PEEL: Police effectiveness 2016

An inspection of Cumbria Constabulary

Contents

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 Cumbria 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/cumbria/).

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[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

Cumbria Constabulary	England and Wales
198	240

Crime (excluding fraud)

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

Cumbria Constabulary	England and Wales
52	68

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

Cumbria Constabulary	England and Wales
+0.2%	+7.8%

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

Cumbria Constabulary	England and Wales
-2.6%	-3.4%

Crime outcomes*

Charged/summonsed

Cumbria Constabulary	England and Wales
17.8%	12.1%

Evidential difficulties: suspect identified but victim does not support action

Cumbria Constabulary	England and Wales
11.1%	10.6%

Investigation completed but no suspect identified

Cumbria Constabulary	England and Wales
35.3%	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

Cumbria Constabulary	England and Wales
28	31

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

Cumbria Constabulary	England and Wales
41	34

Domestic abuse

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

Cumbria Constabulary	England and Wales
14	16

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

Cumbria Constabulary	England and Wales
11.8%	11.1%

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

Cumbria Constabulary	England and Wales
12.8%	10.0%

Organised crime groups

Organised crime groups per million population as at 1 July 2016

Cumbria Constabulary	England and Wales
70	46

Victim satisfaction rate

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

Cumbria Constabulary	England and Wales
89.5%	83.3%

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 judgment[2]

● ● ● ○   **Good**

Cumbria Constabulary is good at keeping people safe and reducing crime. The constabulary has an effective approach to preventing crime and anti-social behaviour and tackling serious and organised crime. It has good arrangements in place to protect victims and to investigate crime effectively, but needs to improve the way it supports vulnerable people. Our overall judgment this year has changed from last year, when we judged the constabulary to be requires improvement in respect of effectiveness.

Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?	● ● ● ○	**Good**
How effective is the force at investigating crime and reducing re-offending?	● ● ● ○	**Good**
How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	● ● ○ ○	**Requires improvement**
How effective is the force at tackling serious and organised crime?	● ● ● ○	**Good**
How effective are the force's specialist capabilities?		**Ungraded**

Cumbria Constabulary is effective at preventing crime, tackling anti-social behaviour and keeping people safe. It has a good understanding of the threat and risk of harm to its communities. Dedicated problem-solvers provide a sustained community presence. The constabulary has made some use of anti-social behaviour powers and is expanding its understanding of the legislation.

The constabulary is effective at investigating crime and reducing re-offending. It has made significant efforts to improve the standard of its initial response to cases, their investigation and the completion of case papers. Officers and staff are well aware of

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

their responsibilities under the Code of Practice for Victims of Crime.[3] There is still room for improvement, however, in the way that some investigations are supervised.

Since HMIC's 2015 effectiveness report, the constabulary has made good progress in introducing arrangements with other organisations to reduce offending and monitor offenders. However, it needs to do more to ensure that it checks the previous criminal history of foreign national offenders who have been detained in police custody.

The constabulary has made progress at protecting those who are vulnerable from harm and supporting victims although it is not consistently identifying vulnerability and providing effective safeguarding. The constabulary is not using all available intelligence systems to determine the levels of risk to vulnerable people. The overall standard of the risk-assessments submitted by officers is acceptable, but could be improved.

The constabulary is effective at tackling serious and organised crime. It has responded to HMIC's 2015 effectiveness report, and good oversight and management arrangements are now in place for the most serious organised crime groups. However, less harmful groups are not disrupted as effectively.

The constabulary has the necessary arrangements in place to ensure that it can fulfil its obligations under the *Strategic Policing Requirement*.

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[3] *Code of Practice for Victims of Crime,* Ministry of Justice, 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf.

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 Cumbria?

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 2.6 percent in Cumbria compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 2.7 percent in Cumbria, 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 Cumbria, for the five-year period to 30 June 2016
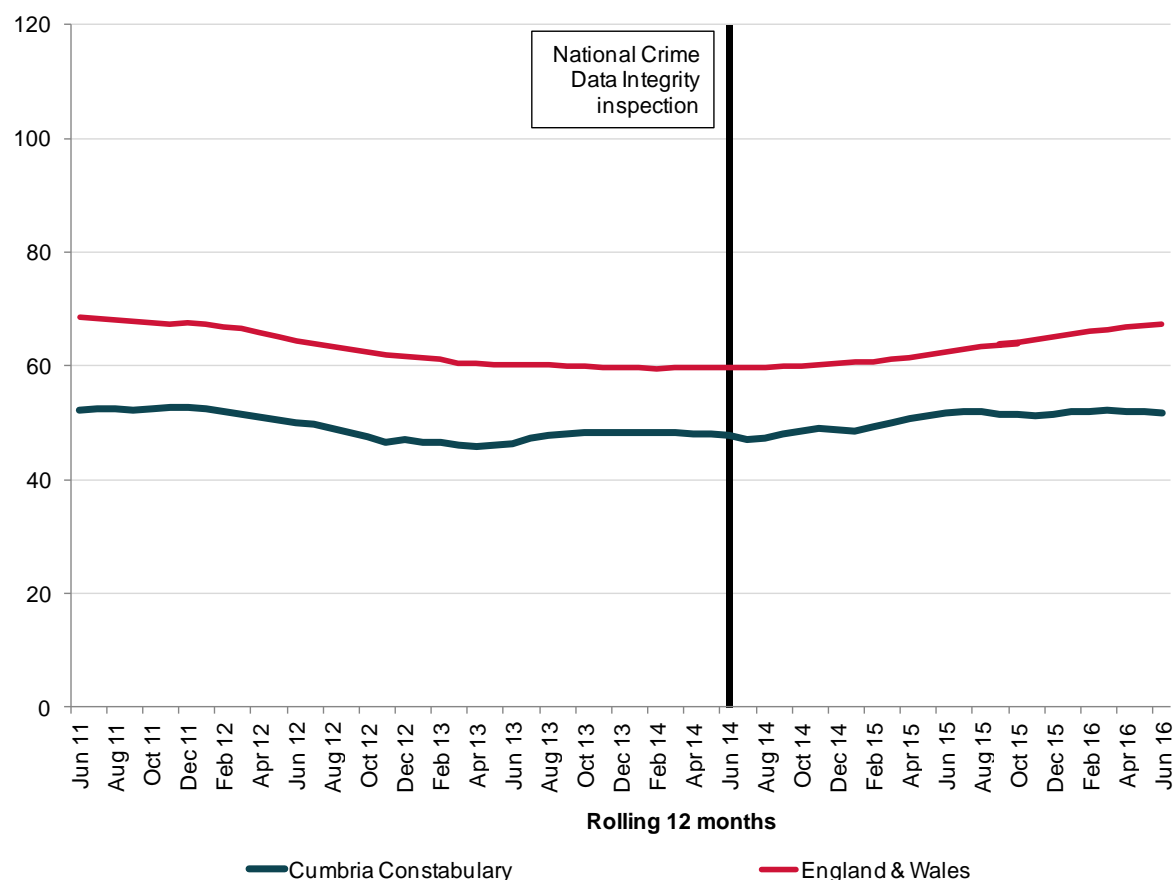
Source: Home Office data
For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Cumbria increased by 0.2 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 Cumbria 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 Cumbria, for the 12 months to 30 June 2016

Rates per 1,000 population	Cumbria Constabulary	England and Wales
Recorded crime (excluding fraud)	51.7	68.2
Victim-based crime	45.3	60.4
Sexual offences	1.8	1.9
Assault with injury	6.6	7.0
Burglary in a dwelling*	3.4	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
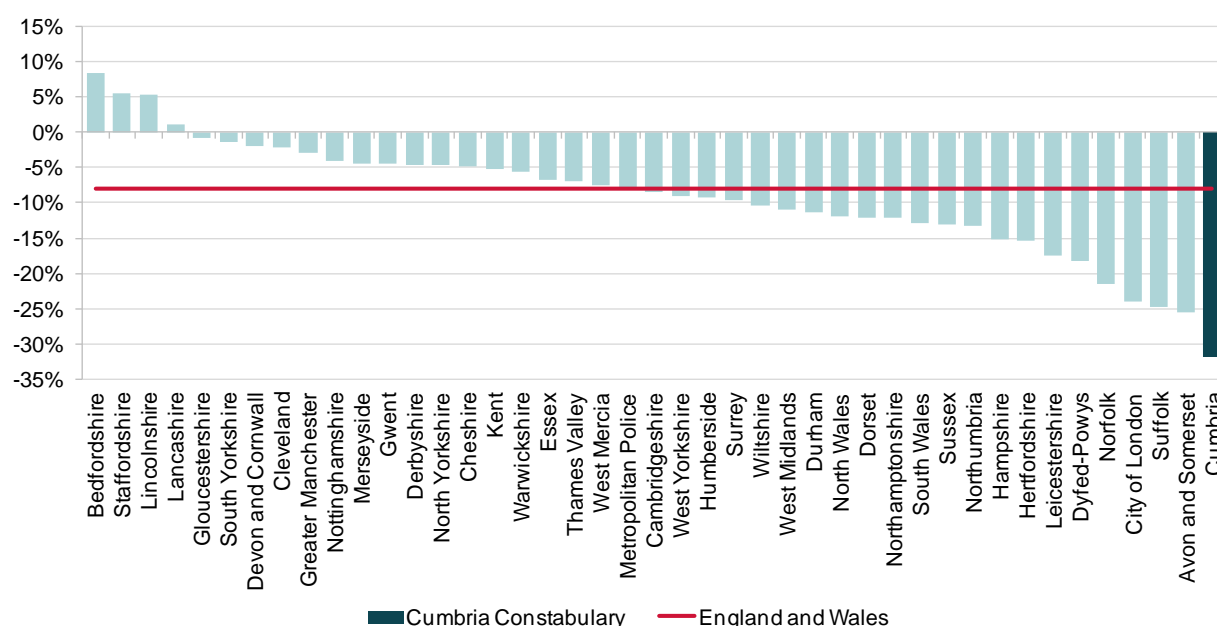
Source: Home Office data
For further information about these data, please see annex A

In the 12 months to 31 March 2016, Cumbria Constabulary recorded 28 incidents of anti-social behaviour per 1,000 population. This is 32 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. The constabulary attributes this impressive reduction in anti-social behaviour to a number of the methods which are described in the next section of this report. A strong focus on local problem-solving with dedicated roles on neighbourhood teams and early intervention for first-time offenders were considered to be particularly effective.

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 Cumbria Constabulary understand the risk posed to its communities?

Cumbria Constabulary understands the threat and risk of harm to the communities it serves. It uses a broad range of intelligence and undertakes information-gathering activities. The constabulary's command and control system contains a large amount of information related to previous calls to locations around the county. Intelligence on criminal activity is gained from the community, via social media and through the constabulary's own methods, such as targeted and directed patrolling. Some intelligence is shared with and obtained from the local council and the other organisations which work with the constabulary on various community problem-solving projects. All of the information from various sources is collated and assessed as part of a strategic threat and risk assessment, and this informs the constabulary's priorities in providing police services. In this way, the constabulary builds a good understanding of the threat, risk and harm facing local people.

It is important, however, that the groundwork on which these good results are based is maintained. In 2015, in response to the spending review, the constabulary reconsidered how to provide neighbourhood policing across the county. Its intention was to ensure that the strong ethos of local community policing across Cumbria

Constabulary was maintained, while enabling it to respond effectively to emergency calls from the public.

