



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Devon and Cornwall Police



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Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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/devon-and-cornwall/).

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

Devon and Cornwall Police

148

England and Wales

240



Crime (excluding fraud)

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

Devon and Cornwall Police

45

England and Wales

68

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

Devon and Cornwall Police

-2.7%

England and Wales

+7.8%

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

Devon and Cornwall Police

-9.6%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Devon and Cornwall Police

12.5%

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

Devon and Cornwall Police

13.6%

England and Wales

10.6%

Investigation completed but no suspect identified

Devon and Cornwall Police

37.7%

England and Wales

47.4%

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



Anti-social behaviour

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

Devon and Cornwall Police

26

England and Wales

31

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

Devon and Cornwall Police

26

England and Wales

34



Domestic abuse

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

Devon and Cornwall Police

—

England and Wales

16

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

Devon and Cornwall Police

13.4%

England and Wales

11.1%

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

Devon and Cornwall Police

12.6%

England and Wales

10.0%



Organised crime groups

Organised crime groups per million population as at 1 July 2016

Devon and Cornwall Police

10

England and Wales

46



Victim satisfaction rate

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

Devon and Cornwall Police

81.6%

England and Wales

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 judgment²



Requires improvement

Overall, the effectiveness of Devon and Cornwall Police requires improvement. The force has clear priorities for reducing harm across the force area and protecting the most vulnerable people in the community. Its management of vulnerability and serious and organised crime is good. However, it needs to improve its approach to neighbourhood policing and aspects of crime investigation. Our overall judgment is a deterioration on last year, when we judged the force to be good in respect of effectiveness.

Overall summary

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



Requires improvement

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



Requires improvement

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



Good

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



Good

How effective are the force's specialist capabilities?

Ungraded

The force has an established neighbourhood policing structure, but it needs to be more consistent in its engagement with communities across the force area. It works well with partner organisations but needs a more effective approach to recording and solving problems.

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

The force investigates recorded crime effectively and manages victims well. It needs to improve its management of wanted persons, especially those listed as wanted on the police national computer. It also needs to be more effective in its management of registered sex offenders and in the way it reduces re-offending through integrated offender management.

HMIC's 2016 crime data integrity inspection³ found that the force only recorded 81.52 percent of crime reported to it. HMIC judged the force to be inadequate in its crime-recording. That finding has been considered as part of our judgment of the force for this effectiveness inspection.

The identification and management of vulnerable people are priorities for the force. Governance is good and there are co-ordinated processes that provide safeguarding across the force area. The force has integrated its service with partner organisations and continues to invest in keeping people safe. It needs to make better use of civil orders designed to protect victims of domestic abuse.

The force's management of serious and organised crime is good. Its understanding of local crime networks is evolving in line with the threats it is dealing with. There is good interaction with regional police specialists and partner organisations as well as engagement with the community. The force needs to ensure that staff working in local areas are fully aware of the serious and organised crime threat and know how to respond appropriately.

The force is reviewing different areas of work and making changes in response to an increase in the demand for its services. The use of mobile technology is increasing and there are plans to expand further to improve the service provided to victims. Some force systems do not link together effectively and there are data quality problems that do not best serve the needs of the organisation. The force must address these problems to improve its effectiveness.

³ *Devon and Cornwall Police: Crime Data Integrity inspection 2016*, HMIC, 2017. Available at: www.justiceinspectorates.gov.uk/hmic/publications/devon-and-cornwall-crime-data-integrity-inspection-2016/

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

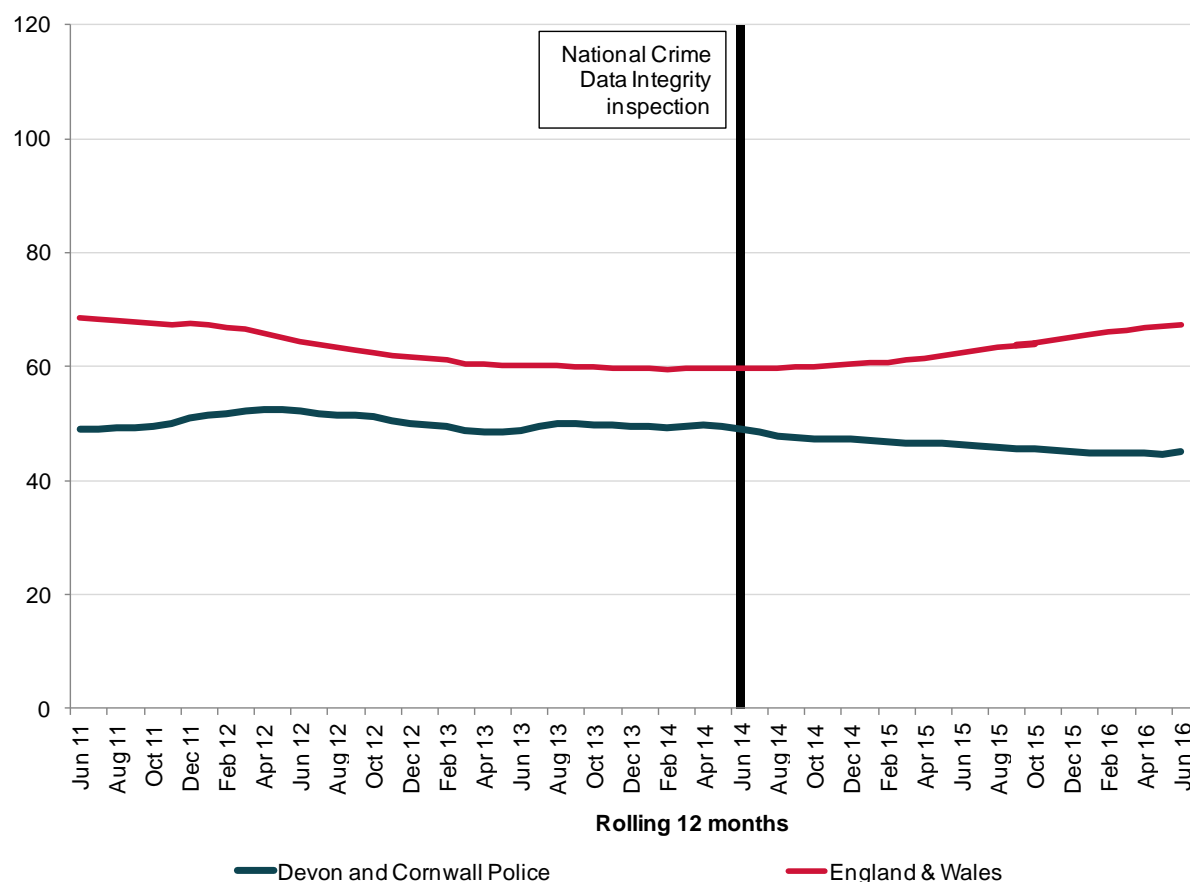
The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime 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 Devon and Cornwall?

