districts in Cambridgeshire is not consistent, which means that people living and working in each area may not receive the same quality of service. The force is embarking on a review of its policing model and this represents a good opportunity to identify which approach works best and to adopt it more consistently.

How does Cambridgeshire Constabulary engage with the public?

Cambridgeshire Constabulary is good at engaging with the public and it invests a substantial proportion of its budget in local policing, and a high percentage of officers are assigned to neighbourhood functions compared with other forces. A small survey conducted by HMIC of officers and police community support officers (PCSOs) working in neighbourhoods in Cambridgeshire indicates that they dedicate time to community engagement. The force has dedicated people in each district who work in and with communities and local partnerships. The integrated team at Peterborough is innovative and, although it was only formed recently, the partnership relationship is already adding value to resourcing, local community action, and engagement. Police and partner resources are focused on priority locations. However, it is not clear whether the current approach is providing enough police engagement in areas not considered to be a high priority to reassure the public who live and work there.

The force works with local communities to identify priorities, using a variety of online technology such as social media and surveys, for example SurveyMonkey, to develop joint police and partner engagement plans. We found that some traditional community engagement methods, such as neighbourhood panels and community meetings, are no longer in use because of lack of public attendance. We also found PCSOs engaging with their local communities by attending monthly surgeries at premises such as community centres, leisure centres and joint drop-in surgeries, and working with partner agencies, such as housing associations, with the aim of tackling local priorities. The force uses 'ecops', an alert system that sends out important messages and updates about current crime issues and trends. While engagement should be tailored to the needs of the community and may therefore require different methods, the force needs to ensure a degree of consistency across the six policing districts.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a decrease in public satisfaction with Cambridgeshire Constabulary. Some 403 people were

interviewed and 47 percent were very or fairly satisfied with local policing in their area. This is a 5 percent decrease on 2015⁴.

How effectively do force actions and activities prevent crime and anti-social behaviour?

Effective forces use a range of options to prevent crime, tackle anti-social behaviour and keep people safe. They use structured approaches to solving local problems which aim to rid communities of criminal and anti-social behaviour. They also use a range of legal powers and specific tactics which vary depending on the situation. HMIC expects forces to review their activity as well as other sources of evidence in order to improve their ability to protect people over the long term.

Does the force have a problem-solving approach?

The force has good problem-solving arrangements shared with its partner organisations. Partnership arrangements at a local level are good, with effective joint working. The force uses its briefing and task assignment system (BAT) to identify and tackle its priorities. The force and its partner organisations share information in a number of ways, including through the use of a joint standalone computer system. We found good examples of problem-solving plans and actions to help tackle anti-social behaviour. However, the force has no systematic process for routinely sharing problem-solving plans and this means that it does not always identify at a corporate level good practice that could benefit other parts of the force area.

We also found that community officers are sometimes taken away from their primary role of engagement and problem solving to support response teams. This limits their ability to work with partner organisations to prevent crime and tackle anti-social behaviour. There is no abstraction policy for community officers to ensure that they spend the majority of their time visibly delivering neighbourhood policing in their area. We also found a small number of PCSOs working in a volume crime team rather than performing their traditional role. Although this approach had been adopted formally, the force needs to ensure that where police staff are called PCSOs they are indeed carrying out these roles, rather than the functions of a police staff investigator. The chief officer team is considering resource allocation as part of its review of the policing model, and this is an opportunity to clarify role and function for officers and staff, as well as for partner organisations and local communities.

⁴ For further details, see Annex A

Does the force use effective approaches and tactics to tackle crime and anti-social behaviour?

The force uses its powers to tackle anti-social behaviour effectively. Community officers and staff are confident in using them and work well with colleagues in partner agencies to ensure they use the powers effectively. In the 12 months to June 2016 the force has used 13 criminal behaviour orders (CBOs), issued 10 community protection notices and 97 dispersal notices. Community teams know where domestic abuse victims live, and they are briefed regularly on child sexual exploitation operations. However, they are not always aware of the location of registered sex offenders; the force needs to address this to ensure local officers can identify potential risks and prevent crime taking place.

Cambridgeshire Constabulary recorded 2,268 repeat anti-social behaviour incidents in the 12 months to June 2016. This figure does not accurately reflect the number of repeat victims, as it is based upon repeat location, for example an address, therefore it is not possible for the force to accurately identify repeat victims based upon this method alone. However, it does use an effective question set to identify repeat victims for all offences. In Cambridgeshire, where a victim has called the police on three occasions in a rolling 30-day period, they will be identified as a 'repeat victim' and local community officers together with partner agencies provide a plan to prevent further occurrences taking place. This includes providing the victim with details of other voluntary support agencies which they may wish to contact.

Does the force use evidence of best practice and its own learning to improve the service to the public?

Cambridgeshire has made a good start to improve the way that it evaluates and shares effective practice. In HMIC's 2015 effectiveness report, we identified that the force should evaluate and share effective practice routinely, both internally and with partner organisations, with the aim of continually improving its approach to the prevention of crime and anti-social behaviour. This year we found good local processes for sharing learning, but the force has not recorded it or shared it formally across the organisation. In May 2016 the force created a new, centrally-based, partnerships and operations support team led by a superintendent. The aim of the team is to bring some co-ordination and consistency to the organisation in specific areas of work (mental health, citizens in policing, community safety, anti-social behaviour). The team has created a framework with problem profiles and action plans. Sharing best practice and evidence-based solutions is a fundamental objective of the framework. While it is too early for HMIC to assess the effectiveness of this approach, the team has made a very positive start.

Summary of findings



Good

The force has a good understanding of the communities it serves and works closely with partner organisations to assess complex, emerging and hidden crimes. It recognises that greater analytical capacity and improved partnership data would improve its understanding. It deploys various methods to engage with communities, including successful use of Facebook and Twitter. While it routinely seeks the views of the public to understand their priorities and acts on this feedback, it does so in different ways, and it needs to improve its broader view across all six districts. It is currently developing this corporate understanding.

The force has a structured, collaborative partnership approach to problem solving that is well established in some areas. However, police community support officers (PCSOs) are routinely taken away from their core role, which means that they cannot dedicate enough time to active preventative policing. The force uses a wide range of interventions to prevent crime and tackle anti-social behaviour and routinely shares information with partner organisations to tackle long-term problems. It does not evaluate or assess all problem-solving operations to identify good practice and share this across the force area. Encouragingly, however, it has created a new team which will be responsible for developing this approach.

Areas for improvement

- The force should ensure that local policing teams routinely engage with local communities, and undertake structured problem solving alongside partner organisations in order to prevent crime and anti-social behaviour.
- The force should evaluate and share effective practice routinely, both internally and externally with partner organisations, with the aim of continually improving its approach to the prevention of crime and anti-social behaviour.

How effective is the force at investigating crime and reducing re-offending?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take seriously their concerns as victims, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately-trained staff. In co-operation with other organisations, forces must also manage the risk posed by those who are identified as being the most prolific or dangerous offenders, to minimise the chances of continued harm to individuals and communities.

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'detections', the outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime and over time all crimes will be assigned an outcome. The broader outcomes framework (currently containing 21 different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat⁵ warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some crime types such as sexual offences, the delay between a crime being recorded and

⁵ A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

Figure 4: Proportion of outcomes assigned to offences recorded in Cambridgeshire Constabulary, in 12 months to 30 June 2016, by outcome type^{6,7}

Outcome number	Outcome type / group	Cambridgeshire Constabulary	England and Wales
1	Charged/Summoned	11.5	12.1
4	Taken into consideration	0.9	0.2
	Out-of-court (formal)	3.6	3.2
2	Caution - youths	0.4	0.4
3	Caution - adults	2.7	2.3
6	Penalty Notices for Disorder	0.5	0.6
	Out-of-court (informal)	3.2	3.6
7	Cannabis/Khat warning	0.9	0.9
8	Community Resolution	2.3	2.8
*	Prosecution prevented or not in the public interest	1.5	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	13.1	8.3
	Evidential difficulties (victim does not support police action)	10.6	13.8
16	Suspect identified	8.0	10.6
14	Suspect not identified	2.6	3.2
18	Investigation complete – no suspect identified	51.0	47.4
20	Action undertaken by another body / agency	0.5	0.6
21	Further investigation to support formal action not in the public interest	0.1	0.1
	Total offences assigned an outcome	96.1	91.3
	Not yet assigned an outcome	3.9	8.7
	Total	100.00	100.00

*Includes the following outcome types: Offender died, Not in public interest (CPS), Prosecution prevented – suspect under age, Prosecution prevented – suspect too ill, Prosecution prevented – victim/key witness dead/too ill, Prosecution time limit expired

Source: Home Office crime outcomes data

For further information about these data, please see annex A

⁶ Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

⁷ 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Cambridgeshire Constabulary's use of 'taken into consideration' and 'evidential difficulties (victim supports police action)' was among the highest in England and Wales. Its use of 'not yet assigned an outcome' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

How effective is the force's initial investigative response?