As a result of its review, Cumbria Constabulary introduced a revised policing model which merged the previously separate teams of response and neighbourhood police officers into neighbourhood policing teams (NPTs). Each NPT is managed by a police inspector who has a geographical area of responsibility (GAR), manages the operational response to developing incidents each day, and develops an approach to community policing.

This approach requires the NPT to provide a response to emergency calls for service, to investigate cases and to carry out longer-term community policing to resolve entrenched community problems (such as recurring anti-social behaviour). The NPT includes a community engagement team, with dedicated staff, police officers and PCSOs, to work on community issues and problem-solving.

Those NPT police officers not in problem-solving roles reported that their time was almost exclusively taken up with responding to calls for service, with very little time available to support their problem-solving colleagues working in traditional neighbourhood policing activities. They had a crime investigation workload to manage in addition to the daily requirement to respond to calls, and frequently drew on support from PCSOs to assist them with their investigations by carrying out specific tasks. As part of their ordinary foot patrols, PCSOs carry out house-to-house enquiries, collect CCTV evidence and conduct searches. Currently, each NPT has only a limited number of PCSOs. One consequence of providing this additional investigative support to colleagues is a reduction in the time spent on tackling other longer-term community problems.

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. This survey was voluntary so results were explored further during fieldwork rather than being used singularly to assess force performance. In Cumbria, 105 officers and staff responded to our survey. In HMIC's survey of staff, PCSOs also reported spending some of their time responding to incidents. The constabulary does not have a redeployment policy, and both officers and PCSOs reported being redeployed from their main functions.

As the new model becomes a more routine part of the constabulary's structure, Cumbria Constabulary therefore needs to be aware of the possibility that problem-solving, and work to gain a detailed understanding of individual communities might get squeezed out. HMIC is encouraged that the police and crime commissioner in Cumbria has made funding available to increase the number of PCSOs by ten in 2017. This should go some way to reducing the pressure on problem-solving work.

How does Cumbria Constabulary engage with the public?

The constabulary has effective arrangements in place to work with local communities to understand their policing priorities. Across Cumbria Constabulary, there is good local engagement with the public through established lines of communication. Members of the public are able to contact their local NPT online and at regularly held 'police desks' (a drop-in service for giving crime prevention advice and talking to residents about their area), and PACT (police and community together) meetings across the county. In this way, members of the public can discuss their priorities and gain information on how the constabulary is addressing their concerns.

HMIC commissioned Ipsos MORI[4] to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been an increase in public satisfaction with Cumbria Constabulary. Some 401 people were interviewed and 57 percent were very or fairly satisfied with local policing in their area. This is a 7 percent increase on 2015.

The constabulary's work with other organisations is strongest at a local level. Good arrangements and co-operation are in place between the various public service organisations to share resources to achieve better, more sustainable outcomes for local people. Many of these organisations, such as local councils and social housing providers, work closely with the police to advise them of emerging problems. This information can be about the concerns of new communities (for example, from eastern Europe) or about a previously unreported increase in crime (such as graffiti on housing estates). Often, this information comes to those other organisations from sections of the community who are reluctant to speak to the police in the first instance. Taken together with other information, this intelligence allows the constabulary to retain a good overview of local community problems and to form a rounded view of how its resources should be used.

In HMIC's 2015 effectiveness report, we assessed Cumbria Constabulary to be good at preventing crime and tackling anti-social behaviour, which included engaging with the public. As explained above, the constabulary was – and remains – challenged, by the scale of the resources it can dedicate to community policing, because of the demand placed on frontline staff to respond to calls for service. Our inspection in 2016 identified that, through its problem-solvers on NPTs, the constabulary shows a continuing commitment to good community engagement and working with other organisations locally. Crime and anti-social behaviour rates are comparatively low in Cumbria: an important consideration for the constabulary will be to balance an effective response to emergency calls for service with a capability to provide longer-term community policing and engagement.

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[4] See annex A for more detail.

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 constabulary and other local organisations at all levels consistently use a structured model of problem solving known as SARA.[5] In each NPT, designated police officers and PCSOs work as problem-solvers, rather than having a core role of responding to emergency calls. They work with other organisations and provide a sustained community police presence. The main duty of the problem-solving teams is to work closely with local people to understand their concerns. They are then expected to work out an appropriate response, working jointly with public service and other organisations.

However, because the constabulary does not have a redeployment policy, officers can be deployed from any role and from anywhere across the county to deal with incidents. Those who have a main problem-solving role are abstracted more frequently than neighbourhood officers who have the main role of responding to emergency calls and other day-to-day operational duties.

The constabulary's chief officers recognise that, although the constabulary's internal data indicates that there has been a 14 percent reduction in police deployments to calls in Cumbria since October 2015, incidents are becoming more complex than they used to be, because they involve the need to safeguard and support vulnerable people, and consequently they take more time to resolve. This has substantially restricted the ability of NPT officers responsible for responding and investigating to provide regular, meaningful support to problem-solving colleagues on longer-term, neighbourhood community concerns. The restructuring following the 2015 review that we referred to above included the transfer of officers to control room duties in order to resolve more incidents at the point of contact and thus free up time to support and safeguard vulnerable people. This approach appears to be working, but the constabulary needs to keep in mind the overall aim of the restructuring.

We found that, generally, problem solvers had not received meaningful recent training on collaborative problem-solving. Occasionally, those in NPTs are able to

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[5] SARA stands for scanning, analysis, response and assess. The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

take part in joint training events hosted by organisations such as the council or local social housing associations. An example of this is the flood training offered by Allerdale Council, supported by the Cumbria Fire and Rescue Service and the local NHS. In the main, recent training for problem-solvers consisted of learning 'on the job' from more experienced colleagues. However, as progress in solving particular problems is regularly reviewed by supervisors, we found that this has not prevented appropriate solutions to local problems from being identified.

The constabulary has systems in place to record problem-solving plans but, until recently, these plans had not been recorded consistently on constabulary information technology (IT) systems. Plans are recorded in different formats across different platforms and only in October 2016 did the constabulary issue more specific guidance on how problem-solving plans would be managed.

The constabulary is now adopting a more structured and consistent problem-solving approach to enable it to tackle crime and anti-social behaviour. It is introducing a problem-solving template based on its 'Big 6 improvement plan', which was launched in April 2016.[6] It has also introduced the 'Big 6 plan on a page', which highlights the six priorities for its workforce. The constabulary is working to ensure that all its people work to the same structured approach.

The constabulary has specialist police staff able to support problem-solving. Crime prevention officers work in each division and are able to carry out safety surveys and give advice on personal security to vulnerable victims. Each crime prevention officer can advise problem-solvers on various safety options and the different funding streams available to support victims of domestic abuse and anti-social behaviour. In a similar way, experienced investigators in the public protection unit (PPU) are frequently asked to offer guidance on multi-agency risk evaluation case meetings for vulnerable victims. These more experienced staff are able to suggest how people in crisis may be better supported and can refer others to specific professionals or organisations for assistance. There is also contact with other public sector organisations, which have a vested interest in understanding the factors that increase demand on all public services and ensuring they are tackled effectively. Through this approach, the constabulary ensures that local people get the support they need from the most appropriate organisation.

Problem solvers on NPTs are also involved in safeguarding vulnerable people. We found that neighbourhood problem-solvers are frequently engaged in a broad range of safeguarding and youth diversionary activities. These will often be undertaken in collaboration with other public services and voluntary organisations, and include: prevent and deter meetings for young people on the edge of criminality; early help –

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[6] The Big 6 priorities are: engage with communities and work with partners; prevent crime, road casualties and anti-social behaviour; manage calls for service; manage offenders; protect vulnerable people and communities; and investigate crime and bring offenders to justice.

a meeting for families identified as having children who are at risk of being on the child protection register; and multi-agency risk-evaluation meetings, to discuss people requiring mental health support, who are in crisis within the community. NPTs can refer vulnerable people to these meetings so that they can get the help they need.

Problem-solving teams have also undertaken significant work on raising the profile of and risks around child sexual exploitation. This involves presentations to children in schools, visits to children's homes, and provision of support to carers. For domestic abuse victims, problem solvers conduct welfare checks to ensure that victims continue to feel supported by the police. However, problem-solvers felt that, because of their limited numbers, their capacity to meet growing demand in this area is limited. They would like to see a more preventative approach to protecting vulnerable people, but felt this could not be achieved because of the current demand for their services.

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

The constabulary has effective arrangements for preventing crime and anti-social behaviour. These are based on a good understanding of the priorities of local people and an established framework for working productively with local organisations to resolve problems at the earliest opportunity, using shared resources. NPTs initially consider any community problems they identify and then discuss them at local multi-agency meetings, as well as in other forums, such as parish councils. Progress is jointly monitored and assessed, with all organisations contributing to finding an appropriate solution.

On each division, there is a daily management meeting, at which the most significant problems facing the constabulary are discussed. We observed meetings and were able to see that they concentrated on tackling crime and anti-social behaviour. We could see that different problem-solving options and preventative tactics are considered and were evident in task assignment and briefing processes. At each meeting, there is an emphasis on ensuring that any outstanding actions are followed up, with each being reviewed the following day to verify that they have been completed. These meetings are chaired by divisional superintendents and concentrate on protecting vulnerable people and ensuring that police resources are appropriately applied to risk areas. Because these meetings are held consistently, the constabulary is able to understand which tactics for reducing crime and anti-social behaviour have been effective. It can then ensure that it takes appropriate action, based on that learning, to address current neighbourhood issues and crime trends.

In the 12 months to 30 June 2016, the constabulary has issued a high number of criminal behaviour orders per one million population[7] to manage offenders but in the same period has not issued any civil injunctions or community protection notices. However, the constabulary has been to another police force to learn more about how these orders can be used effectively, and training has been provided recently for the workforce about the use of these powers. As a result, the constabulary expects these powers to be more widely used in the coming months.

Anti-social behaviour legislation is used appropriately in specific circumstances. We found evidence of good working with a local council to remove a family, whose members were persistently committing anti-social behaviour, from the tenancy of their council house. The police and local council jointly gathered sufficient evidence to support a court order, which led to the family being evicted. This is an example of how the constabulary has used available legislation to tackle anti-social behaviour and deal with offenders.

Officers understand how to respond positively to victims of anti-social behaviour across Cumbria. All frontline officers have been trained in applying an anti-social behaviour risk-assessment in order to accurately evaluate the levels of risk to victims which result from the anti-social behaviour of others. We found that all anti-social behaviour incidents brought to the constabulary's attention were being risk-assessed and graded to determine the most appropriate level of police response. The most serious cases were referred immediately to the constabulary's safeguarding hub for action and would be discussed at the monthly meeting on protecting vulnerable people. Cases assessed as carrying lower levels of risk would be managed within the local NPT. Some more bespoke anti-social behaviour training has been given to staff in specialised roles. For example, anti-social behaviour in rural areas can include wildlife offences, and wildlife training courses raise awareness of anti-social behaviour legislation and offences like these. There are also opportunities for officers working in problem-solving units to become accredited in licensing laws by attending a constabulary-led licensing legislation course.