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 9.6 percent in Devon and Cornwall compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 7.4 percent in Devon and Cornwall, 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 Devon and Cornwall, 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 Devon and Cornwall decreased by 2.7 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.

In September 2016 HMIC inspected how effectively Devon and Cornwall Police records crime reported to it. The overall finding of the Crime Data Integrity (CDI) inspection was that the force's crime recording arrangements are inadequate. HMIC estimated that the force failed to record 17,400 crimes reported to it in the year to 31 May 2016. This represents a recording rate of 81.52%.

HMIC judged the CDI inspection finding to be a cause of concern, stating:

"In Devon and Cornwall Police there is a systemic failure of officers and staff to make correct crime-recording decisions at the first opportunity. This is due to deficiencies in the force's crime-recording processes, insufficient understanding of crime-recording requirements and limited supervision to correct the decisions of officers

and staff and improve standards from the outset. This means that the force is failing many victims of crime."

The CDI inspection examined how accurately the force recorded crime that was reported to it. The remit and scope of the Effectiveness inspection is different to the CDI inspection. The Effectiveness inspection looks at a much broader range of policing activity conducted by the force that includes how it investigates recorded crime.

There is an overlap between the two inspections because the effectiveness of the force is affected by the volume of crime it has to manage. HMIC judged that because the force is not recording over 18 percent of the crime reported to it then it cannot be said to be effective in its overall investigation of crime. The outcome of the CDI inspection has influenced HMIC's judgment in the effectiveness inspection.

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 Devon and Cornwall 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 Devon and Cornwall, for the 12 months to 30 June 2016

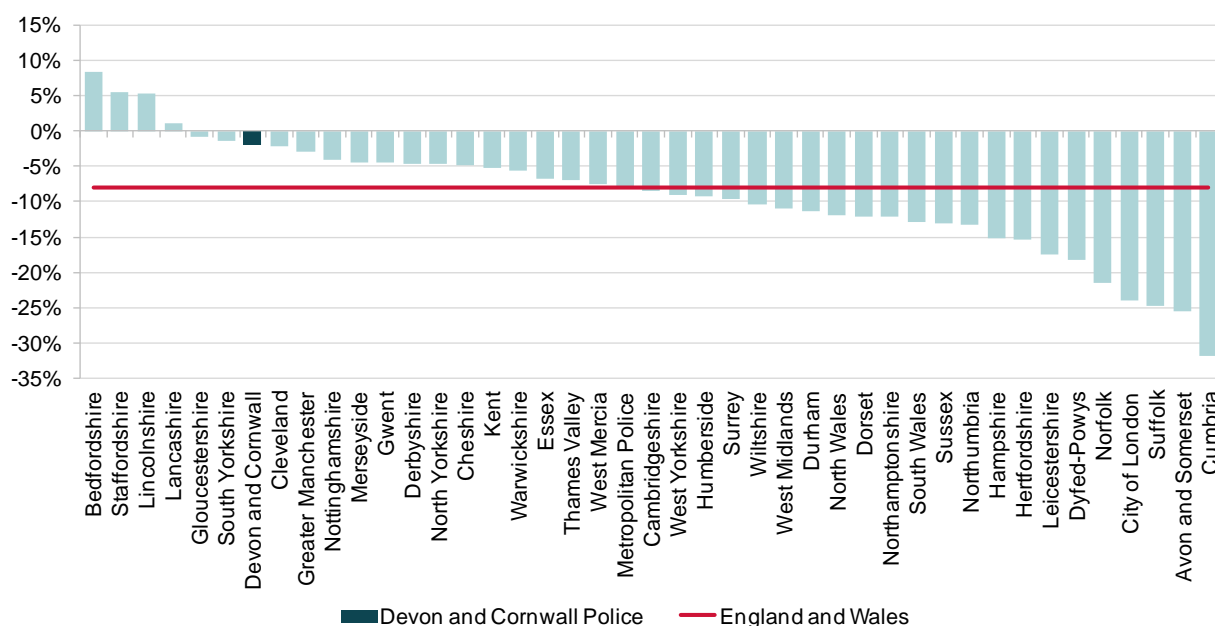
Rates per 1,000 population	Devon and Cornwall Police	England and Wales
Recorded crime (excluding fraud)	45.0	68.2
Victim-based crime	39.4	60.4
Sexual offences	1.6	1.9
Assault with injury	6.4	7.0
Burglary in a dwelling*	3.2	8.1

* 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, Devon and Cornwall Police recorded 26 incidents of anti-social behaviour per 1,000 population. This is 2 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

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

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

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

that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does Devon and Cornwall Police understand the risk posed to its communities?

Keeping communities safe and reducing crime are priorities for Devon and Cornwall Police. To help it understand the problems faced by communities, the force conducts an annual strategic assessment and contributes to a partnership peninsula strategic assessment, both of which identify priorities with a focus on threat, harm and risk. The force has completed a number of organised crime local profiles⁴ that focus on specific themes like child sexual exploitation (CSE) and modern slavery. We spoke to representatives from partner organisations who commented positively on the profiles, and found that the profiles had influenced activity both within and outside the force.

There is a widespread understanding across the force of the concept of risk and the need to protect the most vulnerable. We found staff are aware of when and how to use different assessment tools to understand the level of risk a person may be exposed to. Commonly used forms include the domestic abuse stalking and harassment (DASH)⁵ assessment, the vulnerability identification screening tool (VIST) and the victim needs analysis (VNA). Communities are also supported by information-gathering and risk-assessment processes in the control room, by response officers and in specialist teams. The force has an intelligence structure with resources working at both force and local level. It collates and manages information to provide the force with a good strategic and tactical understanding of risk.