The initial investigative response is critical for an effective investigation. From the moment victims and witnesses make contact with the police the investigative process should start, so that accurate information and evidence can be gathered. It is important that forces record evidence as soon as possible after a crime. The longer it takes for evidence-recording to begin, the more likely it is that evidence will be destroyed, damaged or lost. Recording this evidence is usually the responsibility of the first officer who attends the scene. After the officer has completed this initial investigation the case may be handed over to a different police officer or team in the force. This process must ensure that the right people with the right skills investigate the right crimes.

Control room response

Cambridgeshire Constabulary's control room response is generally good. Call takers in the control room and police service centre (non-emergency calls) obtain relevant information and carry out background checks to determine the most appropriate response. They allocate some incidents to the 'crime line' for a telephone-based investigation, if appropriate. Call handlers provide guidance to callers about preserving forensic evidence and safeguarding. However, we found this is inconsistent and the force should do more to ensure victims are provided with crime-prevention advice over the phone. The force has effective processes for referring and investigating online crime and fraud offences.

The control room and response function is not always able to deal effectively with the incidents it has decided need an 'immediate' response (where the force aims to attend within 15 minutes) or a 'prompt' response (where it aims to attend within one hour). Staffing levels are based on a demand management model, but there are not enough officers and staff available to respond to the demand. The force is currently reviewing its response model.

All call takers are trained to use a structured process to decide how a call is graded, and use of the process and the reasons recorded for attendance are generally consistent. The force recently introduced the THRIIVES⁸ assessment process, but

⁸ THRIIVES is an assessment process identifying threat, harm, risk, intelligence, investigation, vulnerability, engagement and special circumstances.

this is not yet fully embedded and, at the time of our inspection, a standard THRIIVES template had not yet been introduced. However, call handlers use a broad range of question sets to ensure that risk is identified and the appropriate resource is allocated. The control room is a highly pressurised environment, and we found that some calls are downgraded when officers are not available, especially if the risk to the victim is assessed as low and the perpetrator is not present. However, during our inspection we found the most appropriate teams led investigations and vulnerable victims received appropriate support. The force recognises that it was not attending 'prompt' calls on time because of a lack of resources, and it has supplemented the response team with community officers as a short-term solution while it revises its resources and reviews the response model. It also deploys the nearest resource to incidents that require a quick response. We saw good evidence of this in action during our inspection, when a detective constable attended a robbery as the nearest resource.

How well do response officers investigate?

When officers attend incidents, the standard of initial investigation is good and enquiries are generally completed well. Officers can access intelligence systems to inform their activity and they routinely collect body-worn video evidence. However, supervisors do not monitor the standard of handover files between teams, and this results in inconsistent and sometimes poor handovers needing additional work that the initial investigating officer should have undertaken. We found that crimes are allocated to appropriately skilled investigators based on a combination of crime type, the experience of the investigator, and an assessment of threat, harm and risk.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

The force's current investigative capacity does not enable it to provide a good service. While it has some flexibility to move investigative resources across the force area in response to short-term demand, there are currently strains on frontline staff. In HMIC's 2015 effectiveness report, we said the force should ensure that there is regular and active supervision of investigations to check quality and progress.

Supervisors and managers are not providing enough oversight and review of investigation plans to support and direct officers and staff. In our 2016 inspection, we found that the force has clear processes and systems that some supervisors are using well, but this is inconsistent. However, supervisor reviews of serious and complex investigations are of a good standard.

All investigators are trained or are working towards accreditation, so that they can investigate the crimes allocated to them effectively. Officers assigned to the Investigations Directorate investigate more complex crimes, such as attempted homicide or serious assaults, while response and neighbourhood officers deal with less complex crimes, such as theft and criminal damage.

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered. HMIC concluded that the vast majority of crimes are investigated by the right people with the right skills.

There is a strong commitment from the new chief officer team to improve the quality of investigations under Project Sherlock. A comprehensive force action plan was introduced earlier this year to address all aspects of investigation and to establish a more robust 'trust and check' style of leadership, a crime scrutiny panel for checking the quality of investigations, face-to-face investigation training, and stronger governance for daily management and performance reviews. While this is a positive move, the impact of the programme has yet to be felt and the force recognises that there is more work to do to achieve an improvement in investigations.

There is a clear demarcation between regional, strategic alliance and force responsibilities for serious and complex crime investigation. All serious crime, such as murder or kidnap, is investigated by the Joint Protective Services Major Crime Unit (JPSMCU), while specialist teams within the force investigate serious sexual offences, high-risk cases of domestic abuse and other complex crimes. This is an effective division of responsibility, ensuring that appropriately trained officers undertake the most complex investigations.

The force works collaboratively with its strategic alliance partners, Bedfordshire Police and Hertfordshire Constabulary, in providing crime scene investigators (CSIs). These forces have a common approach for CSI attendance. The force makes effective, appropriate and consistent use of forensic specialists to support investigations and considers the full range of forensic evidence. Good intelligence and forensic capabilities support investigators and they have access to social media applications to support initial investigations into online activity.

Support to investigations

In HMIC's 2015 effectiveness report, we identified that the force needed to improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to avoid delaying investigations. The digital forensic unit (DFU) has had an increase in staff over the last 12 months, with an additional detective sergeant and two detective constables. This has led to a reduction in waiting times for examining computers and mobile phones, and waiting times are currently eight weeks for computers and 12 weeks for mobile phones. The DFU has a good triage risk assessment for prioritising submissions, and a fast-track system for victims' phones and for urgent cases. The force has recently agreed to buy more phone examination devices (kiosks) to help manage and reduce backlogs in the examination of mobile devices by frontline officers outside the DFU. Senior investigating officers receive training on digital media strategies and Project Sherlock includes additional briefings for participating frontline officers and staff.

Supporting victims

In HMIC's 2015 effectiveness report, we identified that the force needed to improve compliance with its duties under the *Code of Practice for Victims of Crime*,⁹ especially in relation to victims' personal statements. The force still needs to improve its compliance with the code. The HMIC case file review found that victim personal statements were offered in only just under half of cases where they should have been. Following the report of a crime, the attending officer will complete an initial victim needs assessment (IVNA), which is followed up by staff in the Victim and Witness Hub, who must complete a detailed victim needs assessment (DVNA) within seven days. This assessment is completed with the victim and includes more detail about their relationship with the offender, repeat victimisation, how safe they feel, their support network, and any other vulnerabilities such as language difficulties, disabilities and health needs. This is complemented by a support plan. We found good evidence of the IVNA being recorded on crime files and in secondary investigations, and evidence that the DVNA is completed.

Special domestic violence courts help to increase the number of successful court cases and provide better support for victims through the use of specialist court independent domestic violence advisers. Evidentially-led prosecutions, where victims will not support investigations, are pursued wherever possible and the victim is still kept informed of the progress of the investigation and trial dates. Action Fraud victims have crimes recorded on the force CrimeFile system. Where the crime has

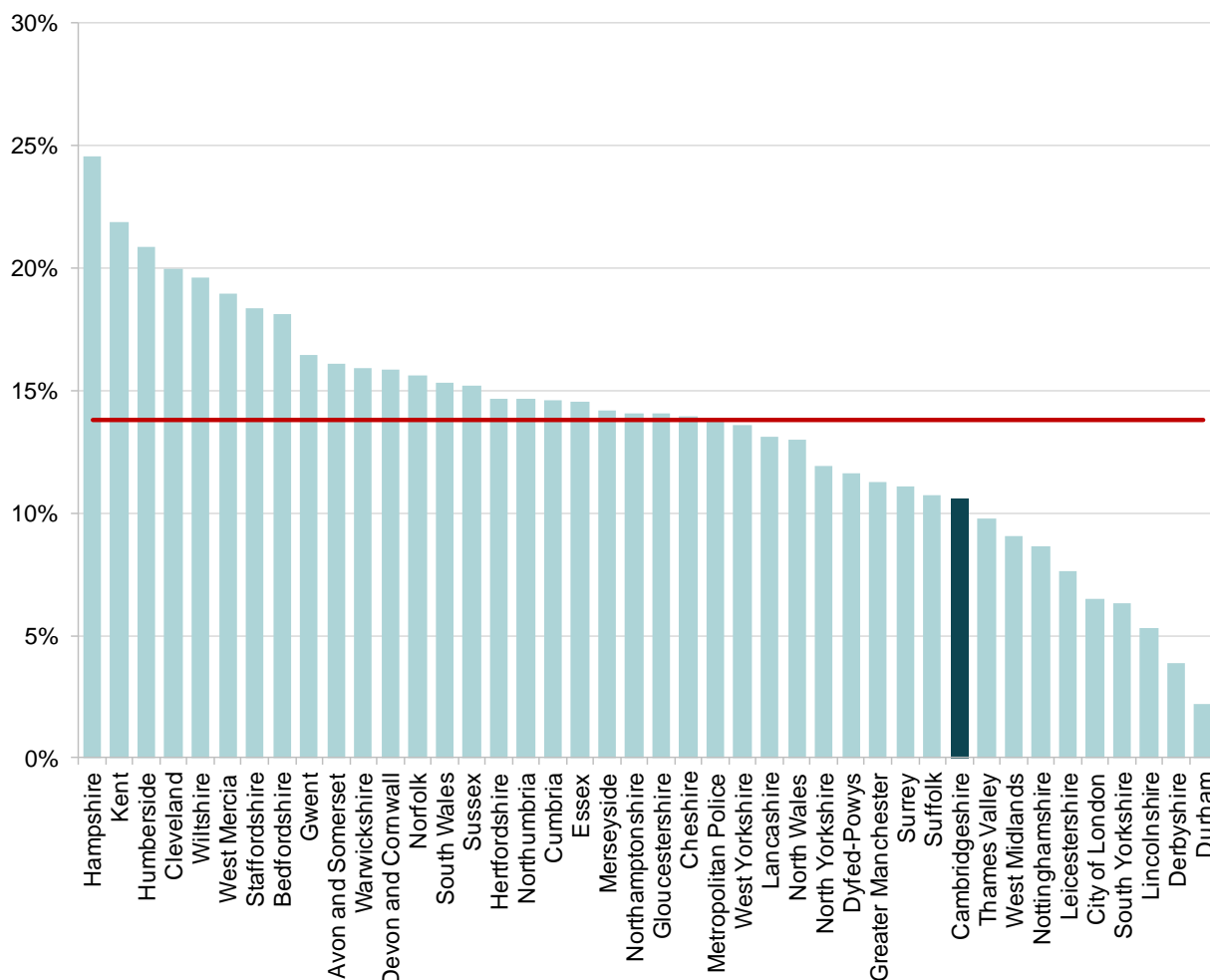
⁹ All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case. www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf