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

In HMIC's 2015 effectiveness report, we suggested areas for improvement in how the constabulary developed and structured its problem-solving approach. We were pleased to see that the constabulary had recently introduced a new crime prevention strategy and had begun to draw on new ideas and share more effective practices about problem-solving. The College of Policing's What Works site is now available on the constabulary intranet, and the NPTs are able to contribute ideas by submitting suggestions to the constabulary's community inspector, based at police headquarters. We look forward to seeing how the introduction of a 'what works'

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[7] 62.2 per million population, well above the England and Wales rate of 25.9 per million population.

approach provides a new framework to decide how problems should be tackled, and how the benefits of this more preventative approach are realised by the constabulary over the coming months.

The constabulary is committed to developing new ways to prevent crime, although this work is at an early stage. A new constabulary-wide crime prevention plan was devised in April 2016. Each of the local superintendents has a specific responsibility for one of the Big 6, and crime prevention is to become an important element of the approach to addressing each priority. There is renewed expectation that problem-solving and crime prevention should be more central than has been the case previously. The new crime prevention plan has been adopted as part of the 'Big 6 plan on a page' and, at the time of our inspection, had just been circulated across the constabulary to raise awareness of the revised approach and to obtain feedback on how it might be best implemented. The plan also provides useful links to different websites and the constabulary intranet for crime prevention advice, to problem-solving action plans and repositories of good ideas, to the constabulary crime prevention action plan, to the 'what works' repository, and the College of Policing's What Works centre for crime reduction. The plan was due to be ratified in October 2016. To build on the improved understanding of effective practice, the intention is to review the plan every six months, and a problem solving conference is to be held by the constabulary in January 2017. This will showcase effective crime prevention practices from outside the constabulary and highlight proven examples of problem-solving undertaken by constabulary staff to reduce crime and anti-social behaviour.

Summary of findings

● ● ● ○ **Good**

Cumbria Constabulary is effective at preventing crime, tackling anti-social behaviour and keeping people safe. Recorded crime and anti-social behaviour in Cumbria are both lower than the England and Wales rate.

The constabulary has a good understanding of the threat and risk of harm to the communities it serves through a broad range of intelligence and information-gathering arrangements. Dedicated problem-solvers working within neighbourhood policing teams provide a sustained community police presence. Community problems identified by these teams are discussed with other organisations at a range of meetings to determine further joint action.

The problem-solving approach has recently been refined and there are specialists able to support problem solving on each division. The constabulary has made some use of anti-social behaviour powers and is expanding its understanding of legislation in this area. It has a new crime prevention plan. Specialist officers are able to provide crime prevention advice to victims and to colleagues managing investigations.

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/khat[8] 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

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[8] 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 Cumbria Constabulary, in 12 months to 30 June 2016, by outcome type[9,10]

Outcome number	Outcome type / group	Cumbria Constabulary	England and Wales
1	**Charged/Summonsed**	**17.8**	**12.1**
4	**Taken into consideration**	**0.1**	**0.2**
	Out-of-court (formal)	**4.1**	**3.2**
2	Caution - youths	0.4	0.4
3	Caution - adults	3.2	2.3
6	Penalty Notices for Disorder	0.5	0.6
	Out-of-court (informal)	**4.6**	**3.6**
7	Cannabis/Khat warning	0.7	0.9
8	Community Resolution	3.9	2.8
*	**Prosecution prevented or not in the public interest**	**1.4**	**1.8**
	Evidential difficulties (victim supports police action)		
15	Suspect identified	10.4	8.3
	Evidential difficulties (victim does not support police action)	**14.6**	**13.8**
16	Suspect identified	11.1	10.6
14	Suspect not identified	3.5	3.2
18	**Investigation complete – no suspect identified**	**35.3**	**47.4**
20	**Action undertaken by another body / agency**	**0.2**	**0.6**
21	**Further investigation to support formal action not in the public interest**	**0.0**	**0.1**
	Total offences assigned an outcome	**88.4**	**91.3**
	Not yet assigned an outcome	**11.6**	**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

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[9] 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.

[10] '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, Cumbria Constabulary's use of outcomes 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. There are some areas where Cumbria performs particularly well. The constabulary places significant emphasis on using out-of-court disposals (such as restorative justice and conditional cautions) in order to prevent first-time offenders from becoming involved in the criminal justice system. These rely on a degree of acceptance, contrition and reflection on the part of the offender, together with an agreement on their part not to commit further offences in future. The constabulary is confident that it is considering the most appropriate outcome in each case for both victims and offenders to reduce crime and anti-social behaviour.

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

Cumbria Constabulary's initial investigative response is good. It gathers evidence effectively at first contact with the victim and allocates resources appropriately for an initial investigation. In 2015, the constabulary posted 50 police officers to its communications centre (which includes its control room) to improve its initial response to calls. This was aimed at ensuring improved early assessment, and to help it to use its limited resources more effectively. The people who work in the communications centre interview callers to determine the level of immediate threat, harm and risk[11] to each caller before considering deployment. If there is no immediate reason to send an officer or PCSO, communications centre officers will have an extended discussion with each caller to obtain full details of the

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[11] Calls to the Cumbria Constabulary communications centre are risk assessed using a 'Thrive' assessment model to inform deployment considerations. Initially, the communications centre will assess and determine a level of threat, harm and risk to any person, before asking questions in relation to lines of enquiry for any investigation. Finally, those in the communications centre will discuss further engagement and continued contact by the police or other service with the caller to ensure each caller's needs are fully met.

circumstances and will provide appropriate information and advice. Communications centre officers have immediate access to question sets on the constabulary's command and control system which remind them of the specific information that is required in different situations. This provides additional support so that they can give guidance to callers on the preservation of forensic evidence, crime prevention and immediate safeguarding action. The constabulary deals with 14 percent of calls over the telephone or in station. This is lower than police forces in England and Wales, which deal with 27 percent of calls in this way.

Crimes considered and resolved by telephone are dealt with appropriately. We reviewed a small number[12] of incidents where a victim had called to report a crime but the constabulary had not sent officers to the scene. We found in each case that experienced police officers in the communications centre had correctly assessed the incident and a telephone resolution was appropriate for the crime which had been alleged. During each call, the caller was asked about possible lines of enquiry before a decision was taken to deal with the incident over the telephone. In a similar way, communications centre officers assessed the circumstances of reported digital crime to determine whether investigators within the constabulary should manage each case, or whether the caller should be referred to Action Fraud (the United Kingdom's national reporting centre for fraud and cyber-crime).

The constabulary has a network of CCTV cameras under its direct control throughout the county, which provide good-quality real-time images to staff working in the communications centre. However, this facility is not used to best effect to inform decisions about whether to send a police officer or PCSO and secure video-recorded evidence to support the effective investigation of crime. A dedicated CCTV monitoring unit works within the communications centre monitoring the 53 cameras across the county. The four members of staff should provide round-the-clock monitoring of the camera network. However, any gaps in the duty rota because of leave, sickness or other absences mean that for some periods there is no-one monitoring the network of cameras. Although other communications room staff have access to the CCTV network, it is not used consistently if members of the monitoring team are not there, because call handling staff are concentrating on responding to calls to the constabulary and do not have time to monitor the CCTV network.

How well do response officers investigate?

The constabulary responds well when attending crime scenes. Officers attending reports of a crime are able to undertake all the necessary enquiries within an appropriate timescale. Currently, officers have the time to investigate allegations of crime properly following their initial deployment, and we found that initial investigations were generally conducted well.

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[12] We reviewed five incidents in a pre-inspection visit to the control room. This included looking at incident logs.

Any officers who are not able to complete all the necessary enquiries, for example, because they could not speak to witnesses at the time or collect CCTV as premises were shut, can call on the support of local PCSOs to assist in follow-up enquiries such as call-backs to potential witnesses or collection of CCTV evidence. We found that the communications room emphasises resolving cases appropriately after all reasonable enquiries have been properly recorded and this was demonstrated in our review of incidents.

However, officers felt that, increasingly, the call management staff put pressure on them to deal with incidents more quickly and move on to the next call in the queue. In addition, supervisors of the control room and of frontline staff are not monitoring cases effectively enough to make sure that officers are dealing with them appropriately. Officers felt that, as their numbers decrease and they now attend incidents that are more complex and difficult to resolve, they are unable to spend as much time at crime scenes carrying out initial investigations as they had done in the past.

The constabulary is effective at assessing crime and allocating cases for subsequent investigation. 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. Because of 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 have used these alongside other evidence which we have gathered. The file review indicates that in the vast majority of cases the constabulary has an effective process which ensures that crimes are properly assessed and allocated to the appropriate teams with the investigative capability necessary to undertake the investigations. The crime management unit initially assesses all crime recording to ensure it meets minimum quality standards. Thereafter, cases are assigned to appropriately skilled investigators, with the more serious criminal offences being dealt with by the criminal investigation department (CID) or the PPU. We were reassured to see that PCSOs were not being allocated their own crimes to investigate. Some NPT staff investigate burglaries and some sexual offences, but they are able to draw on the support of more experienced officers as necessary.

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 constabulary has made significant efforts to improve the standards of its initial response, investigation and paperwork through its Quality Counts campaign.[13] NPT sergeants carry out quality-assurance on the initial actions taken by officers and the quality of the arrest and investigation files that were to be re-allocated to officers coming on duty later or to CID officers. Any which failed to meet the required standard were returned to the original officer for corrections. All officers were aware that their work in providing a good initial service to victims and completing documentation to a high standard thereafter was scrutinised. As a last resort, each division has a daily management meeting at which crimes can be discussed and allocated, and any shortcomings in the initial response can be identified there and rectified. The initial response to crime investigations is quality-assured by supervisors to ensure the response has been appropriate in each case.

The constabulary investigates crime well, but there is still room for improvement in the way that some investigations are supervised. Our review of 60 crime investigations conducted by the constabulary showed that, overall, the vast majority of those cases had the appropriate team leading the investigation. This indicates that the constabulary has an effective process which ensures that crimes are assessed and allocated to the appropriate teams with the investigative capability necessary to undertake the investigations. The supervision of investigations, however, is an area of concern. We did not find consistent evidence of effective supervision during the initial investigation and many cases showed no effective supervision of handovers. This indicates a lack of a structured supervision process for the initial stages of an investigation, and a significant reduction in supervision when investigations are passed between investigators and teams.

In HMIC's 2015 effectiveness report, we highlighted a concern that the investigation of less complex crimes was not as assured as the investigations into more complex crimes. This year, our audit provided evidence that investigations in Cumbria are generally carried out well. However, the constabulary can still do more to ensure that all investigations are effectively monitored and directed by supervisors.

The constabulary has good arrangements in place to draw on experienced and specialist support to manage the most serious investigations. Adequate investigative capacity is in place to provide a good service, with an on-call daily list of senior officers who can respond across a number of different roles. These officers are on

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[13] Quality Counts is the constabulary's quality assurance campaign on specific areas for service improvement.

standby and can be contacted to attend scenes and take control of incidents. The call out of specialist staff is based on the decision of a senior investigation officer through the control room, and there are sufficient staff to be mobilised as necessary.