The force is divided into 28 sectors across two counties. Each sector contains a dedicated neighbourhood policing team (NPT) that works alongside response teams, crime investigation teams and specialist resources. Each NPT is led by an inspector and staffed by named police officers and police community support officers (PCSOs) who spend much of their time carrying out community engagement and crime prevention activity in their local areas. Each area holds fortnightly targeted intervention meetings (TIMs), chaired by the sector inspector, where police and

⁴ Local profiles should be produced by each police force area. Forces should use them to develop a common understanding among local partner organisations of the threats, vulnerabilities and risks, provide information on which to base local response and local action plans, support the integration of serious and organised crime activity into day-to-day policing, local government and partnership work, and allow a targeted and proportionate use of resources. For further information, see: www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

⁵ DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

partner organisations share local intelligence, agree priorities and co-ordinate activity. The neighbourhood policing structure is good.

Sometimes neighbourhood police officers are diverted to other policing duties, reducing the time they spend on their main role which encompasses preventing crime, problem solving⁶ and engaging communities. Duty changes have to be approved by the sector inspector and the force faces large peaks in demand at different times of the year, particularly in the busy summer holiday period. Moving staff to different roles to meet short-term public demand is necessary, but should be minimised wherever possible. Staff told us that the need to move resources and meet demand at peak times is recognised, but the more it occurs the greater the effect upon service continuity within communities.

How does Devon and Cornwall engage with the public?

HMIC commissioned Ipsos MORI 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 Devon and Cornwall Police. Some 402 people were interviewed and 54 percent were very or fairly satisfied with local policing in their area. This is a 18 percent increase on 2015.⁷ The survey also reported that people see a uniformed police presence in their local area at levels consistent with other similar forces.

The force does not have a community engagement strategy that informs planned and targeted local activity. We visited a number of neighbourhood policing teams (NPTs)⁸ and found that staff engaged with the community in a range of ways that was driven by what was known to work in their area rather than following a force plan. There was evidence of face-to-face engagement in the areas we visited, with staff making contact with the public while on patrol, in meetings and at community venues. We found the use of 'have your say' surveys and leaflets in different areas. Social media usage, such as Facebook and Twitter, was visible across the force but stronger in some areas than others. Engagement levels and methods are influenced by local knowledge and previous policing models rather than a standardised force-led approach. Engagement activity is being conducted, but it is not clear how the force can be confident it has a consistent level of community understanding in all areas.

⁶ A term used in policing where forces systematically identify and analyse crime and disorder problems, develop specific responses to individual problems and subsequently assess whether the response has been successful.

⁷ For further details, see annex A.

⁸ Teams of police officers and police community support officers who predominantly patrol and are assigned to police a particular local community; teams often comprise specialist officers and staff with expertise in crime prevention, community safety, licensing, restorative justice and schools liaison.

There are no local neighbourhood profiles or any other analysis about the composition of communities that would help to inform engagement activity. We spoke to staff in teams who are working with diverse communities which have less trust and confidence in the police in their areas. In Plymouth, the team works with the Race Equality Council to make links with local migrant communities, encourage reporting of incidents to the police and investigating hate crime. Engagement work also takes place at the university and places of worship, and police actively patrol locations and businesses where the risk of harm and exploitation is higher. After the Brexit referendum, the force analysed the rise in hate crimes and incidents, conducted a community impact assessment and engaged with independent advisers to understand how best to respond and provide reassurance to the community. We found that neighbourhood staff had a good understanding of the local community context and problems. The absence of current profiles means that much of this understanding is held by different individuals or systems rather than in a single repository that would act as a corporate memory to support information sharing and decision making.

The neighbourhood policing pages of the force website are well structured, but some of the information they contain is not up to date. The website allows the user to navigate easily to the page for their local neighbourhood team, where they will find a brief description of the local area along with information about their team, how to contact them and the current priorities they are working on. We reviewed a number of different team pages and in some areas found high levels of accurate and up-to-date information. In other areas, we found out-of-date team information, local priorities without updates and an absence of current engagement plans. Accuracy rates tended to be higher where a nominated person had responsibility for updating website pages. Some staff told us they found managing the website to be technically difficult. The force needs to improve its management of the neighbourhood policing pages on its website to ensure the community is kept informed about what matters in their areas.

The force is developing its strategic approach to neighbourhood policing. In April 2016, it began a 12-month neighbourhood policing pilot in ten sectors, with the objective of modernising and professionalising the service to communities. The pilot has clarified neighbourhood structures and the roles and responsibilities of different staff, and the new role of the police community management officer (PCMO) has been created. The PCMO reports to the sector inspector and is responsible for engagement with partner organisations and community leaders and for the development of preventative and problem-solving plans. In June 2016, the force established a prevention department jointly with Dorset Police, with resources from both forces placed under its management. The force is currently conducting a public consultation in relation to its combined crime-prevention strategy with objectives to reduce crime, re-offending and victimisation by solving problems with partner organisations in line with national guidance. The force plans to work with Dorset

Police to develop a joint approach to engagement, and we look forward to the development of this work.

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 use of a formal problem-solving approach is not consistent in Devon and Cornwall Police. The force uses the SARA⁹ model as its primary problem-solving tool and training was provided to staff in 2014. We found use of problem-solving methodology to be strong in some areas but less so in others. It was more visible in police community management officer (PCMO) pilot sites. Staff told us that problem-solving plans are stored on the Unifi records management system, but use of the problem-solving plan function is not consistent and information relating to continuing problems is sometimes stored on other systems. We found that problem-solving activity recorded on force systems is often a log of policing activity rather than a developed plan following a recognised model. Problem solving does not always have analytical support, and reviews of completed work and the sharing of best practice do not always happen. The full benefits of using an established problem-solving model effectively are not being obtained.