been assessed by Action Fraud for further investigation, there is a prompt for investigators to update the victim on the progress of the enquiry, including when an investigation has been assessed and closed.

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹⁰ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

¹⁰ Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 5: Percentage of ‘Evidential difficulties; victim does not support action’ outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force^{11,12}



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Cambridgeshire Constabulary recorded 10.6 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

¹¹ Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

¹² Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

How effectively does the force reduce re-offending?

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

How well does the force pursue suspects and offenders?

The force needs to do more to manage effectively offenders who pose a risk to the public. The recent implementation of Project Sherlock to improve investigations includes daily monitoring and task assignment to arrest outstanding suspects. Although it has a clear commitment to improvement, the force needs to ensure that officers and staff understand how to locate outstanding suspects using a wide range of tools, and, where there is a high-risk suspect, it should consider drawing on specialist and regional resources. The new Operation Sharma is a temporary response to reduce the levels of outstanding suspects and it prioritises high-risk domestic abuse offenders.

Where there are positive forensic 'hits' against suspects, particularly for burglary and robbery, officers pursue them with the aim of detaining them within 48 hours. However, some arrest actions are placed on the response briefing and tasking system, and, depending on call demand, these may not be dealt with for some time. When a high-priority task has not been completed, it is not always clear whether supervisors have understood the need to attempt an arrest as opposed to completing a less important task, and their decisions are not challenged through the daily management process. During our inspection we also found examples of high-risk offenders whose details had not been placed on the force's briefing and tasking system or circulated on the Police National Computer, which means that officers are not aware of the need to take action if they locate the suspect, or indeed that the individual is a suspect at all.

Although we found good examples of the automatic number plate recognition system being used for local operations and in response to serious acquisitive crime, the force is not using it effectively to identify vehicles linked to outstanding suspects that could then be intercepted for arrest of the suspects.

Cambridgeshire has identified foreign national offenders as an intelligence priority and it is conducting criminal record office (ACRO) checks as standard practice on all the foreign nationals it arrests.

How well does the force protect the public from the most harmful offenders?

The force has well-established and effective systems and processes for identifying repeat and prolific offenders. The integrated offender management (IOM) teams have been successful in reducing offending. Offenders managed through the IOM

process are the subject of regular briefings to officers and staff throughout the force. These prolific offenders are monitored and must take up all appropriate opportunities, such as attending support meeting appointments, to prevent them from committing further harm. The IOM scheme now includes domestic violence offenders as well as other violent offenders. Cambridge City and Huntingdon run a domestic violence perpetrator panel and have selected two individuals based solely on domestic abuse offending. The force participates in an effective multi-agency pilot domestic abuse perpetrator panel (now one year old) that has actively managed 38 male offenders and forged links with the local multi-agency risk assessment conference (MARAC)¹³ and IOM. A scoring matrix is used in each of the six districts (local policing areas) to identify whether an offender should be part of the IOM programme.

The force has effective processes for identifying and monitoring dangerous and sexual offenders. Skilled and accredited staff based in the public protection unit use appropriate plans to reduce the risk from registered sex offenders, with clear supervision and governance arrangements in line with the national risk-assessment process. Offenders assessed as presenting the highest level of risk require co-ordinated action with partner organisations to reduce these risks. The force and its partner organisations, including both the prison service and probation, make effective use of multi-agency public protection arrangements (MAPPAs)¹⁴ to monitor offenders assessed as presenting a high risk to the public and to stop them re-offending. The ratio of offenders to managers is manageable at 2.29 offenders to each manager, which is just above the England and Wales rate of 2.13. The force makes good use of orders to manage offenders and protect victims. In the 12 months to 30 June 2016, Cambridgeshire issued 73 sexual harm prevention orders¹⁵ (SHPOs) with 4 breaches. The force also reports 12 sexoffenders prevention orders (SOPO) have been breached.

In HMIC's 2015 effectiveness report, we found the wider workforce only received briefing about the identities of, and risks associated with, registered sex offenders at the discretion of the specialist unit, which resulted in an inconsistent level of awareness among frontline officers and staff across Cambridgeshire. In 2016, we found that the force had made little progress in ensuring that local teams know who presents a risk to the public in their communities.

¹³ Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

¹⁴ Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

¹⁵ Sexual Harm Prevention Order (SHPO) and Sex Offender Prevention Orders (SOPO) restricts offenders, for example restricting access to the internet and to children.

Summary of findings



Requires improvement

Cambridgeshire Constabulary's approach to investigating crime and managing offenders requires improvement. The force's performance in this area is consistent with last year. The force needs to improve its attendance times and the quality and supervision of its investigations. It has clear plans in place to achieve this improvement.

The force needs to improve the quality of initial investigation and ensure that there is effective supervision. Investigations are allocated to appropriately skilled investigators, but not always carried out thoroughly, and often lack consistency, planning and supervision. The force gives effective consideration to digital investigation methods and deploys good techniques to examine digital devices.

The force needs to ensure that victims receive a more consistent service and offer a victim personal statement, and provide more timely victim updates. The force does not manage outstanding suspects effectively, and it needs to make use of more intrusive management, as well as a broader range of options (such as regional assets and technical support), to arrest high-risk suspects.

A well-structured integrated offender management scheme actively manages, with partner organisations, offenders who pose a risk to the public. It has had some success in reducing re-offending and diverting people from involvement in organised crime.

The force is adequately prepared to manage the risk from dangerous and sexual offenders, although more active enforcement of additional orders would enhance its operations. Local police teams need a greater awareness of the identities of registered sex offenders so that they know who constitutes a risk in their communities.

Areas for improvement

- The force should ensure that it has sufficient resources available to respond to prompt calls for service.
- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should ensure that those who are circulated as wanted on the Police National Computer, those who fail to appear on police bail, named and outstanding suspects – including domestic abuse suspects – and suspects identified through forensic evidence are swiftly located and arrested.

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

Since HMIC's 2015 inspection, Cambridgeshire Constabulary has improved in the areas we specified. In that inspection, we judged Cambridgeshire Constabulary to require improvement because it needed to enhance the service it provided to keep vulnerable people (particularly domestic abuse victims) consistently safe.

A number of recommendations and areas for improvement were identified in HMIC's 2015 effectiveness (vulnerability) report. This year, we found good progress has been made in improving the force's use of body-worn video at domestic abuse incidents, with a new mandatory requirement in place and evidence of a clear understanding by frontline officers; we found an encouraging reduction in the use of voluntary attendance at a police station for domestic abuse suspects, and officers we spoke to only use this option in exceptional circumstances with the authority of a supervisor; we also found an improvement in positive action to address breaches of prevention orders, with more suspects arrested, and an increase in the capacity of the domestic abuse investigation unit (DAISU) to deal effectively with domestic abuse investigations.

How effectively does the force identify those who are vulnerable and assess their level of risk and need?

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

Understanding the risk

The force demonstrates a good understanding of the nature and scale of vulnerability and it has produced effective problem profiles for child sexual exploitation as well as a domestic abuse action plan which it is progressing well. Cambridgeshire Constabulary uses its own definition of vulnerability and we found a good understanding and application of the definition across the force area.

The force's recognition of mental health issues is good. In the 12 months to 30 June 2016, 4.5 percent of incidents in Cambridgeshire were flagged to identify mental health issues. This is above the 2.4 percent for England and Wales as a whole. Mental health is one of the police and crime commissioner's (PCC) priorities and he is supportive of the force's approach, which includes mental health practitioners working in the control room to field appropriate calls and offer expert advice to officers and staff on the most appropriate response. Local agencies ran two mental health workshops for 30 frontline staff in January 2016, and the specialist negotiator team has completed training on 'people in crisis', which contains a mental health element.