Support to investigations

The constabulary has good investigative support arrangements across the county. In addition to a well-developed CCTV infrastructure, the constabulary has an automatic number plate recognition capability which is developing and provides good coverage of the county's road network to inform investigations. Support for digital investigations has improved significantly. The constabulary has facilities in each division for officers to download digital evidence, and there are 50 staff trained to recover evidence in this way. New arrangements are in place at the constabulary's digital media investigation unit (DMIU) to triage new exhibits which have come into the possession of the police and which need examining. Over the last 12 months, the constabulary has invested in this unit to reduce the timescales for the examination of digital devices. At the time of our inspection, ten devices awaited examination, with the oldest item only having come into the possession of the police within the last three months. This is a significant improvement on the backlog in the DMIU 12 months ago, when there were over 40 devices awaiting examination, some having been in the possession of the police for up to 12 months.

The constabulary is able to use crime scene investigators (CSI) to secure physical evidence left at crime scenes, to support investigations. The policy for CSI attendance is appropriate and predicated on the possibility that forensic evidence might be present at a crime scene. In every case, a prior assessment of the crime scene is required before the use of a CSI is considered. This is to ensure that CSIs go to forensically viable scenes and are used appropriately and productively.

Fraud and cyber-enabled crimes are increasing and becoming more complex. We consider that the constabulary's capacity and current arrangements, both internally and with other enforcement organisations, may not be sufficient to respond effectively. The constabulary has one designated fraud officer within its DMIU to investigate more complicated allegations of fraud and cyber-crime. At the time of our inspection, the remit and current workload of this officer was extensive, with a wide range of responsibilities. The officer is able to support colleagues by preparing investigation plans for them when they are allocated fraud offences to investigate. The officer retains oversight of all allegations of fraud and cyber-crime reported to the constabulary and is able to discuss and refer cases to the national crime agency or regional organised crime unit (ROCU) as appropriate. Although the officer is able to manage at the moment, the constabulary should review arrangements to determine whether the existing processes will allow demand in this area to be properly managed in future. In the existing arrangement, the constabulary deals with cyber offences or refers them to the ROCU. However, this arrangement is in place only during office hours. Outside these hours, there are no on-call arrangements in

either organisation for dealing with cyber-crimes such as a 'deliberate denial of service' attack.[14]

Those working in the PPU are developing an understanding of the risk to investigators posed by digital crime communications and images. They provide prevention advice to victims and to NPT colleagues managing these new types of investigations. PPU officers and staff are increasingly investigating crimes which involve digital or online evidence. They liaise regularly with the digital media investigation team, and all the detectives working in the PPU have received additional training in carrying out online investigations. Before trials, these officers can also advise colleagues on the appropriate use of social media to ensure that prosecutions are not jeopardised because of inappropriate disclosures to the public.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties, 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.[15]

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[14] In computing, a denial of service attack is a cyber-attack in which the perpetrator seeks to make a machine or network resource unavailable to its intended users by temporarily or indefinitely disrupting the services of the host.

[15] 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
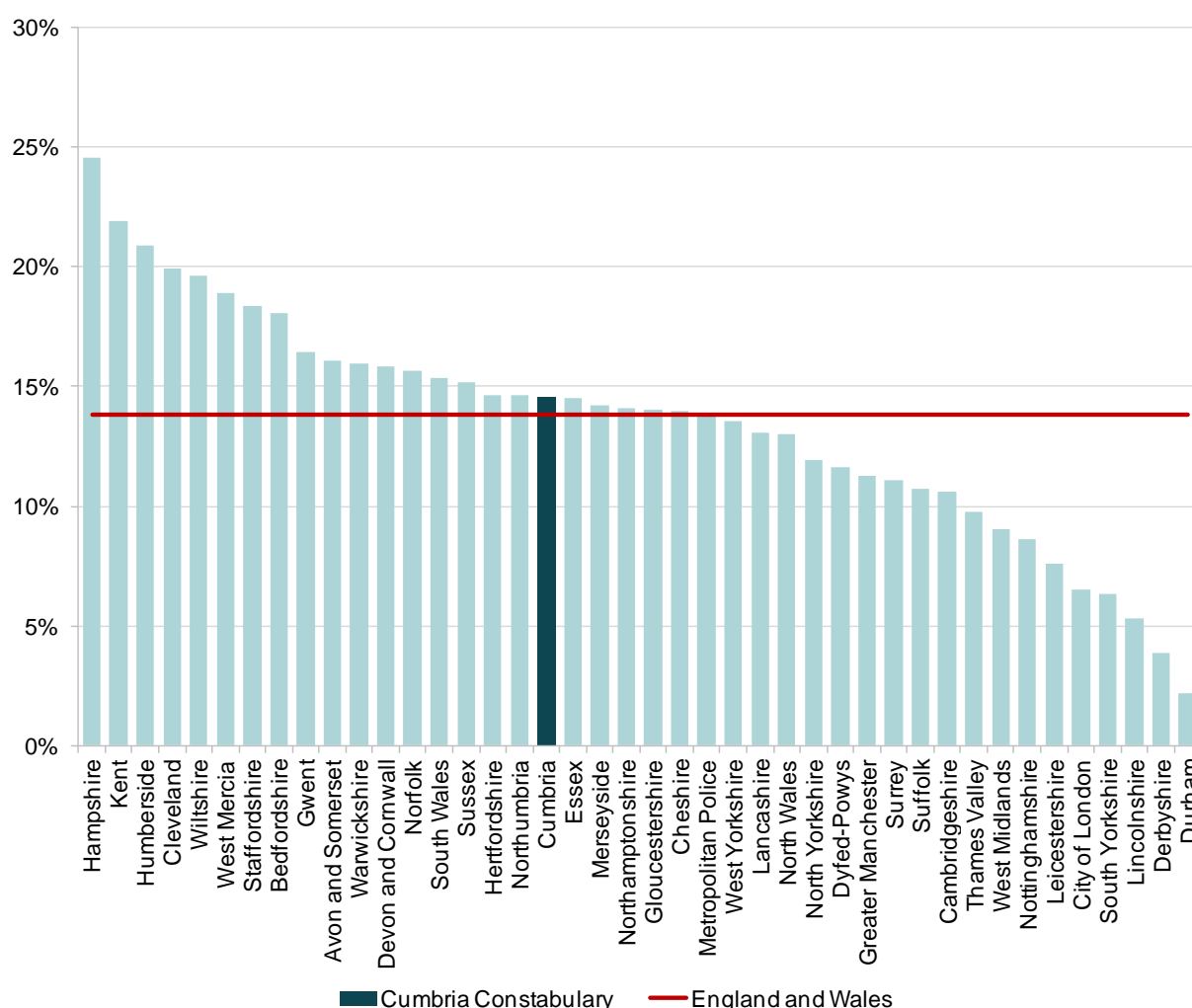
Source: Home Office data
For further information about this data please see annex A

For all offences recorded in the 12 months to 30 June 2016, Cumbria Constabulary recorded 14.6 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.

Officers and staff are well aware of their responsibilities to keep victims updated under the *Code of Practice for Victims of Crime.*[16] All police forces have a statutory duty to comply with the code, which sets out the service which victims of crime can expect from all parts of the criminal justice system. The code states that all victims of

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[16] *Code of Practice for Victims of Crime*, Ministry of Justice, 2015. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf.

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. The constabulary has an IT system – Vicman – in which officers log victim contact, action and updates. The system automatically generates reminders to staff when contacts with victims are overdue. All staff appreciated the need to keep victims up-to-date about significant developments in investigations and told us it was an important part of case management. By interrogating the system, supervisors are able easily to determine when their officers are due to talk to a victim. Generally, we found that good consideration was given to compliance with the code, with both officers and supervisors stating that victim updates featured regularly in individual performance discussions and also at team performance meetings. We considered victim care in our review of 60 investigations and found only one case of a victim not being updated when it would have been appropriate to do so.

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?

Across the constabulary, there is a good focus on arresting suspects wanted for criminal offences. Outstanding suspects are discussed at daily management meetings and investigating officers take appropriate steps to find and arrest offenders as soon as possible to prevent further offending. There is a facility on the constabulary's intelligence system for officers to circulate the details of suspects as 'wanted for questioning'. We were told that local enquiries would be undertaken across Cumbria to arrest offenders and only when these had been exhausted would an offender be circulated as being 'wanted' across the rest of England and Wales on the Police National Computer (PNC). There was some uncertainty as to when during an investigation 'wanted' offenders should be circulated on the PNC, and the constabulary should resolve this.

The constabulary is not able to determine the number of outstanding suspects who are wanted for questioning, but who have not been circulated as wanted on the PNC. This is because of the limitations of the constabulary's intelligence system. The constabulary recently introduced a new case and custody IT platform to record details of individuals brought into custody and is currently reviewing records across the current and previous custody systems to establish the number of people who have failed to answer police bail.

The constabulary does not consistently check all arrested foreign nationals with ACRO[17] for overseas convictions while they are detained in police custody. Responsibility for completing ACRO checks rests with detention officers, who complete an online form with the assistance of the detained person. However, the completion rate for foreign national offenders detained in custody in Cumbria during September 2016 was only 56.8 percent.[18] The constabulary is aware that compliance with completing these checks needs to improve and has re-issued guidance on the procedure for carrying them out. An audit process has recently been introduced to improve compliance rates. It is important that the constabulary understands the offending history of foreign nationals in police detention. This information can have a bearing on decisions made by the constabulary about public protection and also on how each foreign offender should be dealt with by the constabulary. The constabulary therefore needs to ensure that the steps it is taking to improve compliance have been effective.

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

Since HMIC's 2015 effectiveness report, the constabulary has made good progress in introducing new arrangements with other organisations to reduce offending and monitor offenders, under its integrated offender management programme (IOM). A county-wide group is jointly chaired by the assistant chief constable and a senior manager from the National Offender Management Service. A new IOM plan was introduced in July 2016 and the constabulary is working to manage offenders on the IOM programme more effectively. Although the number of individuals has remained at a similar level as in 2015 (63 in 2015 compared to 62 in 2016), the constabulary has invested additional resources in the programme, increasing the number of police officers from one to two in each division. A newly appointed police co-ordinator chairs a monthly meeting with representation from the police and other organisations working within the IOM programme. The co-ordinator receives regular updates on the offenders who are being managed and there is now good and regular information-sharing between the police and the other relevant organisations. There is a plan to involve mental health services to a greater extent in the future, and to incorporate offenders who are no longer being managed into the multi-agency public protection arrangements (MAPPA).[19]

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[17] The ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the UK.

[18] Figure provided by the constabulary from its own data, during our fieldwork.

[19] Multi-agency public protection arrangements are in place to ensure the successful management of violent and sexual offenders. The responsible bodies are the police, probation trusts and the prison service. Other organisations may become involved; for example, the Youth Justice Board will be responsible for the care of young offenders.

Nominations for inclusion into the IOM programme are received from relevant organisations as well as the constabulary and include those offenders involved in theft, robbery or burglary, and violence (excluding domestic violence). A simple risk-assessment has been devised to grade the level of threat, harm and risk to the public of each offender nominated, and the inclusion of new offenders in the programme is discussed at the monthly meeting. Actions are allocated to the police and other organisations, with nominated officers or members of staff held accountable for ensuring that offenders are appropriately monitored and that the risk to the public from each offender is managed.

The constabulary is confident that, although its re-offending rate for offenders within IOM has been higher than the England and Wales rate,[20] the significant focus placed on working with other organisations over recent months will reduce the level of re-offending among offenders on the programme. HMIC recognises the significant progress that the constabulary has made in this area since 2015.