The force has identified the need to improve its problem-solving approach. The role of the PCMO in the neighbourhood policing pilot is focused upon improving partnership working and problem solving. We found that PCMOs are using more structured approaches and working with partner organisations to address long-term problems, and seeing tangible results. Examples include a co-ordinated challenge to the establishment of a private care facility by a provider with an inappropriate background, improving the long-term response to children who go missing repeatedly, and the effective intervention with a person making large numbers of nuisance calls to the emergency services. In each situation, the solution reduced the long-term demand on police and partner resources. The force needs to expand its work to improve structured problem solving beyond PCMOs.

⁹ An acronym for scanning, analysis, response, and assess. The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

The force works with partner organisations to share information and solve problems collaboratively. We found joint working in place across the force area, with a particular focus on protecting vulnerable people. Partner organisations told us they feel engaged in the prioritisation process and attend regular meetings with the police where priorities and activity are agreed and a joint approach is taken. We found effective joint working that protects vulnerable people from exploitation by drug dealers and a joined-up approach between police and schools in tackling child sexual exploitation. In Bodmin there is a good example of joint working between the police and the Cornwall Foundation NHS Trust. There a neighbourhood police officer who works within the hospital to engage with staff and patients, reduce crime and provide reassurance. Partner organisations are also included in the information-sharing processes that address serious and organised crime. Partner organisations told us they recognise the lack of structured problem solving and describe a police focus on assigning work and responding to events, but with good practice evident in some geographic areas.

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

Devon and Cornwall Police uses a range of approaches to tackle crime and anti-social behaviour. The daily management meeting takes place each morning at local and force level, reviewing crimes and incidents occurring in the previous 24 hours and planned events for the day ahead. Staff are deployed to patrol problem areas, arrest wanted persons and target known offenders to reduce crime and prevent harm. Deployment decisions are supported by relevant and up-to-date intelligence.

The force uses legal powers like civil injunctions, criminal behaviour orders, community protection notices and dispersal notices at levels lower per one million population than for England and Wales as a whole. It is appointing a dedicated lawyer for 12 months to review and increase the use of legal powers to tackle crime and anti-social behaviour. The force recognises it needs to make better use of these preventative options.

The prevention department has staff with specialist skills in different areas to support its harm reduction objectives. Staff across the force can access support in crime prevention, internet safety and preventative policing. We found evidence of multi-agency plans to prevent people becoming the victims of crime, including domestic abuse, child sexual exploitation and other serious offences. The force and its partner organisations also develop tactical plans and we found several examples (anti-social behaviour, street drinking and youth violence) where the co-ordinated use of tactics and activity by different agencies achieved positive results.

We found variations in some of the preventative work undertaken by NPTs in different parts of the force. Different intelligence products like the neighbourhood harm matrix and a vulnerability spreadsheet are used to guide preventative activity to varying degrees in different areas. Some NPTs use Unifi to record their activity in

relation to identified threat and harm and others do not. The force recognises that it has different approaches in use in different parts of the force. The development of the neighbourhood policing model and the alliance prevention strategy provides opportunities to create more consistent ways of working.

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

Devon and Cornwall Police is seeking to increase its use of evaluation of what works and share effective practice. Last year, HMIC identified that the force needed to increase its use of evidence of what works from other policing, academic and partner sources and continually improve its approach to the prevention of crime and disorder. Since then, the force has created an evidence-based policing board chaired by the deputy chief constable. The aim of the board is to raise awareness of evidence-based policing and embed the principles at an operational level. No outcomes from the board were available for review at the time of our inspection.

The development of the alliance prevention department and its role as being responsible for policy for neighbourhood policing is designed to improve preventative approaches in line with the national prevention strategy. The force is working with Dorset Police, the College of Policing, public sector and academic partner organisations to identify and implement best practice. We reviewed the use of police community support officers (PCSOs) in the force and found them to be deployed in line with national guidance, with little evidence that they are taken away from their core role.

Working with Exeter University, the force secured funding from the College of Policing and organised a series of two-day workshops focusing on the use of research-based evidence in the workplace. Some 61 staff from across the force completed the training alongside representatives from partner organisations and other forces. Police community management officers (PCMOs) we spoke to reported that the event was helpful and they are using the learning in the workplace. The force has begun a series of reflective learning events focusing on safeguarding.¹⁰ The first three events focused on rape and serious sexual offences, domestic abuse and child sexual exploitation, by reviewing a number of crimes to identify learning and good practice that can be shared with others. A safeguarding reflective learning bulletin was published to share the learning outcomes.

The force has also increased the amount of internal evaluation and review that it conducts of existing working functions. We reviewed several recent evaluations and

¹⁰ The term safeguarding is applied when protecting children and other vulnerable people. The Government has defined the term 'safeguarding children' as: "The process of protecting children from abuse or neglect, preventing impairment of their health and development, and ensuring they are growing up in circumstances consistent with the provision of safe and effective care that enables children to have optimum life chances and enter adulthood successfully."

found that the force was suitably intrusive and critical in the different working areas it looked at. We note the continued effort by the force in this area and look forward to seeing the implementation of review findings in future inspections.

Summary of findings



Requires improvement

Devon and Cornwall Police needs to improve how it prevents crime, tackles anti-social behaviour and keeps people safe.

There is a good geographic neighbourhood policing structure in place, with committed staff. Extensive dialogue with communities is evident, but the lack of a coherent engagement strategy and supporting profiles or analysis mean that staff are not always working in ways that are consistent or in line with established best practice. The force also needs to improve the timeliness and accuracy of information on the neighbourhood policing section of the force website.

The force needs to improve its problem-solving approach. There is a lot of activity taking place with partner organisations that is addressing local problems, but it lacks a well understood and consistently used problem-solving model. Such a model, supported by an appropriate strategy, recording systems and use of legal orders would make the force more effective.

The force continues to develop its neighbourhood policing approach. The police community management officer (PCMO) pilot and the creation of the alliance prevention department are both clear and positive signs of future intent. A continued approach to incorporating best practice from within, and beyond, the police service will support improved services.

Areas for improvement

- The force should ensure that local policing teams consistently and effectively engage with local communities to understand their needs. It should supplement this with focused analysis to inform activity and prioritisation.
- The force should adopt a structured and consistent problem-solving process to enable it to tackle crime and anti-social behaviour more effectively.