Staff in the control room and police service centre (non-emergency calls) are trained effectively to identify risk through a structured process. They also have access to the force computer systems, which contain additional information, including warning markers on individuals, so they can use a wide range of information when deciding whether someone is vulnerable. The force can identify repeat victims but only by address and telephone number, not name. This means that if a repeat victim calls from a new location or uses a new phone, they will not necessarily be recognised as a repeat victim. However, call takers reduce this risk by using a risk-assessment approach called THRIIVES to identify the specific threat, harm and level of risk to the victim. They also use bespoke question sets for incidents of domestic abuse, people missing from home and child sexual exploitation to consider the method of investigation, the degree of the victim's vulnerability, and the extent of police involvement to date. The force deploys resources appropriately to incidents that involve vulnerable people and its grading policy for incidents is directly linked to the THRIIVES assessment. Control room supervisors review at least two calls by each staff member every month to maintain standards. The review considers accuracy of grading based on threat, risk and vulnerability, as well as attitude to, and empathy with, the caller.

The force is above the England and Wales rate for the percentage of recorded crime flagged to identify a vulnerable victim (21.1 percent compared with 14.3 percent for England and Wales), which is a 4.5 percentage point increase on their figure for 2015. They are also above the England and Wales rate for the percentage of calls flagged on their control room system to identify a vulnerable victim (7.9 percent compared with 3.8 percent).

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,¹⁶ others use the definition referred to in ACPO guidance¹⁷ and the remainder use their own definition.

Cambridgeshire Constabulary uses its own definition of a vulnerable victim, which is:

"The force do not have a rigid definition of potential vulnerability, instead the force leave officers to use their professional judgment and thus their ability to 'do the right thing'.

Currently, the indicators of vulnerability reside in the following considerations:

is this a repeat victim?

are they a persistently targeted victim?

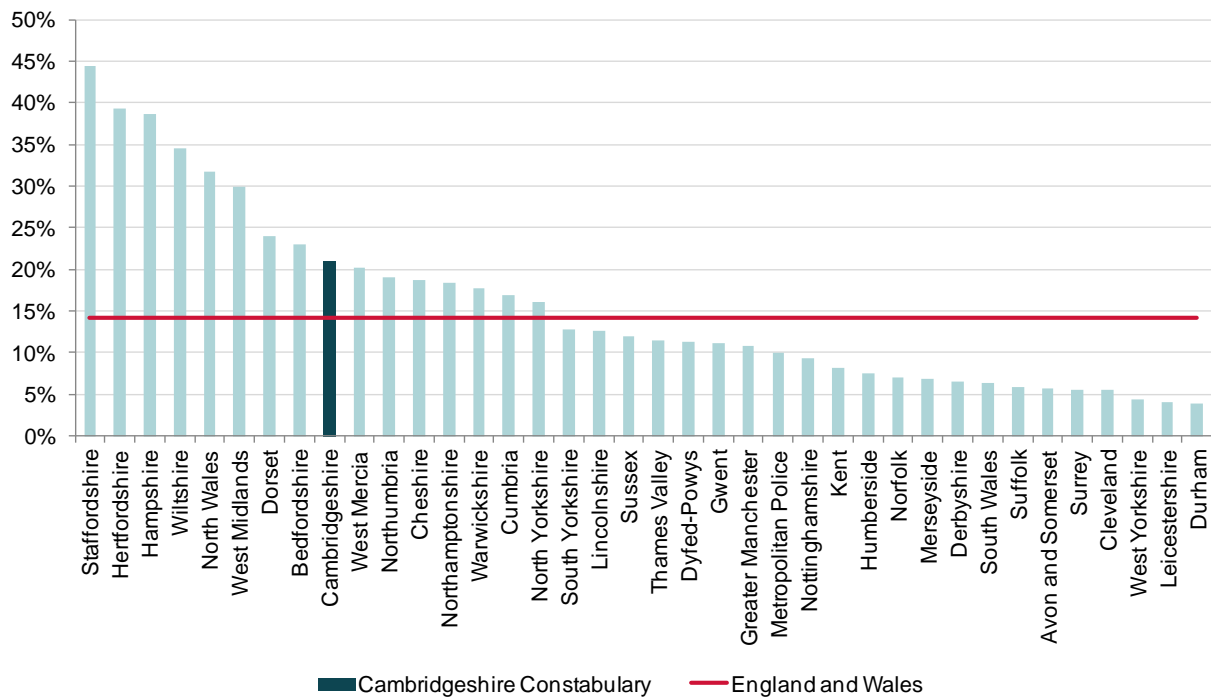
are they particularly vulnerable or intimidated due to their personal characteristics such as their age, mental health, learning ability, gender, ethnicity or sexual orientation?"

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 21.1 percent of all recorded crime in Cambridgeshire was identified as having a vulnerable victim, which is above the England and Wales figure of 14.3 percent.

¹⁶ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

¹⁷ 4 The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016¹⁸



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

How effectively does the force initially respond to vulnerable victims?

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim’s concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

Do officers assess risk correctly and keep victims safe?

Cambridgeshire Constabulary generally responds well to vulnerable victims. It has clear and well-understood systems for ensuring that police respond to the victim’s vulnerability appropriately. Officers and staff consider safeguarding from the point of

¹⁸ City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

the initial report and throughout the investigation. The person answering the call offers immediate and practical safeguarding advice, and frontline staff have a checklist to help them find ways to keep people safe. The link between missing children and the risks of child sexual exploitation and human trafficking has been recognised across the force. The force has also given staff training on child sexual exploitation and mental health.

Last year, in HMIC's 2015 effectiveness report, we identified that the force needed to improve its investigation of domestic abuse and the safeguarding of domestic abuse victims. We said that the force might not consistently deal with domestic abuse offenders in the most effective way for preventing re-offending and protecting victims. HMIC recommended that the force improve the use of:

- body-worn video cameras by officers attending incidents of domestic abuse;
- voluntary attendance¹⁹ at police stations for perpetrators of domestic abuse and in cases of breaches of orders; and
- domestic violence protection orders (DVPOs)²⁰ to safeguard victims, and the capacity within the domestic abuse investigation and safeguarding unit (DAISU) to provide an effective service.

This year, we found that the force had made good progress in addressing these areas of concern. It has a comprehensive domestic abuse action plan, which has been externally scrutinised by SafeLives,²¹ and most actions have been completed. The force has mandated the use of body-worn video by officers at domestic abuse incidents, and we found good evidence that officers use their body-worn cameras to record evidence, and understand why this is important.

However, the management of outstanding offenders is not rigorous enough in its tracking and monitoring of actions, or in ensuring it uses all the means available to arrest high-risk domestic abuse suspects. The force also needs to draw consistently on specialist, regional and technical resources, such as the major crime unit, to locate and arrest outstanding suspects. We found examples of high-risk domestic abuse offenders who did not appear in the briefing and tasking information for

¹⁹ An alternative to arrest by inviting suspects to attend a police station or designated local facilities at an appointed time; it is used for low-level offences.

²⁰ DVPOs are designed to provide protection to victims by enabling the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

²¹ SafeLives is a national charity dedicated to ending domestic abuse.

frontline officers to act on, and whose details had not been circulated on the Police National Computer (preventing checks after any intervention by the police resulting in an arrest). We also found an example of a high-risk domestic abuse offender arrested for one offence and not dealt with for another because of lack of communication between police teams.

In HMIC's 2015 effectiveness report, we identified that the arrest rate for domestic abuse perpetrators was falling and the force did not know why. In the 12 months to 30 June 2016 the force had a low arrest rate of 45.6 percent compared to the England and Wales rate of 51.4 percent, despite the work it has done with operational staff to ensure that requiring the voluntary attendance of perpetrators at police stations is only used on rare occasions. Prior to this inspection, the force identified that there was a recording issue and that accurate data could only be obtained from a manual audit of custody records. An initial audit suggests that the force may be performing better than previously thought. Four months of records were audited in the period September 2015 to August 2016, and the actual monthly arrest rates varied from 56.3 percent to 76.3 percent. The force intends to continue regular manual audits post-inspection while the recording issue is resolved, and HMIC will conduct a further review to test this evidence when more data is available.

The force has a strong commitment to arresting a suspect for domestic abuse offences as opposed to using voluntary attendance, which is only used in exceptional circumstances. We found evidence that officers, in line with this policy, are not routinely using voluntary attendance of suspects for interview at a station in domestic abuse cases and that they understand the impact of this practice on safeguarding victims. We looked at seven domestic abuse investigations where the offender had breached a non-molestation order or restraining order, and the consequence was the arrest of the suspect. We also found evidence that the reasons for instances of voluntary attendance were appropriate and recorded on the crime report.