The constabulary has good arrangements in place to manage the risk presented by dangerous and sexual offenders. There has been a reduction in the number of registered sex offenders under management from 596 on 1 July 2015 to 507 on 1 July 2016. This reduction is due to the constabulary completing a full review and re-assessment of the level of risk presented by each managed offender. The constabulary makes appropriate use of existing legislation to control offenders, with 65 sexual harm prevention orders issued. Additionally, the constabulary has dealt with managed sex offenders following 12 breaches of sexual offence prevention orders.[21] HMIC inspectors were pleased to see that the overwhelming majority of visits to dangerous and serious sex offenders are unannounced. This means that offenders can never be sure of when officers will visit them to check that they were complying with the conditions set.

A central team manages sexual and violent offenders on behalf of the constabulary and it is adequately resourced for this purpose. All visits made to managed offenders are recorded on the national ViSOR system,[22] which is monitored regularly by

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[20] The staffing ratio is currently one manager per 6.20 offenders, against the England and Wales ratio of one manager per 15.47 offenders. However, the Cumbria IOM group currently has a re-offending rate of 71 percent, which is higher than the England and Wales rate of 57 percent.

[21] Sexual harm prevention orders can be applied to anyone convicted or cautioned for a sexual or violent offence. They can place a range of restrictions on individuals depending on the nature of the case, such as limiting their internet use, preventing them from being alone with a child under 16, or preventing travel abroad. Before March 2015, they were known as sexual offences prevention orders, introduced by the Sexual Offences Act 2003 and designed to protect the public or any particular members of the public from serious sexual harm from an offender.

[22] The Violent and Sex Offender Register (ViSOR) is a UK database of records of those required to register with the police under the Sexual Offences Act 2003, those jailed for more than 12 months for violent offences and those thought to be at risk of offending.

supervisors within the team. When circumstances require, NPT officers will be made aware of specific intelligence about managed offenders and can be given the task of providing additional monitoring or checks as necessary. Through improved working relationships with NOMS, the constabulary has been able to reduce the number of offenders managed under MAPPA from 16 to 8 offenders, and these are managed by the same central team.[23] There have been no serious further offences committed by offenders under MAPPA since October 2015.

Summary of findings

Good

Cumbria Constabulary is effective at investigating crime and reducing re-offending. Its initial investigative response is good. It gathers evidence effectively at first contact with the victim and allocates resources appropriately. The constabulary responds well when attending crime scenes. Currently, officers have time to investigate allegations of crime properly and initial investigations are generally conducted well. The constabulary is effective at assessing crime and allocating cases for subsequent investigation.

The constabulary has made significant efforts to improve the standards of its initial response, investigation and completion of case papers. Although it investigates crime well, there is still room for improvement in the way that some investigations are supervised. Officers and staff are well aware of their responsibilities to keep victims updated under the *Code of Practice for Victims of Crime*.

The constabulary is proactive about managing those offenders who pose a risk to the public. However, it needs to do more to ensure that foreign national offenders detained in police custody are subject to more consistent checks of their previous criminal history.

Since HMIC's 2015 effectiveness report, the constabulary has made good progress in introducing new arrangements with other organisations to reduce offending and to monitor offenders under its integrated offender management programme.

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[23] Cumbria Constabulary's staffing ratio for offenders managed under MAPPA is 0.53 offenders per manager. This is a much higher manager/offender ratio than the England and Wales ratio of one manager per 2.15 offenders.

Areas for improvement

- The constabulary should ensure that there is regular and active supervision of investigations to improve quality and progress.

- The constabulary should ensure that checks are routinely conducted to verify the identity, nationality and overseas convictions of arrested foreign nationals.

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 effectiveness (vulnerability) report, the constabulary has made some progress in ensuring it protects vulnerable people appropriately. HMIC's 2015 report identified that the constabulary was meeting the requirements of some vulnerable groups better than others. The 2016 inspection found that the workforce had a greater understanding and awareness of its responsibility in protecting vulnerable people. In particular, there is a marked improvement in how the constabulary understands the risks that are present when young people go missing and through child sexual exploitation.

Those in the communications centre generally respond well to vulnerable victims and evaluate the risks of the situation described in each call by questioning every caller carefully. However, we did find some cases in which there was an inappropriate delay in sending officers to incidents relating to vulnerable people. The constabulary needs to do more to ensure that the communications centre always identifies those cases in which officers must be sent immediately to support vulnerable people.

In contrast to 2015, a sufficient number of appropriately skilled officers are now working at the Cumbria safeguarding hub. A system is in place to identify and record all crimes involving children and other vulnerable people, in accordance with the requirements of the national crime recording standard.

Officers have a renewed concentration on complying with the *Code of Practice for Victims of Crime*. Managers are supervising compliance with the code more than was the case in 2015.

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

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*,[24] others use the definition referred to in ACPO guidance[25] and the remainder use their own definition.

Cumbria Constabulary uses the definition from the ACPO guidance and defines a vulnerable adult as:

> "any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation"

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, 16.9 percent of all recorded crime in Cumbria was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

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[24] *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

[25] 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 2016[26]
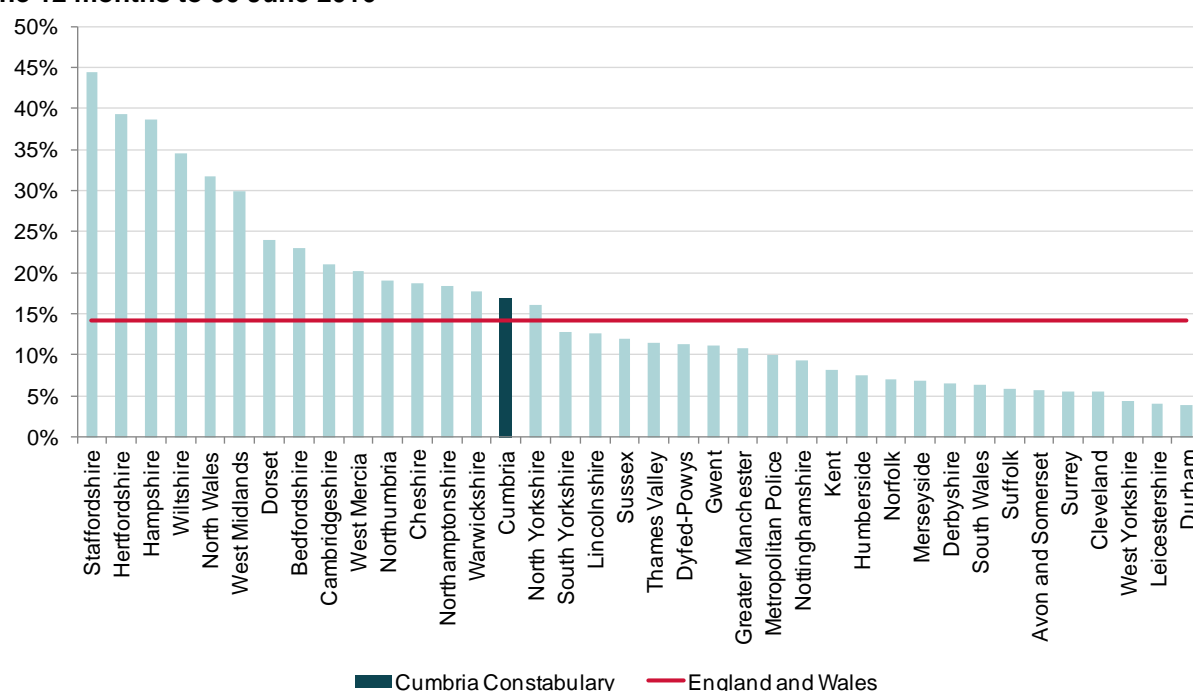
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

The constabulary is improving its understanding of vulnerability across the county, by placing greater emphasis on identifying vulnerable people early and through the effective identification of perceived risks to them. This is done through the completion of risk-assessments at all incidents at which a vulnerable person is identified.

The constabulary's threat and risk-assessment was last updated in November 2015. The assessment identified and highlighted the priority that the constabulary accords to vulnerable children and missing persons, and indicated that the constabulary was improving its understanding of child sexual exploitation.

The constabulary systematically records information about vulnerable people[27] through the communications centre, through risk-assessments completed by officers at scenes and through information from other organisations. It uses all of this information to produce problem profiles on different areas of vulnerability to shape the way in which the constabulary responds to vulnerable people. An example of this

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[26] 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.

[27] Cumbria uses the ACPO definition of a vulnerable adult, which is: any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness and is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation.

is that one division undertook analytical work on cases of children who were repeatedly reported as missing from a care home. The problem profile informed the multi-agency plan and allowed the police to work more closely with the care home and other organisations to provide more effective safeguarding for the young people concerned.

The constabulary has a good understanding of how to respond to mental health problems among vulnerable people in the community. There are good links to other organisations in place, including a triage service which has enabled each frontline officer to be able to speak directly to the health service through that officer's personal handheld device. They can therefore ask for advice about the individuals they have encountered while they are still at incidents.

The constabulary has generally good arrangements in place to identify vulnerable people at the point of contact. Vulnerable and repeat victims are usually identified promptly and risk-assessed by call handlers. However during our inspection there were a number of incidents which were not identified as quickly as they could have been, and the risk-assessment was not completed effectively. Most of the workforce in the communication centre are experienced officers who carefully consider risk factors and determine the level of vulnerability of each caller before deciding whether to deploy a police patrol immediately. There are drop-down menus on the command and control system which list appropriate questions to ask, and these allow call handlers to gather information systematically and assess levels of vulnerability based on previous calls from either the location the victim. The command and control system can recognise previous callers by name, phone number and location, and the system automatically brings up 'call cards' on the caller which give information about previous logs involving that caller. Officers and staff in the communications centre will create a new log in each instance, and will carry out checks on constabulary systems on each occasion to help inform considerations of whether to send an officer to the incident.

A review of incident logs found that there was some room for improvement in terms of recording justifications, rationale and professional judgments. However, we found that call handlers routinely complete the automatically prompted question sets on the command and control system, regardless of their familiarity with the call type. In our review of call logs, we found several occasions in which the vulnerability of the caller could have been explored in more depth. In some of these cases, there was still some discussion between the call handler and the caller as to whether the caller felt vulnerable.

Quality assurance processes are in place in the communications centre to ensure that call handlers complete an accurate assessment of vulnerability and risk. This is initially through sergeants in the communications centre during 'live time' incidents checking the incident log and ensuring that potential vulnerability has been considered appropriately. There is an additional audit process through the

constabulary's business improvement unit. This reviews logs in the following days to verify that each log has been correctly assessed, managed and finalised in line with national standards of incident recording.

The ViSOR system contains detailed information and intelligence on managed sexual and violent offenders across the country and so can be interrogated in response to any incident in which offenders of this type may be involved. Only the supervisors in the communications centre, however, are intended to have access to the system. Although they had been trained in its use, the supervisors we interviewed were unable to access the ViSOR system because their passwords had lapsed, which meant that they could no longer log on to the system. This means the valuable intelligence held on the ViSOR system cannot be used as part of the risk-assessment. This is a shortcoming that needs to be addressed.