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/khat¹¹ 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

¹¹ 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 Devon and Cornwall Police, in 12 months to 30 June 2016, by outcome type^{12,13}

Outcome number	Outcome type / group	Devon and Cornwall Police	England and Wales
1	Charged/Summoned	12.5	12.1
4	Taken into consideration	0.4	0.2
	Out-of-court (formal)	4.6	3.2
2	Cautions - youths	0.8	0.4
3	Cautions - adults	3.4	2.3
6	Penalty Notices for Disorder	0.4	0.6
	Out-of-court (informal)	7.0	3.6
7	Cannabis/Khat warning	1.5	0.9
8	Community Resolution	5.5	2.8
*	Prosecution prevented or not in the public interest	1.3	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	12.3	8.3
	Evidential difficulties (victim does not support police action)	15.9	13.8
16	Suspect identified	13.6	10.6
14	Suspect not identified	2.3	3.2
18	Investigation complete – no suspect identified	37.7	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	91.9	91.3
	Not yet assigned an outcome	8.1	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

¹² 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.

¹³ '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, Devon and Cornwall Police's use of 'out-of-court (informal)' was among the highest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

The proportion of outcomes assigned to offences recorded in Devon and Cornwall, in 12 months to 30 June 2016 are broadly in line with the proportion for England and Wales as a whole with a few exceptions. The higher proportion than England and Wales use of out of court disposals (formal and informal) is consistent with previous years. The force has notably fewer investigations that conclude with no identified suspect than the proportion for England and Wales, indicating that, when considered along side the other outcomes, the force identifies suspects in a higher proportion of cases. The proportion of crimes with evidential difficulties (where the victim does and does not support police action) are both higher than the proportion for England and Wales.

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

Devon and Cornwall Police is good at providing an initial investigative response. The force operates two control rooms, using common systems and processes across both sites. Call handlers gather information effectively and routinely use the THRIVE¹⁴ (threat, harm, risk, investigation, vulnerability, engagement) model to assess calls. The level of understanding of THRIVE by control room staff is good and we found they obtained and graded information correctly on a consistent basis. Staff can access a range of systems to search for the information and intelligence they need to make a considered deployment decision. They also have access to a system called PIRATES (police information, radio and telephony enquiry system) that

¹⁴ THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

provides comprehensive guidance and options on a wide range of incidents. Staff told us that this is a helpful system, especially for managing types of incidents that occur less frequently. Supervisory and quality assurance processes are appropriate and support the effective service provided by the control room.

The force command and control system (Storm) and the Unifi records management system are not linked, meaning there is no single search facility. Generally, when a telephone call or radio message is received by control room staff they have to check both systems individually to make sure they have viewed all relevant information. We found staff to be proficient in the use of both systems and the force has invested in processes and resources to ensure a safe and effective service is provided. We assessed the control room processes in place to manage the additional work needed and found them to be adequate. The force is working with Dorset Police and external consultants to identify future options for a joint command and control system.

The demand reduction team (DRT) supports the force by dealing with calls for service by means other than a deployment. The DRT is an office-based team of police officers that manages appropriate non-urgent incidents and crimes by telephone and computer instead of the force deploying an officer to the scene. DRT officers use their policing experience to provide desk-based advice and assistance to the public on a range of matters. The DRT process provides a timely service and frees up other officers for higher priority work. The force uses a scheduled appointment system to manage routine demand differently and free up officer time for other enquiries. Initiatives like this are positive and consistent with other demand management projects that we have seen across the force.

How well do response officers investigate?

The quality of the initial investigation of crime by response officers is good. The control room assesses risk and prioritises the attendance of officers at crime scenes satisfactorily. Once the control room assessment is completed, a deployment grade such as immediate, prompt or vulnerable is assigned. HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered. Of those crimes where a deployment was required, most were attended by officers within the agreed response times set by force policy.

Once officers arrive at a crime scene, they conduct initial enquiries well and gather information to complete a crime report. They are supported by supervisors and detectives who provide guidance at the scene, by radio or telephone. Depending on the circumstances, officers make arrests, but also take victim and witness statements, seize evidence such as CCTV footage and conduct house-to-house

enquiries. Frontline officers have been issued with mobile technology to assist them with tasks like recording crime details electronically and taking digital photographs. It is important that early investigative tasks are completed as soon as possible after the crime occurs to provide the best chance of getting an outcome that meets victim needs and protects the public. We spoke to response officers who told us they usually have sufficient time to complete their initial scene enquiries although they sometimes come under pressure to work quickly because of competing demands to attend other incidents. In addition to the crime file review, we sampled some crime reports and found that the recording and management of early investigative actions was good.

The crime handover and allocation process is generally effective. Once an initial investigation has been completed, an officer completes a handover file and loads it onto force systems for supervisor assessment and allocation. Our crime file review and fieldwork found that a high proportion of early investigative opportunities had been completed in a timely manner, with handovers of a satisfactory quality. We found that where a supervisory review was documented it was mostly effective, although visible supervisor endorsement on handover documents was inconsistent. Our crime file review found that all of the files we looked at were allocated to the most appropriate team for investigation.

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

Devon and Cornwall Police investigates crime effectively. Our crime file review found that most investigations were conducted well by appropriately skilled officers and with appropriate levels of supervision and guidance, although supervision was generally better for more serious crimes than for volume crimes.¹⁵ We spoke to officers and found they knew how to access specialist skills and advice, if necessary. The force operates a network of crime management hubs across the three BCUs

¹⁵ Any crime which, through its sheer volume, has a significant impact on the community and the ability of the local police to tackle it. Volume crime often includes priority crimes such as street robbery, burglary and vehicle-related criminality, but can also apply to criminal damage or assaults.

(basic command units). They use a process called ECLIPSE (evaluate threat, consider, local priorities, identify, prevention, suspect, evidence) to help hub staff make crime allocation and management decisions. The hubs assess crimes and either allocate them to officers for investigation or file them, with appropriate victim contact and referrals. Officers told us that their crime workloads are usually manageable and they receive appropriate crimes for investigation based upon their role. We reviewed some individual officer crime workloads and found the same. The crime management hub process is effective, although its structures and operating processes vary between BCUs.