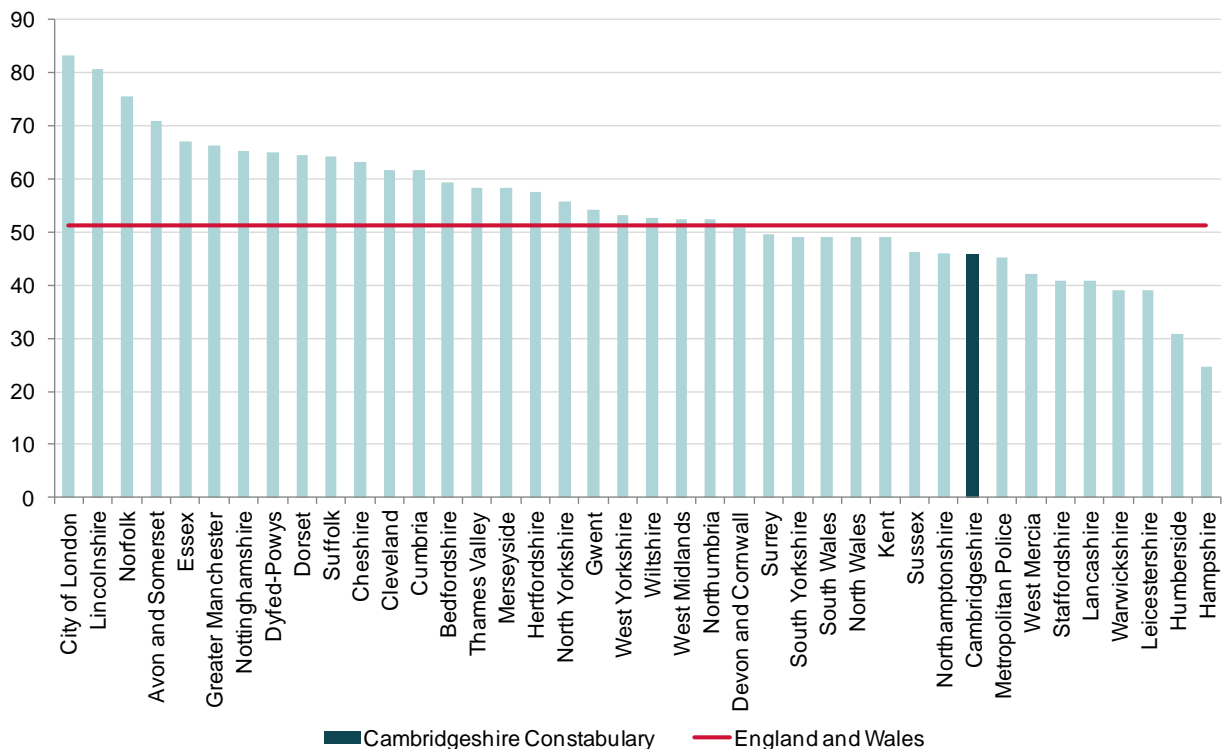
The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in Cambridgeshire increased by 23 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 10 percent of all police-recorded crime in Cambridgeshire, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other

potential form of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

In Cambridgeshire Constabulary, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 46 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²²



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims may appear to be reluctant to support the work of the police, often because they are

²² Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

Victims of domestic abuse

Cambridgeshire has made good progress in response to areas of concern identified in HMIC's 2015 effectiveness (vulnerability) report: unsatisfactory support for victims of domestic abuse and inadequate investigations in this area. However, the management of outstanding suspects, including high-risk suspects, is not still good enough, and the force needs to progress actions and scrutinise them effectively on a daily basis. This is detailed in the previous investigations section.

Cambridgeshire Constabulary has improved the capacity and capability of its DAISU, increasing the number of specialist officers and ensuring that they receive specific domestic abuse training to equip them with the right skills. The DAISU no longer deals with all domestic abuse but instead prioritises high and medium-risk cases; community officers deal with standard-risk cases. The DAISU supervisors review all domestic abuse, stalking and honour-based violence (DASH)²³ risk assessments on a daily basis to ensure that the force and its partner organisations are taking appropriate safeguarding action. The DASH is mainly completed electronically, which speeds up sharing information with specialists and partner organisations, enabling them to draw up action plans to support victims. However, we found that the victim advice form, which provides a lot of very useful information on additional support agencies, was not yet available in a form that could easily be shared with a victim, other than electronically, and this needs to be remedied. All high-risk cases are referred to the force duty manager, who is responsible for prioritising actions, providing specialist support to the victim, assessing the need for immediate safeguarding action, and making the necessary arrangements for it.

The force is committed to prioritising the management of outstanding suspects for domestic abuse. Operation Sharma was set up to reduce levels of outstanding suspects on a temporary basis, and prioritised high-risk domestic abuse offenders. However, we found examples of high-risk suspects who had not been placed on the briefing and tasking system and whose details had not been circulated on the Police National Computer, and some evidence of a lack of understanding of the range of tactics and methods available to locate individuals. The force needs to ensure that officers and staff have the capability to track down outstanding suspects and, where there is a high risk to the victim, it should employ and review all available options. Supervisors and managers at every level of the organisation should have a clear understanding of the number of outstanding suspects, who is responsible for making

²³ Domestic abuse, stalking and harassment (DASH 2009). DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

the enquiries, and who is responsible for making the arrest. The daily management meeting should cover this and apply greater rigour and scrutiny, particularly if high-priority tasks have not been completed and if, for example, frontline supervisors report a lack of resources as the reason.

Cambridgeshire Constabulary actively participates in multi-agency risk assessment conferences (MARACs) with professionals from other agencies in order to safeguard those considered to be at the highest risk of harm. There is a daily MARAC in Cambridge, where information sharing and joint action planning contribute to effective safeguarding of victims and children. This daily meeting will soon be introduced across the rest of the force. Inspectors observed a MARAC and found the meeting to be well managed, with full participation from partners. The MARAC reviewed six cases, giving careful consideration to the risk in each one, and agreeing and disseminating an action plan involving all partners. We were also pleased to find an improvement in the understanding and use of domestic violence protection orders (DVPOs) as a means of safeguarding victims in the absence of a prosecution. DVPOs are now routinely considered as part of safety plans, especially in cases waiting for the outcome of an investigation. However, the force could make more use of DVPOs as their use remains low compared with England and Wales. The county-wide multi-agency safeguarding hub (MASH)²⁴ continues to work effectively with all partner organisations to share information and respond to safeguarding cases involving adults and children.

The officers in the public protection directorate units, especially in the DAISU, were not aware of any data that reflected the impact of their activity on keeping people safe or whether they were actually performing well. We found, for example, little knowledge of attrition rates, especially the high attrition rate of cases where the victim is supportive of police action. We also found that officers and staff were not aware of successful prosecutions in which the victim had withdrawn their support.

The force authorised seven uses of Clare's Law²⁵ right to know and 53 right to ask' in the 12 months to June 2016, compared with 42 right to know and 15 right to ask in the previous year. Staff in the MASH explained that these numbers did not reflect the

²⁴ A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

²⁵ Clare's Law is a domestic violence disclosure scheme giving members of the public a 'right to ask' if they have a concern that their partner may pose a risk to them or if they are concerned that the partner of a member of their family or a friend may pose a risk to that individual. Police and partner agencies will carry out checks and if they show that the partner has a record of abusive offences, or there is other information to indicate that there may be a risk from the partner, the police will consider sharing this information.

number of disclosures made to victims by both police and partner organisations. The force and its partner organisations must ensure that disclosures are recorded correctly.

Force policies or local guidelines on stalking and harassment are important, as their purpose is to clarify local implementation of national guidance. Cambridgeshire force has a good stalking and harassment policy, which includes local arrangements for the issuing and recording of police information notices (PINs).

In August 2016, the force's head of crime made a decision to withdraw the use of PINs in all but exceptional circumstances, recognising that PINs had been issued inappropriately, creating risks for both the victim and the force. PINs were in use in June 2016, and we examined a small number of harassment cases that were dealt with through a PIN. We found an inconsistent approach to a risk-assessment screening process (i.e. DASH); none had included a plan to manage the risk to the victim, and only one had been issued appropriately. However, none were recorded correctly.

To promote effective and early consultation between the Crown Prosecution Service (CPS) and the police, all police forces and CPS areas should have a single point of contact (SPOC) in place for stalking cases.²⁶ Cambridgeshire Constabulary has a SPOC for stalking cases, as required, at detective inspector rank within the DAISU.

The force does not have good links with specialist stalking and harassment support services. It makes referrals to the specialist stalking support service, Paladin, on a case-by-case basis. However, relationships have not been developed beyond this.

The force does not routinely store standard-risk DASH forms. A supervisor examines them in paper form, then destroys them. The supervisor is expected to certify the risk assessment and change it if necessary. If the risk remains as standard, only relevant questions are copied into the crime or incident log. It is not therefore possible for the force to quality assure the standard of these forms and satisfy itself that the risks have been recognised appropriately. This creates obvious risks for subsequent enquiries. In addition, there is no place on the DASH form to record what risk-management plan has been created to manage the risks identified in the assessment. In this format, the DASH form does not help officers to document what has been done to safeguard victims. There is no standard category for recording incidents of harassment; they are fitted into other general categories, for example, anti-social behaviour. This is surprising, considering how often they occur, particularly in relation to domestic abuse incidents. It is therefore not possible to establish the true nature of this crime type or for the force to assure itself that all

²⁶ In accordance with the *Protocol on the Appropriate Handling of Stalking Offences between the Crown Prosecution Service & ACPO* – September 2014.

relevant allegations are correctly recorded and stalking offences are correctly recognised.