Despite all of the arrangements described, the constabulary's communications centre is not sending police officers to incidents involving vulnerable people consistently. During our inspection, we identified some incidents that should have had a specialised early response from an investigator experienced in safeguarding, but instead were dealt with in the communications centre with less assurance. We found some calls involving vulnerable people where officers should have attended the incident as a priority, but where the calls were instead held in the control room for inappropriately long periods. HMIC's dip sample showed that the communications centre did not always recognise factors relating to vulnerability. This calls into question how some of the people in the communication centre understood the risk-assessment process. These findings are in contrast to those from our earlier review of calls and incidents (which preceded fieldwork), but serve as a reminder that the constabulary needs to ensure that its workforce can consistently identify vulnerability and respond accordingly.

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?

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 Cumbria decreased by 4 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 12 percent of all police-recorded crime in Cumbria, 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 Cumbria Constabulary, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 62 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 2016[28]
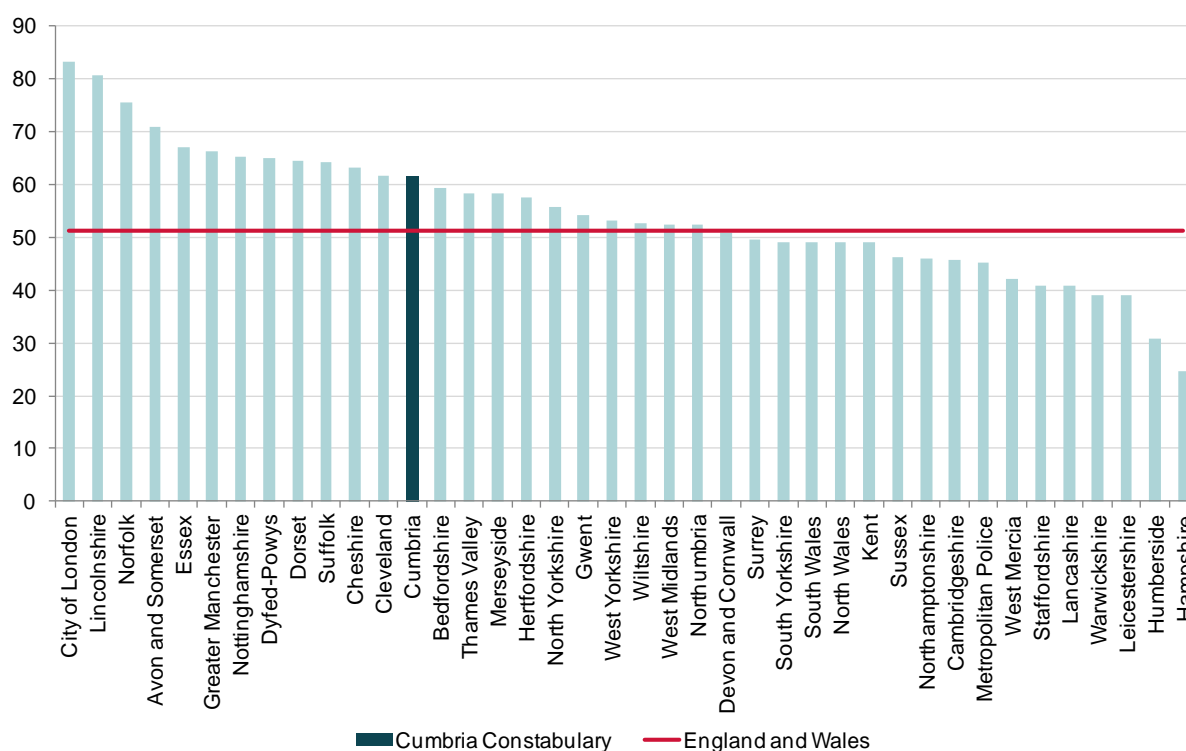
Legend: Cumbria Constabulary, England and Wales

Source: HMIC data return, Home Office data
For further information about these data, please see annex A

Officers across the constabulary were very clear about their safeguarding responsibilities when attending incidents. In cases of domestic abuse, there is a strong presumption within the organisation that offenders will be arrested to safeguard victims and young children and to prevent further offences being committed.

Officers across the constabulary have access to body-worn video cameras that can be attached to their uniforms and can be switched on to provide visual recorded evidence at crime scenes. This can be invaluable in providing supplementary evidence to support prosecutions, especially where a vulnerable or reluctant witness is involved. Each division has access to these cameras but their use by officers seemed to be largely optional and many officers choose not to wear them. Guidance on the use of body-worn video cameras is contained in some of the problem-solving documents on the constabulary intranet and features within some operational orders. A standard operating procedure for the use of body-worn video cameras states that "there is no limitation on the deployment of body-worn video cameras". However, there is no guidance on when the cameras would be of most benefit or when it is expected that officers would use the cameras. The constabulary has identified that

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[28] 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.

gaining sufficient and consistent evidence for victimless prosecutions in domestic abuse cases is a concern. More prescriptive direction to officers about the use of body-worn video cameras would be beneficial in securing the additional evidence required to prosecute offenders.

Officers in NPTs generally identify and respond to vulnerable people well when attending incidents. Under Operation Chaperone, the constabulary has a well-communicated requirement that all members of the constabulary should actively seek intelligence on child sexual exploitation in the course of their duties.

Officers are required to complete comprehensive risk-assessments of vulnerable people. These documents contain important information that officers need to consider when evaluating levels of risk and detailed questions to explore each victim's level of vulnerability. Overall, we found that the majority of risk-assessments are generally well-completed in appropriate cases and are forwarded electronically to a safeguarding hub for further review.

The arrangements at the safeguarding hub are good. Those working at the hub have the appropriate skills to undertake their duties. A dedicated team reviews each referral to ensure that the risk-assessment has been completed correctly and that the risk is appropriately graded. Supervisors are in place to assess the risk-assessments, share information with relevant organisations and co-ordinate a multi-agency response. There are plans to increase resources to respond more effectively to vulnerable people. The chief officers of the organisations involved have agreed that two more people are to be deployed to the safeguarding hub to support the triage of risk-assessments.

There is some misunderstanding among frontline officers about the use of risk-assessments in stalking and harassment cases. Risk-assessments are completed for stalking and harassment victims in all cases where there is an existing context of domestic abuse between the parties concerned. However, in cases where there is no prior relationship between the stalker and the victim, then risk-assessments are not being completed. This misunderstanding needs to be resolved.

More needs to be done to improve the quality and detail of the information provided in some risk-assessments. The team in the safeguarding hub has to clean the data and clarify the information, which takes time, exacerbating the backlogs in dealing with referrals. We note the constabulary's intention to give the workforce additional training in January 2017 about responding to domestic abuse. This will present an opportunity to remind officers about the correct completion of risk-assessments and immediate safeguarding actions.

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

Victims of domestic abuse

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.[29]

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).

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[29] 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 Cumbria Constabulary[30]

Outcome type / group	Cumbria Constabulary	England and Wales
Charged / Summonsed	33.2	23.2
Caution – adults	7.3	5.6
Caution – youths	0.3	0.3
Community resolution	2.5	1.4
Evidential difficulties prevent further action; victim supports police action	22.6	24.1
Evidential difficulties prevent further action; victim does not support police action	38.9	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, Cumbria 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.

The constabulary responds well to victims of domestic abuse. We found officers had a good understanding of their responsibility to safeguard all victims of domestic abuse and to refer cases to other organisations for further support. The constabulary has developed a plan to improve the support it gives to victims of domestic abuse. This identified 54 actions for the constabulary to improve its response to domestic abuse cases. We found that 23 actions had been marked as completed, four as not being progressed, 20 as ongoing and seven as awaiting an update from different business leads across the constabulary.

Work is under way to prepare a child sexual exploitation problem profile for the county. This is the result of the constabulary seeing significant improvements in its intelligence and information gathering work over the last year, as a result of Operation Chaperone. This research will build on the current good practices in place across the county in responding to cases of child sexual exploitation.

The default position on safeguarding domestic abuse victims remains the effective initial investigation of cases at the scene, together with prompt action to identify and arrest the offender. This year, we found that there had been some improvement in

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[30] 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.

the wider understanding of NPT officers in terms of using other immediate safeguarding options, which was positive.

We understand that the constabulary intends that frontline officers will take responsibility for safeguarding victims in those domestic abuse cases which are graded as medium risk. This will be in addition to their current responsibility for standard risk domestic abuse cases, which they will retain. We are not yet convinced that all frontline officers are fully aware of the range of safeguarding options available to them. The constabulary will need to reassure itself that its officers have developed an improved understanding of their safeguarding responsibilities so that they can fully protect these more vulnerable victims.

Other organisations are confident that they could come forward to the police on behalf of victims to report any circumstances in which a victim was being exploited by a police officer for sexual gain and the matter would be dealt with the utmost urgency. None of the organisations we spoke to had found this to be a problem, in their experience, in Cumbria Constabulary.

Summary of findings

⬤⬤◯◯   **Requires improvement**

Cumbria Constabulary has made some progress in protecting those who are vulnerable from harm and supporting victims. It has developed its understanding of vulnerability through effective intelligence-gathering.

It needs to ensure that all staff are focused on identifying vulnerability and providing adequate safeguarding.

Arrangements to identify and support vulnerable people at the point of contact within the communications centre are good. However, not all intelligence systems are used to determine levels of risk. We found some cases where vulnerable people were not responded to appropriately or quickly enough. The overall standard of risk-assessments has improved but further progress is required.

Although officers understood clearly their safeguarding responsibilities some incidents were identified where safeguarding of vulnerable victims was not considered or not effective. The presumption is that domestic abuse offenders will be arrested, and the current rate is well above that for other forces. Body-worn video cameras are not being used to their maximum potential, which could reduce the opportunity of prosecuting offenders without the victim's support.

Safeguarding staff have the appropriate skills to work effectively with other organisations, and the information sharing arrangements work well.

Areas for improvement

- The constabulary should immediately take steps to ensure that all incidents are thoroughly assessed to identify risk and harm at initial contact. This assessment – and not the availability of response officers – should be used to determine an appropriate response to ensure that victims are kept safe.

- The constabulary should ensure that all risk-assessments relating to vulnerable people are completed to a standard that allows the officers and staff in the safeguarding hub to validate the risk and share information with other organisations effectively.

- The constabulary should clarify the use of body-worn video cameras by officers attending incidents of domestic abuse.

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 (ROCUs), 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.

As at 1 July 2016, Cumbria Constabulary was actively disrupting, investigating or monitoring 70 organised crime groups (OCGs) per one million of the population. Although this appears high compared to the 46 OCGs per one million of the population in England and Wales as a whole, it is affected by the very small size of the population in Cumbria.