We found evidence that support functions, such as intelligence and CSI (crime scene investigation), assist investigations. The force has different intelligence units that support specialist and local investigations appropriately. CSI services are provided through a regional unit, in collaboration with other forces in the south west. Scene attendance is prioritised in line with force needs and the focus is on risk and protection from harm. We found that investigators consider open-source and digital media evidence in their work and have access to trained specialists when needed.

Support to investigations

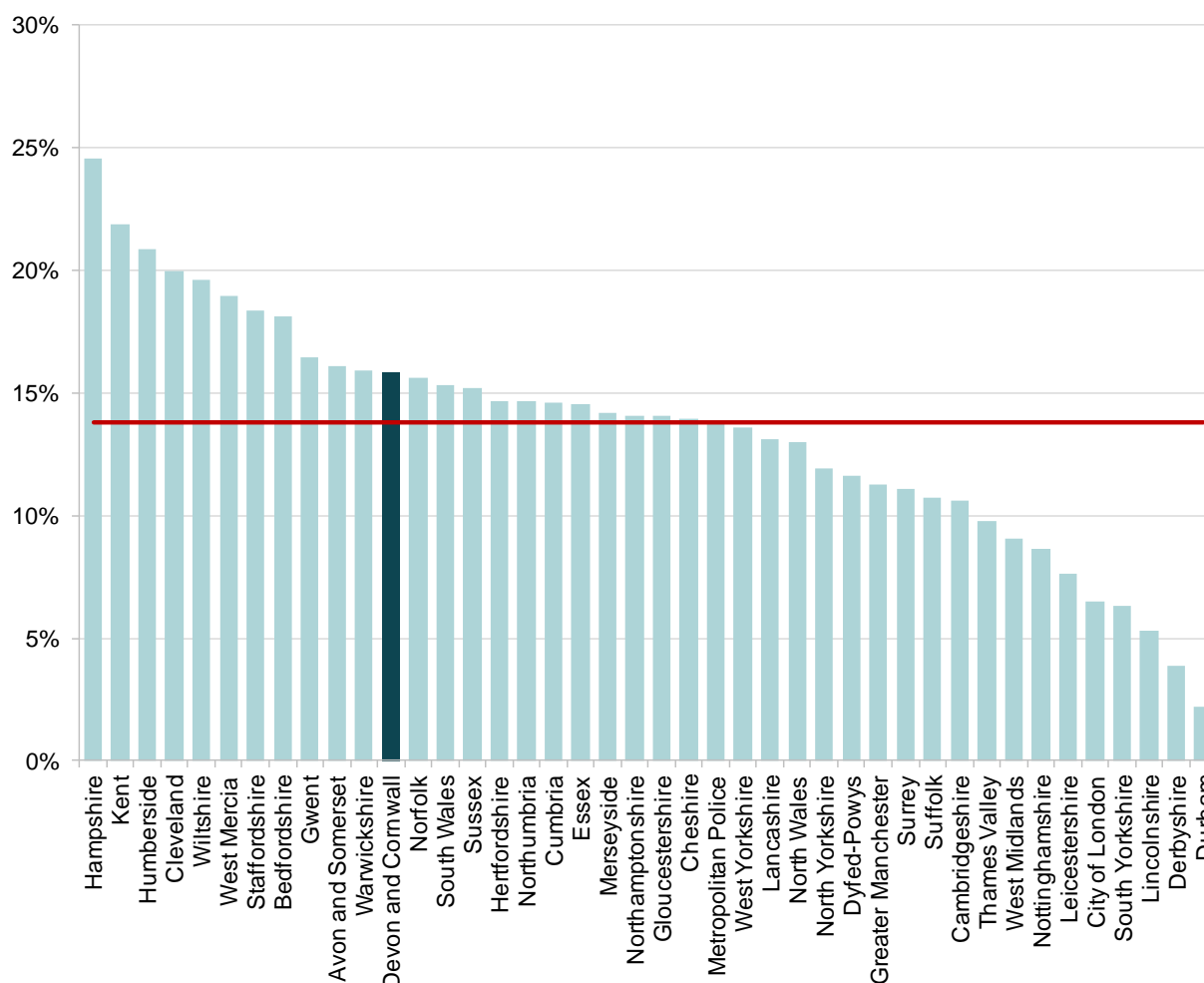
In our last inspection, we identified that the force needed to improve its ability to retrieve digital evidence from telephones, computers and other devices so that investigations are not delayed. Since then, the force has invested in the services provided by the hi-tech crime unit (HTCU), increasing capacity and capability, and reducing turnaround times. The HTCU supports complex investigations through the provision of expert advice and deploys to crime scenes to examine equipment in situ when appropriate. There is an effective risk-based BCU triage process in place to examine some devices locally and prioritise the submissions made to the HTCU. At the time of our inspection, we found that the number of devices awaiting examination and the average waiting time had both fallen to acceptable levels since last year. The force has improved its performance in this area.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹⁶ 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.

¹⁶ 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^{17,18}



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Devon and Cornwall Police recorded 15.9 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.

Devon and Cornwall Police is effective at keeping victims of crime updated and provides them with a good service. Force policy states that officers should ensure that victim care and individual needs are addressed and the Victims' Code of Practice must be complied with. Our review of crime files showed that good victim

¹⁷ Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

¹⁸ Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

care had been provided by the force in a high number of cases and when we spoke to officers we found that they understood the importance of maintaining contact with victims, keeping them updated and taking action to keep them safe when necessary.

The force has clear processes for keeping victims informed about the investigation of their crime. Attending officers consider any immediate risks to the victim and take appropriate action to prevent harm. They also complete a victim needs assessment (VNA) that considers the victim's personal circumstances as well as the requirements of the Victims' Code and grade how quickly the victim may need support. Upon completion, the VNA is sent to the victims' care unit (VCU) that supports victims through direct contact and by referrals to over 80 other organisations. The officer also keeps the victim updated about the progress of the investigation and records contact on the crime record on the Unifi system. The VCU conducts victim surveys and provides feedback to the force and individual officers. It also provides a facility to receive third party requests for support. The VNA and VCU processes are understood by staff and contribute to the effective delivery of the requirements of the Victims' Code.