The force's response to domestic abuse is good, with positive action at the scene, and well-organised joint agency safeguarding. The arrest rate in domestic abuse cases at 45.6 percent remains lower than England and Wales. However, this is likely to be due to a data collection error as described in the previous section. The charge rate for domestic abuse offenders is 24.6 percent which is slightly higher than the England and Wales rate of 23.3 percent.

As set out in the figure below, domestic abuse victims in Cambridgeshire are more likely to support the police in progressing a case. However, the rate of cases not proceeded due to evidential difficulties is higher than England and Wales. The force needs to understand why so many domestic abuse investigations are not progressed when the victim supports police action.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as being domestic abuse related if the offence meets the government definition of domestic violence and abuse²⁷.

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 8. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

²⁷ Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Cambridgeshire Constabulary²⁸

Outcome type / group	Cambridgeshire Constabulary	England and Wales
Charged / Summoned	24.6	23.2
Caution – adults	4.3	5.6
Caution – youths	0.6	0.3
Community resolution	1.5	1.4
Evidential difficulties prevent further action; victim supports police action	31.2	24.1
Evidential difficulties prevent further action; victim does not support police action	30.3	35.4

Source: HMIC data return, Home Office data

For further information about these data, please see annex A

In the 12 months to 30 June 2016, Cambridgeshire Constabulary's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Summary of findings



Good

Cambridgeshire Constabulary has a good understanding of vulnerability in its local areas. Staff in the control room have recently been trained to use the THRIIVES risk-assessment tool and also use bespoke question sets to address risk and vulnerability. The force discusses referrals promptly with partner agencies, and contributes effectively to multi-agency safeguarding.

Local neighbourhood teams manage the safeguarding of standard-risk and some medium-risk domestic abuse victims, and dedicated officers give bespoke advice to victims.

Support for victims is generally good. However, our review of stalking and harassment cases found that these investigations were less effective than those for other offences. The force has recently decided not to use PINs, having identified a risk to victims in this process.

²⁸ Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

Frontline staff have a good knowledge of domestic abuse, coercion and control, and child sexual exploitation links to missing children. Most have received training on the subject or are due to have it shortly. Offences are investigated to a good standard by people with the right skills, and workloads are manageable. However, the force needs to understand better the causes of the attrition rate for offences where the victim supports the prosecution, but problems with the evidence prevent further action.

Areas for improvement

- The force should ensure that there is a quality assurance process in place to ensure victims of domestic abuse cases assessed as a standard risk receive the right support.
- The force should improve its understanding of the evidential problems that lead to no further action in cases where domestic abuse victims support police action.

How effective is the force at tackling serious and organised crime?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations. Police forces that are effective in this area of policing tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level.

How effectively does the force understand the threat and risk posed by serious and organised crime?

In order to tackle serious and organised crime effectively forces must first have a good understanding of the threats it poses to their communities. Forces should be using a range of intelligence (not just from the police but also from other partner organisations) to understand threats and risks, from traditional organised crime such as drug dealing and money laundering to the more recently-understood threats such as cyber-crime and child sexual exploitation.

Cambridgeshire Constabulary is good at assessing the threat posed to its communities by serious and organised crime. It has an effective threat assessment process that draws on information from partner organisations, and has created a local profile²⁹ for serious and organised crime, in line with national guidance. This provides the force and its partner organisations with a better understanding of serious and organised crime across Cambridgeshire. The profile contains useful sections on topics such as the broader national and international context, links between organised crime and gangs, and identifies potential pathways into serious and organised crime. However, the profile could include more assessment information related to organised immigration crime, money laundering, and organised fraud against businesses. It does not have a specific focus on online child sexual exploitation (a threat specifically included in the Government's Serious and Organised Crime Strategy,³⁰ which the force needs to remedy. It could also convey more strongly the impact that serious and organised crime has on local communities and businesses, and increase the number of data sources used and partner

²⁹ A local profile is a report that outlines the threat from serious and organised crime within a specific local area.

³⁰ The 4Ps approach: prosecuting and disrupting people engaged in serious and organised crime (Pursue), preventing people from engaging in this activity (Prevent), increasing protection against serious and organised crime (Protect), and reducing the impact of criminality when it takes place (Prepare).

organisations which contribute to its production. The profile is scheduled for a review in September 2016, and the related intelligence collection plan aims to extend significantly the range of partner data to inform the next version.

The force uses intelligence from a range of sources to help it to understand serious and organised crime. These include intelligence from covert methods, and we found numerous examples of surveillance techniques being used to identify drug suppliers. The force's intelligence function is complemented by a regional intelligence team which is part of the Eastern Region Serious and Organised Crime Unit (ERSOU). This regional unit can add further intelligence from other forces and partner organisations to that held by the force. ERSOU has a good understanding of national and regional threats, and is rigorous and inclusive in its approach to assessing them by drawing on intelligence held by partner organisations, other forces and other regions. This helps it to produce a more accurate and detailed picture of serious and organised criminality in the Eastern region.

Cambridgeshire force's intelligence unit uses GAIN³¹ when assessing potential ways to disrupt organised crime group (OCG) activity. We found good evidence of officers using GAIN, accessed through the regional organised crime unit (ROCU), when managing activity targeting OCGs. This approach also includes partner activity and the prosecution of OCG members by other agencies. One example concerned an OCG involved in stealing and stripping vehicles. Policing activity had failed to deliver tangible results, but the Environment Agency was brought in and successfully prosecuted the offenders for the illegal depositing of toxic waste. Cambridgeshire made 33.3 referrals for every 100 OCGs (active and archived between 1 January 2016 and 30 June 2016) to the GAIN in the 12 months to 30 June 2016. This is above the rate of 26.3 for England and Wales as a whole.

When a police force identifies a group of individuals it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering the details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each organised crime group and places each group into one of several bands which reflect the range of severity of harm the group can cause.

The force's approach to mapping organised crime groups is good. Its mapping of organised crime groups is overseen by an organised crime group scoring panel, which scores them against national criteria, and it is consistent with national guidance. The force recognises that it could do more to improve its mapping by increasing the intelligence it gets from partner agencies and others so that it has the fullest picture. The force has set up a new pilot in Peterborough district where police

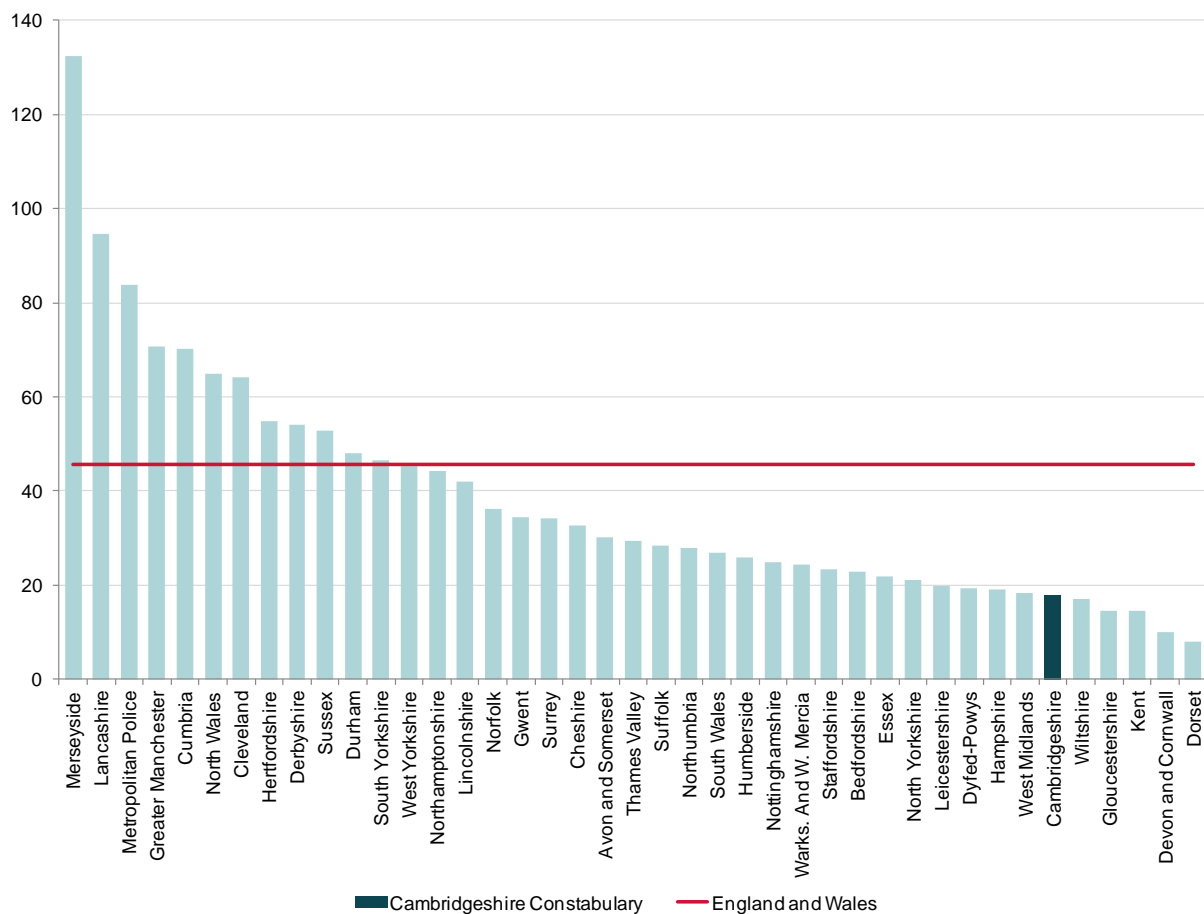
³¹ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

and a broad range of partner organisations regularly meet to share intelligence and action plans.