Cumbria Constabulary assesses the threat and risk from serious and organised crime groups adequately, although it could improve its collection and use of intelligence. The constabulary has produced a serious and organised crime local profile, which addresses all of the serious and organised crime threats described in the constabulary's overall threat assessment. The document reviews threats that are significant nationally, even if the conclusion is that those threats do not currently affect Cumbria to a significant degree. Although it addresses the broader topic of child sexual exploitation, there is limited assessment of online child sexual exploitation within the report. This is despite the fact that the constabulary has done much to build its intelligence in this area through Operation Chaperone, and intends to prepare a detailed assessment of child sexual exploitation in the near future.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016[31]

Legend: Cumbria Constabulary (dark bar) — England and Wales (red line)
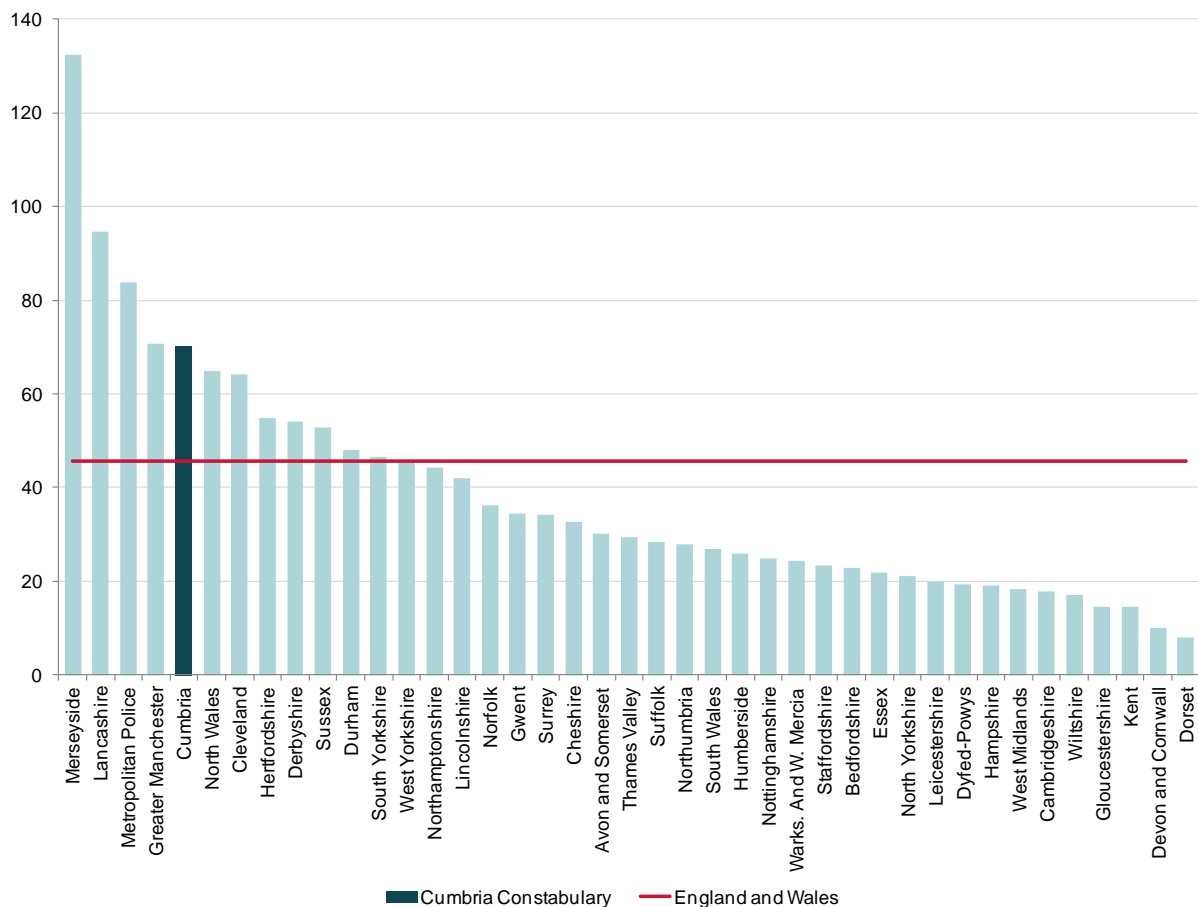
Source: HMIC data return
For further information about these data, please see annex A

The profile provides good summaries of the national situation. However, gaps in the constabulary's intelligence systems for gathering information and some limitations in relation to local intelligence gathering inhibit a more thorough local threat assessment. This means that the constabulary is not in a position to provide a detailed assessment of important areas such as criminal markets and the paths which offenders follow into serious and organised crime.

The profile has little input from other organisations, either in providing data or sharing assessments. This is disappointing, because this is an area we specifically highlighted as one for improvement in HMIC's 2015 effectiveness report. At that time, we identified that the constabulary should add relevant data from other organisations to its serious and organised crime local profile and ensure that it has a local multi-agency structure in place with responsibility for tackling serious and organised crime. Information which might be included in the profile would be local authority and health authority data regarding the drugs problem, children's social services information about child sexual exploitation, and HM Revenue & Customs

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[31] 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.

and trading standards data about counterfeiting. If the constabulary and other relevant organisations are to have a greater impact on tackling serious and organised criminality across the county, the profile will need some further development.

The constabulary gathers and uses intelligence effectively to develop its understanding of the threat from serious and organised crime. Officers and staff are given intelligence-gathering tasks to improve the constabulary's understanding of the threat posed by organised crime. We found that officers are fully aware of the expectation that they should gather intelligence, and supervisors usually assign this as a task.

The organised crime groups (OCGs)[32] affecting Cumbria are all identified on the constabulary's crime and intelligence system. NPT and CID officers are fully aware of which OCGs operate in their area. Officers regularly view the actions plans which are attached to each OCG page on the intelligence system to understand the growing intelligence picture on each OCG. In HMIC's 2015 effectiveness report, we highlighted the need to improve the awareness of OCGs among NPTs to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity. We are pleased to see this year that frontline officers had a much greater understanding of the OCGs active in local communities.

The constabulary knows that it needs to develop its approach further to build a greater understanding of OCGs and the effect they have on communities across Cumbria. It planned to hold a training event on OCG management in October 2016, in partnership with Merseyside Police, to build on the existing learning across the constabulary. The aim of the event is to broaden understanding of serious and organised crime and to consider how resources can be used more effectively to tackle serious and organised criminals at a neighbourhood level.

The constabulary effectively identifies and maps OCGs. It has reviewed its approach to serious and organised crime in line with national guidance and has introduced more effective governance arrangements. A regular monthly OCG management meeting is now established under the director of intelligence to consider threats from OCGs. Any officer can make nominations for new OCGs to the force intelligence bureau, where a senior analyst will assess each submission to establish whether it meets the criteria before it is proposed at the OCG management meeting.

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[32] When a police force identifies a group of individuals whom they suspect may be involved in organised crime, they go through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability on computer software, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its levels of capability and sophistication. This helps the force to make informed decisions about how to prioritise its activity.
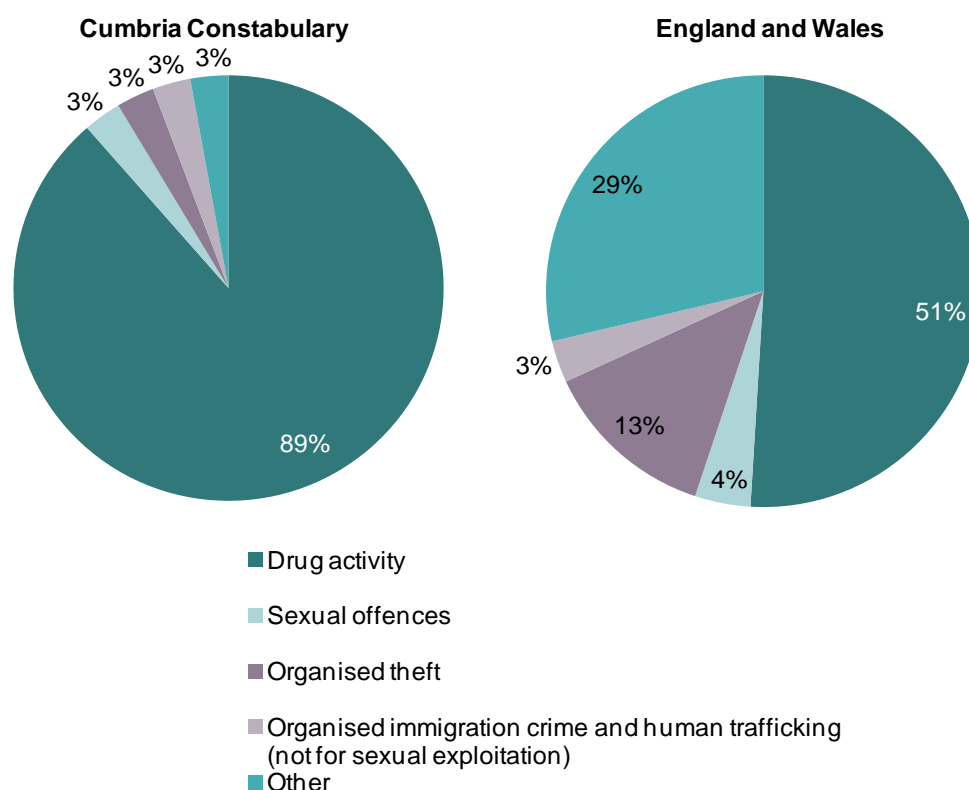
The constabulary regularly scores OCGs to ensure that the appropriate level of resources is being applied to those groups which present the greatest risk. Each newly proposed crime group is provisionally scored (in accordance with national guidelines) and then discussed at the subsequent OCG monthly meeting. If adopted, the proposed OCG is more formally scored and mapped to determine the level of threat and risk in comparison to other OCGs that are being managed. A lead responsible officer (LRO) will then be allocated to manage constabulary activity to undermine the OCG.

Existing OCGs under management are re-scored periodically at the OCG meeting, based on their level of threat and risk. This is done more frequently than national guidance requires. Through this approach, the constabulary has mapped more OCGs (per one million population) than other police forces in England and Wales. However, the constabulary believes it is important to identify and tackle all emerging crime threats at the earliest opportunity to prevent emerging OCGs becoming embedded in Cumbrian communities.

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 by Cumbria 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 Cumbria, as at 1 July 2016

Cumbria Constabulary

3% 3% 3% 3%

89%

England and Wales

29%

3%

13%

4%

51%

- Drug activity
- Sexual offences
- Organised theft
- Organised immigration crime and human trafficking (not for sexual exploitation)
- Other

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.

Decisions and actions from the OCG meeting are sent to each divisional commander and all detective chief inspectors. Each newly adopted OCG will be put on the IT system, which will inform all officers about the adoption of the OCG. All officers and staff across the constabulary will have access to this information, and the LRO identified will produce a plan which will set out disruption and investigation work. In this way, frontline officers understand which are the most prominent OCGs, and can be directed and assigned tasks accordingly. Each LRO is required to report progress at subsequent OCG meetings to inform the continued assessment of the threat presented by each OCG. Information on all OCGs under constabulary management can be reviewed online by all staff, irrespective of location, level of investigation or LRO.

The constabulary has adequate resources to respond to its greatest threats through its serious and organised crime unit (SOCU). We found an acceptable level of oversight from the SOCU for most OCGs, with good intelligence and analytical support for investigations. Serious and organised local crime profiles prepared by the constabulary have been shared with other relevant organisations through the community safety partnerships. However, work to develop a multi-agency plan to tackle serious and organised crime is still in its early stages. The constabulary is now

working with other organisations to introduce a more coherent approach to tackling serious and organised crime as a multi-agency partnership.

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.

Cumbria Constabulary is good at managing its response to tackling the most serious and organised crime groups across the county. However, it needs to do more to ensure that it routinely disrupts and investigates less serious OCGs more effectively. The monthly OCG meeting dictates how different OCGs are to be managed. Those OCGs that present the greatest threat and are therefore subject to a comprehensive police response (known as 'tier one') receive the most investigative input. These OCGs are reviewed each month and are dealt with by the constabulary SOCU.