Of those who have been the victim of a crime in Devon & Cornwall in the 12 months to 30 June 2016, 81.6 percent were satisfied with their whole experience with the police. This is similar to the England and Wales victim satisfaction rate of 83.3 percent over the same time period. There has been a fall since June 2011 when the victim satisfaction rate was 87.2 percent.

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?

Devon and Cornwall Police is effective at pursuing suspects and offenders who pose a high risk to the public. We found that in crime investigations where a suspect has been identified, the risk they pose to others is assessed at an early stage. High-risk suspects are flagged appropriately. During our inspection, we observed daily management meetings and saw the importance the force places on locating and arresting high-risk suspects, including domestic abuse offenders. We were satisfied that if a suspect cannot be located quickly, the force acts positively by allocating appropriate resources to mitigate risk. This process provides good protection for the public.

The force is generally good in its pursuit of other crime suspects. Local supervisors are responsible for overseeing the crime investigations conducted by their team, including efforts to arrest suspects. There are regular tactical co-ordination meetings

that monitor local investigations, and additional resources are allocated if required. We found these processes to be adequate in maintaining investigative focus and managing the timely arrest of suspects. However, we found that local supervisors have difficulty accessing management information that gives them a complete picture of the number of wanted suspects in their area. We also found that there are some data quality problems within the Unifi crime-management system; these mean that the force does not have a full understanding of the size and risk of the cohort of wanted suspects. Separately, we reviewed the process for managing forensic identifications and found it to be adequate.

The force has not been reviewing persons circulated as wanted on the Police National Computer (PNC) in accordance with its own policy. When a person is wanted for an offence, but cannot be located, the force can circulate them as wanted on the PNC, which means that if they come to notice anywhere in the country they can be arrested. The force policy for the management of persons wanted on the PNC is in line with national guidance. When a person is circulated as wanted, the force must conduct reviews at regular intervals, every 12 months at the most, to ensure that efforts are being made to locate them. We reviewed a sample of PNC wanted files and found that a large number of reviews were overdue, some by up to two years and for serious offences. We raised this matter with the force, which acknowledged the problem and committed to rectifying the situation. The consequence of not managing PNC wanted persons correctly is that they remain at large with the potential to commit further crime.

In our last inspection, we identified that the force needed to improve its performance in checking the background and conviction history of arrested foreign nationals. In April 2015, the rate of checks was 27 percent and in September 2016 it had risen to just over 50 percent. The force continues to work to improve the rate at which checks are conducted, and we will monitor performance in this area.

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

The integrated offender management (IOM)¹⁹ scheme is a cross-agency response to crime and re-offending threats faced by local communities. In June 2016, the force IOM scheme became part of the newly formed prevention department, an alliance function serving both Devon and Cornwall and Dorset forces. We found IOM to be linked into force assigning and intelligence gathering processes. It is co-located with partner organisations across the force and there is evidence of information sharing. However, we found that the IOM scheme in Devon and Cornwall is limited in scope. The criteria used to select the cohort are narrow, in that the IOM scheme selects offenders with a serious acquisitive crime history and does not include offenders

¹⁹ Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

selected primarily because they are violent or commit domestic abuse. The force should prioritise a planned pilot scheme to widen the cohort to include domestic abuse offenders. The size of the IOM team has decreased since last year, with reductions in both police and other agency resources. The force provided data to show that 67 percent of the cohort reoffended in the 12 months to 30 June 2016. The rate for England and Wales was 56 percent. The effectiveness of the IOM approach needs to be improved.

The force is proactive in its approach to identifying sex offenders, including those who share indecent images of children, and it makes interventions where necessary. The force monitors registered sex offenders (RSOs) through locally-based offender managers in basic command units (BCUs), supported by a central team at headquarters. Offender managers review intelligence, conduct visits and assess risk in accordance with a national model to reduce the danger of RSOs re-offending. Workloads are high, with each offender manager in Devon and Cornwall Police being responsible for an average of 68 RSOs. The force was initially unable to provide HMIC with an accurate list of overdue RSO visits across the force, due to system and data quality problems. A manual review of records was undertaken by the force which showed that 156 visits (across all risk types) were overdue at the time it was completed. The force is aware of the pressures in this area and is undertaking a pilot scheme to manage a small number of the lowest-risk RSOs in a different way in order to assess whether demand can be managed better and more time be made to manage medium and high-risk offenders. Rising RSO numbers and overdue visits are not confined to Devon and Cornwall and the force is monitoring national pilot work that is seeking to manage more effectively the demand created by increasing numbers of RSOs. The force needs to improve its data quality and management of RSO visits to ensure that the risk posed by RSOs is minimised.

The force monitors offender compliance with sexual harm prevention orders (SHPOs)²⁰ and it has integrated the management of dangerous and sexual offenders across the force. We found that neighbourhood and response officers are briefed about the RSOs and other dangerous offenders living in areas they patrol. They are able to access sufficient relevant information from force systems when they need to, and submit intelligence appropriately, so that the force maintains an up-to-date understanding of risk across Devon and Cornwall.

The force has dedicated resources and satisfactory arrangements are in place for the management of non-RSO MAPPA²¹ (multi-agency public protection

²⁰ Sexual Harm Prevention Orders (SHPOs) 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.

²¹ Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the

arrangements) offenders. MAPPA offenders are those identified as posing a risk to the public and where a multi-agency approach is the most appropriate response. The force works with partner organisations from probation, the prison service and other agencies to manage these offenders and prevent them from re-offending. We reviewed minutes and case notes from MAPPA meetings and found that the force is engaged with the process, including preparing response plans and taking safeguarding action when needed.

Summary of findings



Requires improvement

Devon and Cornwall Police investigates recorded crime effectively, but its approach to reducing re-offending is fragmented and needs to improve.

The force has consistent control room processes that gather information, assess risk and allocate resources effectively. Crime scenes are usually attended quickly. The force investigates crime effectively, from the initial response to the subsequent handover, allocation and follow-on investigation. Investigating officers are appropriately supported by specialist technical and investigative services.

Officers and staff provide a good service to victims of crime, and satisfaction rates remain high, although they have declined slightly in recent years.