As at 1 July 2016, Cambridgeshire Constabulary was actively disrupting, investigating or monitoring 18 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales.

Although organised crime groups are more active in some areas than others, the force should ensure that it understands the reasons for its relatively low mapping rate, and that all OCGs are mapped promptly following identification.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016³²



Source: HMIC data return

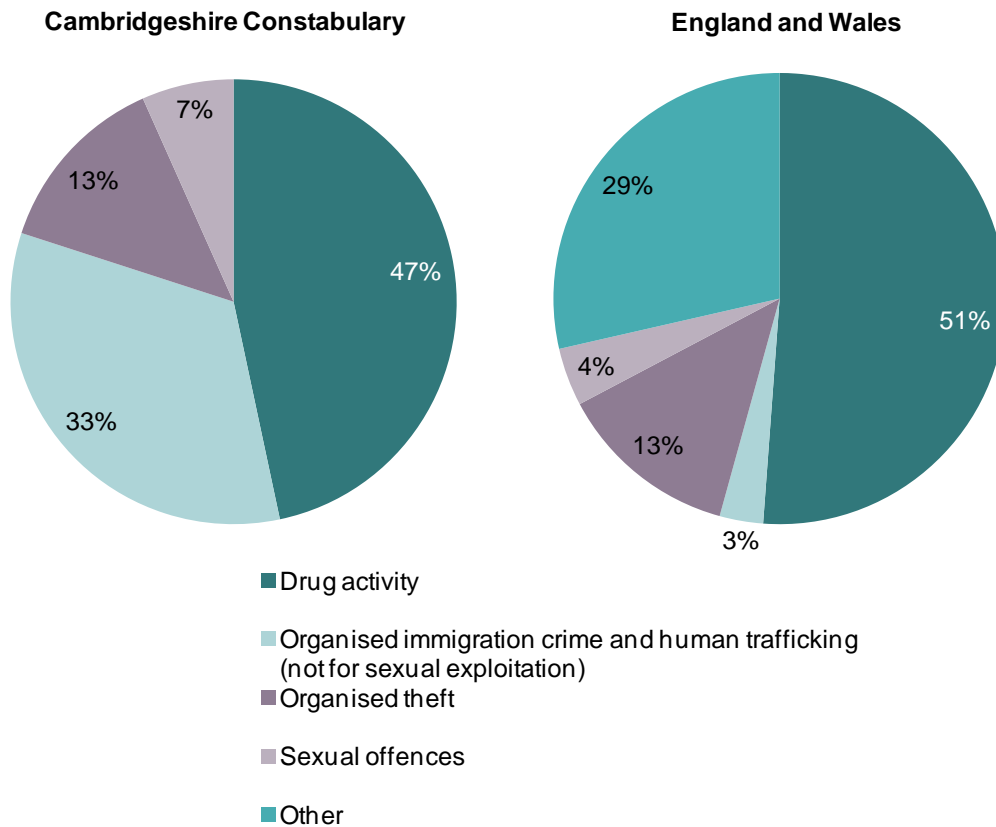
For further information about these data, please see annex A

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed

³² City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

by Cambridgeshire Constabulary as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

Figure 10: Active organised crime groups by predominant crime type in Cambridgeshire, as at 1 July 2016



Source: HMIC data return

Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.

How effectively does the force respond to serious and organised crime?

An effective force will pursue and prosecute offenders and disrupt organised criminality at a local level. The force will use specialist capabilities, both in the force and at regional level, and non-specialist capabilities such as its neighbourhood teams. While it can be complex for a force to assess the success of its actions against serious and organised crime, it is important that the force understands the extent to which it disrupts this crime and reduces harm.

Cambridgeshire Constabulary has a well-established governance structure for overseeing its response to serious and organised crime, and a well co-ordinated and effective method for managing OCGs. It understands which of its OCGs are the most harmful and prioritises these for intervention. We found good alignment of activity with national and regional priorities; the force has moved away from drugs-related

OCGs towards crime types like modern slavery, human trafficking and child sexual exploitation. For example, seven of the active OCGs in July 2016 were primarily involved in drugs, with the remainder of the 15 active OCGs involved in human trafficking, theft and sexual offences. Recent examples of organised crime operations include Operation Doyle, an investigation into vulnerable girls involved in child sexual exploitation, and Operation Mantus, an operation looking at safeguarding vulnerable sex workers online.

Cambridgeshire Constabulary has the ability to investigate organised crime groups and, in partnership with ERSOU, has successfully dismantled criminal networks involved in human trafficking, child exploitation and class 'A' drugs. Those responsible for investigating serious and organised crime are well trained and routinely consider a range of tactics as part of their decision-making processes. The force maintains its own specialist surveillance and investigative capabilities, but also draws on ERSOU support when necessary. The force also tackles OCGs which other forces are responsible for, for example Operation Musterley is a seven-force operation, assisted by the Home Office, to tackle cross-border human trafficking. The force liaises with other forces on Gypsy, Roma and Traveller community cross-border criminality. It has adopted the national model for measuring success by counting and grading OCG disruptions, although it could do more in-depth analysis of the impact of police activity. We found evidence of the force's use of prevent, pursue, prepare and protect (4Ps) action plans to tackle OCGs.

Last year, we said the force should do more to tailor briefings for local teams to their local areas, and reflect current and relevant information on OCGs, to enable better information and intelligence collection from frontline staff. This year, we found good evidence that the force has improved the way it communicates and briefs frontline staff and actively involves them in every aspect of serious organised crime prevention, disruption and investigation. For example, photographs and intelligence are provided to operational officers through the briefing and tasking system.

The force has moved from a central management model to a local policing area management model for OCGs, to make better use of all the resources across the force to tackle serious and organised crime. This is a positive development, and this year we found a good awareness of OCGs across neighbourhood teams and neighbourhood staff involved in disruption activity. We found a very good pilot in Cambridgeshire City district to support effective partnership involvement in the management of OCGs. The new Cambridge City district OCG professionals group is chaired by the district lead responsible officer (LRO) and is attended by a wide range of partner organisations. The aim of the group is to:

- enhance information sharing;
- develop partnership interventions;
- identify and manage vulnerability concerns; and

- design a meaningful evaluation process.

This meeting feeds into the central intelligence bureau.

At force level there is a robust approach to OCG management, with monthly management meetings led by a senior officer in the central intelligence bureau. The meeting is well structured and focuses on setting and progressing clear objectives, and on ensuring effective liaison between respective LROs and senior investigating officers, routinely sharing learning and best practice.

Cambridgeshire Constabulary has produced an action plan for improving collaboration with its ROCU, but this lacks detail. The plan explicitly addresses all three areas included in HMIC's recommendations (minimising duplication, maximising use of specialist capabilities and prioritisation), but when reviewed in detail, it is clear that it focuses on minimising duplication at the expense of maximising force use of specialist capabilities.

The force understands the national policy on organised crime group disruption, but acknowledges that there is limited evaluation completed to determine whether there is sustained and positive impact on communities as a result of OCG disruption activity. It is reviewing its analytical capacity. However, overall the force has been effective in disrupting organised crime groups, including some involved in child sexual exploitation and human trafficking.

How effectively does the force prevent serious and organised crime?

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

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Cambridgeshire Constabulary is working well with local and national partner organisations and other forces in the region to prevent serious and organised crime. Last year we identified that there were no regular meetings taking place to ensure

partner agencies were sharing and exchanging intelligence on organised crime other than through the regional intelligence group and the tactical tasking and co-ordinating group meetings. However, this year we are pleased that the force has started to remedy this; it has introduced a pilot in Cambridgeshire City district with partner organisations in attendance.

Last year the force acknowledged that it needed to do more with partner organisations to prevent people being drawn into serious and organised crime. The force has supported a number of joint partnership projects aimed at reaching out to those at risk of being drawn into serious and organised crime – for example, the safer schools programme and the foreign national offender initiative in Peterborough district. It has made progress, but although some effective operations are taking place, such as the child sexual exploitation intelligence and preventative approach exemplified by Operation Makesafe, the force and partner organisations are still developing their approach locally through their new meeting arrangements.

Last year HMIC found that the force was making some use of serious crime prevention orders (SCPOs)³³ to manage offenders, but these were few in number and the force needed to ensure that it was taking every opportunity to use the powers available. This year we found an improvement: the force has 11 people managed using SCPOs, which is 38.1 orders per 100 OCGs. This is a much higher rate than the 15.6 for England and Wales as a whole. The force makes good use of additional orders to deal with OCG members. For example, in November 2015 a violent offender order (VOO) was issued at Cambridge Magistrates' Court against the principal subject of an OCG investigation, Operation Argyll. The order placed significant restrictions on his movements and activities, and he has been arrested for two subsequent breaches, one of them resulting in his arrest at a channel port, which prevented him from travelling to the European football championships.