The SOCU is equipped to deal with tier one OCGs and can provide support to tackle those OCGs being managed by other departments.

The constabulary enjoys a good working relationship with the north-west regional organised crime unit (ROCU) and has recently referred an OCG for investigation by ROCU using regional assets. Representatives from ROCU are present at the constabulary's OCG meeting and the constabulary's head of crime represents the constabulary at ROCU regional meetings.

OCGs deemed to present a lower threat are reviewed less frequently, with reviews taking place every two to six months, depending on known intelligence. All disruption is recorded on an OCG tracker managed by constabulary analysts. Local policing teams manage lower-tiered OCGs, with an expectation that they will be subject to additional intelligence-gathering and interventions, such as stop checks, execution of warrants, disqualified driving checks, and interventions such as evictions from tenancies, conducted jointly with other organisations.

The LRO responsibility for undermining and dismantling lower-tiered OCGs rests with the GAR inspectors, who have responsibility for the NPTs and for managing the operational response to incidents each day across the county. We found that the current arrangements for GAR inspectors to act as LROs are not effective. Although the frontline workforce is made aware of local OCGs, we did not find much evidence of meaningful intervention beyond passive intelligence-gathering.

Each project to undermine an OCG should be set out in a bespoke action plan based on the 4P system[33] that includes the aims and objectives set by the LRO. Progress towards achieving these objectives should be reviewed regularly during the OCG management process to ensure that the activity is achieving the overall aims. During the review process, the LRO can request tactical support, through the OCG meeting and through the constabulary's monthly tasking and co-ordinating group meeting, which is chaired by the assistant chief constable.

We found limited evidence of bespoke disruption plans for each individual OCG. Overall, we found that the disruption plans set for neighbourhood teams by most GAR inspectors in their LRO role do not ensure concentrated targeting of the most serious criminals in Cumbria's neighbourhoods. However, the more recently introduced disruption plans show an improvement. Although the constabulary regularly reviews the progress being made in tackling OCGs at its OCG monthly meeting, more needs to be done to focus and direct staff on effective interventions to combat the risk presented by the different OCGs across the county.

The constabulary is frequently engaged in effective working with other regional police forces to disrupt and intercept criminals within Cumbria. The constabulary routinely shares intelligence with other police forces about criminals living in their force area, who regularly offend in Cumbria. The constabulary works with other police forces (such as the British Transport Police) on operations such as Engage, which is aimed at disrupting travelling criminals arriving in the Cumbria area on the rail network, and with neighbouring forces on Checkpoint, a joint policing operation to disrupt criminals on the road network. Effective operations to tackle organised criminality in a local prison, involving the ROCU, resulted in the recovery of controlled drugs and prohibited telecommunications equipment. In HMIC's 2015 effectiveness report, we identified that the constabulary could do more to engage routinely with other organisations in order to increase the constabulary's ability to disrupt and investigate serious and organised crime. We are pleased to see this year that the constabulary can demonstrate several effective examples of this taking place.

The constabulary is using intelligence from covert human intelligence sources to shape its understanding of newer crime types and emerging threats, such as that presented by foreign national offenders arriving in local communities. However, the constabulary does not make significant use of the government agency intelligence network (GAIN), which brings together intelligence and intelligence staff mainly, but not exclusively, from public sector enforcement agencies. The constabulary had

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[33] A national framework for tackling serious and organised crime that has been developed for national counter-terrorist work; it has four thematic pillars: pursue – prosecuting and disrupting people engaged in serious and organised crime; prevent – preventing people from engaging in serious and organised crime; protect – increasing protection against serious and organised crime; and prepare – reducing the impact of this criminality where it takes place.

made only two referrals to GAIN in 12 months. We found there was a very limited understanding of how to process a GAIN referral and no system to process GAIN referrals consistently. The constabulary could do more to take full advantage of the GAIN network.

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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Cumbria Constabulary is able to identify people who are at risk from being drawn into organised crime and to deter them from doing so. In HMIC's 2015 effectiveness report, we suggested that the constabulary should take steps to identify those people who were at risk of being drawn into serious and organised crime, and ensure that preventative projects were put in place with partners and public services to deter them from offending. Our inspection this year found that people considered to be at risk are identified via the OCG management meeting or through the countywide Focus Family project,[34] and, as a result, the constabulary can draw on its own resources and those of other organisations to prevent and deter people from being drawn into serious and organised crime through closer family monitoring and extra support.

Additionally, the constabulary has arranged a number of awareness-raising events around national prevention days. A child sexual exploitation awareness drama production, Chelsea's Choice, presented in secondary schools, is part of a wider child sexual exploitation education scheme for 7,000 children in schools and online

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[34] The Focus Family project is part of the England and Wales Troubled Families programme, a Department for Communities and Local Government project of targeted intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. For more information see: www.cumbria.gov.uk/childrensservices/strategyandcommissioning/focusfamily/aboutfocusfamily.asp

across the county. The constabulary hosted a See Something, Say Something campaign, which raised the profile of child sexual exploitation in county hotels and guesthouses, supported by the tourist board. Safeguarding awareness has also been included as part of taxi licensing qualification requirements for aspiring taxi drivers.

The constabulary has some arrangements in place to manage the more serious offenders across the county to prevent them from committing serious and organised crime. However, it needs to do more to manage effectively those offenders who have been identified as members of lower-tiered OCGs. The constabulary makes limited use of orders such as serious crime prevention orders.[35] Awareness and use of these orders is most prevalent among SOCU staff, who make regular and relevant applications. In the 12 months to 30 June 2016, Cumbria applied for 2.3 serious crime prevention orders per 100 OCGs (active and archived between 1 January 2016 and 30 June 2016). This is well below the rate of 15.6 for England and Wales as a whole. This amounted to a total of six orders. There is limited engagement with the prison service to manage serious and organised criminals throughout the time they spend in custody, although there are six OCG members now being managed within the IOM group. The constabulary needs to do more to enhance the management provision for members of organised crime groups to minimise the risk they present to local communities.

The constabulary communicates well with the public about serious and organised crime. Various media campaigns take place about the work undertaken by different departments within the constabulary (such as the DMIU). Community safety problems will be highlighted and preventative messages provided around all aspects of digital crime. The constabulary has a good relationship with local news and radio outlets and is proactive in sharing good news and the positive results of high-profile investigations.

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[35] A serious crime prevention order is 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.

Summary of findings

Good

Cumbria Constabulary is effective at tackling serious and organised crime. It has prepared a serious and organised crime profile, addressing all such threats across the county, which is appropriate for the problems which the constabulary is facing. However, little progress appears to have been made in introducing material from other organisations into the profile. Officers are routinely given the task of intelligence-gathering, and information collected around child sexual exploitation is particularly strong.

Organised crime groups are mapped well and in accordance with national guidance. Good arrangements are in place to oversee the response of the constabulary and other law enforcement organisations to tackling OCGs.

The constabulary's serious and organised crime unit has good oversight and management of the most serious OCGs. However, lower-tiered OCGs are not managed so well, and there is a lack of consistent interventions that would disrupt their activities effectively.

The constabulary has arrangements to identify people who are at risk of being drawn into serious and organised crime and to deter them from it, and there are several preventative projects in place across the county. However, more can be done to make effective use of ancillary orders to manage the most serious criminals within the county.

Areas for improvement

- The constabulary should further develop its serious and organised crime local profile in conjunction with other interested parties to enhance its understanding of the threat posed by serious and organised crime and inform joint activity aimed at reducing this threat.

- The constabulary should assign capable lead responsible officers to all active organised crime groups as part of a long-term, multi-agency approach to dismantling them. These officers should have a clear understanding of their responsibilities, and adopt an effective 4P structure for OCG management plans.

- The constabulary should enhance its approach to the 'lifetime management' of organised criminals to minimise the risk they pose to local communities. This approach should include routine consideration of ancillary orders, the powers of other organisations and other tools to deter organised criminals from continuing to offend.

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)[36] 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.

The constabulary has the necessary arrangements in place to ensure that it can respond to national threats. We found that the constabulary has sufficient and effective specialist capabilities, either through its own assets or through shared regional resources. Good arrangements are in place with regional policing and other organisations to ensure that the constabulary remains in a high state of readiness to respond to any national threat. These include regular communication and assessments of preparedness with other police forces and frequent re-evaluation of specialist resources across the constabulary.

The constabulary is aware that large-scale natural disasters, such as flooding, present some of its biggest risks. It demonstrated an effective response to a natural disaster caused by the widespread flooding of the county in winter 2015/16. Building on proven experience, the constabulary has undertaken frequent exercises to refine its responsiveness to managing the risk to the public through flooding.

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[36] 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

The constabulary's strategic assessment is up to date for the six SPR threats, and the constabulary is developing a profile in relation to child sexual exploitation.

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.

Cumbria Constabulary is part of the north-west collaboration of six neighbouring forces on firearms, which has regional governance in place. The forces have developed a regional armed policing strategic threat and risk-assessment (APSTRA) to assess the level of firearms threat across Cumbria and the other five forces. The APSTRA is reviewed every six months, in line with national guidance. It has been reassessed in light of recent terrorist incidents and submitted to the College of Policing as required.

The constabulary has thoroughly tested its preparedness in relation to the firearms threat. The firearms exercise regime is determined at a regional level, and there is notable multi-agency testing of a regional response to firearms incidents. The constabulary has assessed the threat within the county which might require an armed policing response. A three-year testing agreement is in place with Sellafield nuclear fuel reprocessing and nuclear decommissioning site to assess the responsiveness of the constabulary and the Civil and Nuclear Constabulary. This includes joint training exercises to test responsiveness to the possibility of a terrorist threat.

The constabulary has prepared well for a firearms attack. There are standing orders in the constabulary communications centre for such an attack, and these were tested during our inspection. We found that the workforce understands the necessary procedures to follow during a terrorist firearms attack.

The constabulary has trained all its firearms officers to national Armed Response Vehicle (ARV) standard. It is able to call on additional ARV capability from neighbouring NW firearms collaboration forces and on more specialist firearms resources through a regional service level agreement and from the NCA. The

constabulary has decided that there is, at the moment, no requirement to have officers trained in some highly specialised firearms roles, because these resources can be called in from other police organisations when required

The constabulary's armed response unit is currently under-resourced, but the constabulary considers that this does not place the local community at risk. This is because the constabulary is still able to deploy several armed response vehicles. Chief officers have taken immediate action to address this shortfall and maintain the capability. Officers to fill these vacancies have been identified and training courses are planned to ensure that the unit is restored to its full complement in the near future. In the interim, the existing officers are able to cover the vacancies through variation of shifts and overtime.

The constabulary has good contacts with other regional police and enforcement organisations and continues to have strong regional relationships to support the constabulary across a number of complex and specialist policing areas.

Summary of findings

Ungraded

Cumbria Constabulary has the necessary capabilities to respond well to national threats. It has sufficient and effective specialist capabilities to protect the public adequately. The constabulary's assessment is up to date for the six *Strategic Policing Requirement* threats.

The constabulary has a proven record in responding positively to natural disasters, such as widespread flooding. It has undertaken frequent exercises to refine its responsiveness in managing the risk to the public through flooding.

The constabulary has developed an armed policing strategic risk-assessment with other regional forces. It has tested its preparedness to deal with a firearms threat, including a response to a terrorist firearms attack, through exercises with other police services and the military.

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.