The force has a wide range of communication tools. These have been used effectively to:

- advise the public about serious and organised crime;
- alert the public to the risks of becoming a victim of organised crime;
- provide public reassurance that the police are tackling such crimes; and
- send a message to organised crime groups that they will be targeted.

³³ A court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person, for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/415969/Fact_sheet_-_SCPOs_-_Act.pdf

For example, the serious and organised crime team briefs the force's communications team promptly about any new issue or emerging trend such as human trafficking or telephone fraud, so that they can quickly get information out to the public to warn them. This includes alert messages and use of watch schemes. The team has also received good coverage in media articles about the success that the police and partnerships have had in providing reassurance to the public.

Summary of findings



Good

Cambridgeshire Constabulary is good at identifying and tackling serious and organised crime. It is working well with local and national partner organisations and other forces in the region to prevent serious and organised crime. The force has a good understanding of the threat posed by serious and organised crime across Cambridgeshire and it is developing its analysis of serious and organised crime at district level. The force is part of an effective multi-agency response to serious and organised crime, including work to prevent people from becoming involved in it. It has access to an extensive range of specialist capabilities provided by the Eastern Region Special Operations Unit, to help it tackle serious and organised crime.

The force has a well co-ordinated and effective method for managing organised crime groups, as well as good processes to identify the activities of these criminal groups. It needs to do more to evaluate how effectively it has disrupted and dismantled serious and organised crime groups. It is doing some good work with schools to identify vulnerable young people who may be at risk of being drawn into serious and organised crime. The force is good at sharing success stories to reassure the public that it is tackling serious and organised crime effectively.

Areas for improvement

- The force should improve its understanding of the impact of its activity on serious and organised crime, and ensure that it learns from experience to maximise the force's disruptive effect on this activity.

How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)³⁴ specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

Cambridgeshire Constabulary has the necessary arrangements for ensuring that it can fulfil its national policing responsibilities. It has clear governance arrangements, which include a joint protective services board for the Cambridgeshire, Bedfordshire and Hertfordshire forces. Chief officers understand their responsibilities under the SPR and take responsibility for specific threats. The force has carried out high-level assessments of the national threats specified within the SPR.

The force conducts analysis on all the national threats at both force and regional level, and identifies and assesses vulnerabilities in a document called a problem profile. At force level, the profiles bring together intelligence and make sound assessments, although the force recognises that improved data from local partner agencies will improve its understanding of the threat, and it is currently addressing this.

Cambridgeshire Constabulary has good procedures for testing its own preparedness to respond to the national threats specified within the SPR. It regularly exercises and

³⁴ The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

tests its public order, firearms and civil emergencies response across the region and with partner organisations. As part of the local resilience forum, a community risk register for Cambridgeshire provides guidance on a range of potential risks and includes detailed local plans for responding to flooding and fuel shortages. The force has business continuity plans for critical areas, for example, the control room and police contact centre, so that 999 and 101 calls can be answered if there is a loss of power or IT systems, or if a pandemic prevents staff attending the workplace. The force tests its IT systems regularly, to ensure that they cannot be compromised and are resilient to a cyber attack.

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

Cambridgeshire Constabulary is well prepared to respond to an attack requiring an armed response. The force is part of a well-established collaboration with Hertfordshire Constabulary and Bedfordshire Police (the strategic alliance). Specialist firearms, roads policing and dog patrol officers and staff from these forces work together as part of the joint protective services (JPS). The three forces have developed a strategic threat and risk assessment that complies with College of Policing guidelines and the Home Office codes of practice. It uses all appropriate intelligence sources to assess threat and risk, and includes an assessment of iconic sights and crowded places, for example, Luton airport; it also includes sporting venues. It refers to the increase in threat levels and national plans to increase armed response vehicles. The assessment was last reviewed in January 2016 in the light of revised armed policing assumptions following the attacks in Paris in October 2015. There is an evidenced link between threats and the number of firearms officers and their capability. Although the strategic alliance is not part of the national firearms uplift programme, the force has decided to increase the number of authorised firearms officers to provide resilience and to support the national response. The JPS roads policing unit will provide the additional capability, and the training is already well under way.

The assessment actively addresses the threat of a contemporaneous MFTA at multiple sites. The strategic alliance tests its response to that threat and regularly conducts terrorist firearms exercises. Regular tabletop and live exercises involving the military and emergency services test the alliance's skills and interoperability. Although the initial firearms commanders in control rooms are confident in their response and know the requirements to support other forces in response to regional and national threats, more concise instructions and guidance would provide them with better support in a live event. The force also has a good awareness of when resources are required from outside the strategic alliance area and tests these arrangements.

Summary of findings

Ungraded

Cambridgeshire Constabulary has good plans to mobilise specialist resources in response to the SPR threats. It tests these plans on a regular basis and makes amendments to them in response to the lessons learned from such tests. The force is well prepared to respond to a firearms attack. It has recently reviewed its assessment of threat, risk and harm, which explicitly includes the threats posed by marauding terrorists at multiple sites. The force, together with its strategic alliance partners Bedfordshire Police and Hertfordshire Constabulary, is increasing its firearms capacity and capability and it is making good progress in doing so.

Areas for improvement

- The forces in the strategic alliance should ensure that:
 - question prompts for call takers are sufficient to support them in the event of a marauding terrorist firearms attack;
 - control room staff take part in local and regional exercises to test the control room response; and
 - control room inspectors have access to more concise instructions and memorandums.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency and legitimacy. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL effectiveness inspection will be used to direct the design of the next cycle of PEEL effectiveness assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess how forces keep people safe and reduce crime to ensure our findings are comparable year on year.

Annex A – About the data

The information presented in this report comes from a range of sources, including published data by the Home Office and Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMIC has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance:

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Data in the report

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

Survey of police staff

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample which means that results may not be representative of the population. The number of responses varied between 8 and 2,471 across forces. Therefore, we treated results with caution and used them for exploring further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 331 to 429 in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey will be shared on our website by summer 2017:

www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/

Review of crime files

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Force in numbers

A dash in this graphic indicates that a force was not able to supply HMIC with data.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 forces. In 2016, the questions contained a different breakdown of instances where the police were called to an incident compared to the 2015 data collection, so direct comparisons to the equivalent 2015 data are not advised.

Recorded crime and crime outcomes

These data are obtained from Home Office police-recorded crime and outcomes data tables for the 12 months to 30 June 2016 and are taken from the October 2016 Home Office data release, which is available from:

www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

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

Figures about police-recorded crime should be treated with care, as recent increases are likely to have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

For crime outcomes, Dorset Police has been excluded from the England and Wales figure. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in Spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Other notable points to consider when interpreting outcome data are listed below and also apply to figure 4.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf
- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.
- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.
- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from:

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

All police forces record incidents of anti-social behaviour reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Incidents are recorded under NSIR in accordance with the same 'victim focused' approach that applies for recorded crime, although these figures are not subject to the same level of quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with anti-social behaviour incidents (for example, local authorities and social landlords); incidents reported to these agencies will not generally be included in police figures.

When viewing this data the user should be aware of the following:

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for

Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.
- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

Domestic abuse

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.

Further information about the domestic abuse statistics and recent releases are available from:

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

These data were collected directly from all 43 forces. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on

1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

Victim satisfaction

Forces were required by the Home Office to conduct satisfaction surveys with specific victim groups. Force victim satisfaction surveys are structured around principal questions exploring satisfaction responses across four stages of interactions:

- initial contact;
- actions;
- follow-up;
- treatment plus the whole experience.

The data used in this report use the results to the question relating to the victim's whole experience, which specifically asks, "Taking the whole experience into account, are you satisfied, dissatisfied, or neither with the service provided by the police in this case?"

The England and Wales average is calculated based on the average of the rates of satisfaction in all 43 forces.

Figures throughout the report

Figure 1: Police-recorded crime rates (per 1,000 population) for the five year period to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 2: Police-recorded crime rates (per 1,000 population) for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015

Please see 'Anti-social behaviour' above.

Figure 4: Proportion of outcomes assigned to offences recorded, in 12 months to 30 June 2016, by outcome type

Please see 'Recorded Crime and Crime Outcomes' above.

The outcome number has been provided to improve usability across multiple publications and is in line with Home Office categorisation.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

This methodology is not comparable with figure 8, so direct comparisons should not be made between the two tables.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force

Please see 'Recorded Crime and Crime Outcomes' above.

In addition, it is important to understand that the percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences. The category of evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 6: Percentage of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

The number of offences identified with a vulnerable victim in a force is dependent on the force's definition of vulnerability.

City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for the number of recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

When viewing this data the user should be aware of the following:

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 30 June 2016 due to transferring to a different crime management system. Its previous system did not record vulnerability. Therefore, these are the most reliable data it can provide.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016

Please see 'Domestic abuse' above.

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the user should be aware of the following:

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.
- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences

Please see 'Domestic Abuse' above.

Dorset Police is excluded from our data for the reasons described under 'Recorded Crime and Crime Outcomes' above.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it

moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse:

"Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality."

In figure 8, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 8.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 10: Active organised crime groups by predominant crime type, as at 1 July 2016

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.