The force pursues wanted suspects and manages outstanding forensic investigations adequately in most cases. High-risk cases have force-level oversight and local supervisors co-ordinate investigative and arrest activity. However, the force needs to develop a fuller understanding of volume and risk in all cases. The procedures for reviewing and apprehending persons recorded as wanted on the Police National Computer (PNC) need to be improved. This is essential in order to keep the public safe from those who are among the most likely to commit crime.

There is an integrated approach to the management of the most harmful offenders. However, poor data quality and demand pressures in the team that manages registered sex offenders limit its ability to mitigate considerable risks to the public.

The force also needs to improve its integrated offender management (IOM) programme to ensure that its structure and remit provide the best possible protection for the public. Its current approach is narrow in its focus on acquisitive criminals, and there is scope for the force to use the IOM model to reduce harm as well as the volume of crimes committed by known offenders.

police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

There is an overlap between the crime data integrity (CDI) and effectiveness inspections because the effectiveness of the force is affected by the volume of crime it has to manage. HMIC judged that because the force is not recording over 18 percent of the crime reported to it, it cannot be said to be effective in its overall investigation of crime. The outcome of the CDI inspection has influenced HMIC's judgment in this part of the effectiveness inspection.

Areas for improvement

- The force should ensure that the risks posed by registered sex offenders are managed effectively.
- The force should ensure that those who are circulated as wanted on the police national computer (PNC) are swiftly located and arrested.
- The force should consider widening its approach to integrated offender management (IOM) to maximise its impact on reducing threat, harm and risk. There should be clear measures of success which enable the force to evaluate how effectively it is protecting the public from prolific and harmful offenders.

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?

Devon and Cornwall Police is good in its management of vulnerability, having improved its performance since HMIC's 2015 effectiveness (vulnerability) inspection. Its strategic priorities of protecting vulnerable people from harm and safeguarding communities continue to influence how the force operates, supported by effective governance and processes. Victims and vulnerable people are at the centre of police activity.

Since our last inspection, the force has improved the recognition of vulnerability in its control rooms and among staff. Specific groups, particularly children, are better served by an increased understanding and improved response to the problems they face.

Partnership working is strong and improving. The force works well with other agencies at force and local level, with specific groups that focus on themes like child sexual exploitation and domestic abuse across the two counties.

The force has moved staff to provide a more focused response to specific types of vulnerability and continues to invest in public protection resources to enhance its capacity and capabilities.

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,²² others use the definition referred to in ACPO guidance,²³ and the remainder use their own definition.

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Devon and Cornwall Police uses the government's Code of Practice for Victims of Crime definition of a vulnerable victim, which is:

"You are eligible for enhanced entitlements under this Code as a vulnerable victim if:

- (a) You are under 18 years of age at the time of the offence, or
- (b) The quality of your evidence is likely to be affected because:
 - 1) You suffer from mental disorder within the meaning of the Mental Health Act 1983:
 - 2) You otherwise have a significant impairment of intelligence and social functioning; or
 - 3) You have a physical disability or are suffering from a physical disorder"

²² 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

²³ 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, NPJA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

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

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. Devon and Cornwall Police was one of five forces that were unable to provide vulnerable victim data.

Devon and Cornwall Police has a good understanding of the nature and scale of vulnerability across the force. It defines a vulnerable person (as opposed to vulnerable victim) as: "Anyone who has been or is believed to be at risk of harm, abuse or exploitation following consideration of their individual circumstances and who is or may be in need of support or intervention." Protecting vulnerable people is a priority for the force. It has effective governance processes in place at strategic and tactical levels. The force has good working relationships and information-sharing arrangements with partner agencies. Its intelligence department has a specific section dedicated to managing information about safeguarding and there is a senior lead officer for each of the 13 strands of vulnerability. We spoke to staff in different departments, who demonstrated a good knowledge of vulnerability and how their role contributes to wider force understanding.

The force has developed a number of problem profiles and intelligence products for vulnerable people. A problem profile uses information and intelligence to understand better a particular crime type or emerging issue. The force has developed detailed problem profiles for child sexual exploitation (CSE) for the areas of Cornwall, Devon, Plymouth and Torbay. They assess the problem across the force area using police and partner agency data to improve understanding across different organisations. They profile both victims and offenders, identify those areas in the force where child sexual exploitation is more likely to occur, and demonstrate a good understanding of the common themes and circumstances that cause children to be put at risk. The profiles are shared with partner organisations and support decision making at strategic and tactical levels. The force has also produced a vulnerability profile for all children (from birth to age 17) to identify the risk factors they are exposed to at different ages and what interventions would be most effective. We reviewed the force domestic abuse improvement plan (which follows the prevent, protect, pursue and prepare format) and found the force to be making progress in many areas, with all actions due to be completed by March 2017. The plan was agreed by chief officers and has suitable governance in place to monitor progress.

The control room processes in place to identify vulnerability at the first point of contact, either by incoming phone call from the public or radio transmission from officers and staff, are effective. The THRIVE model to assess risk is commonly understood and used. Reminders to staff are visible throughout the control room. Staff receive regular training in the use of THRIVE and in different forms of vulnerability like domestic abuse and child sexual exploitation. The force has created a specific command and control system deployment grade that it uses to prioritise the response to incidents and people identified as vulnerable. Standard operating procedures are in place for certain types of incident, such as missing persons, to

ensure that staff are prompted to gather and consider all relevant information appropriately. There are warning markers and system flags that help staff prioritise calls by highlighting what is already known about the subject of the call, such as the person being a repeat victim or a location that is known to be a risk. Logs with vulnerability considerations like domestic abuse and missing persons are reviewed by a supervisor. For several months in 2016, the force operated a system where a small number of low-risk domestic incidents were assessed and managed by telephone as part of a wider programme of service improvements. The force has now paused this process while its effectiveness is assessed. We observed the control room process, listened to calls and reviewed a number of incident logs. We found the system works effectively.

Devon and Cornwall Police uses both 'absent' and 'missing' categories for children whose location is unknown. We reviewed a number of logs for both 'absent' and 'missing' children and found that control room staff followed correct procedures on each occasion. Appropriate supervisory referrals, risk assessments and resource allocation decisions were made. We were reassured by what we found.

The force works with other agencies to provide a joined-up response to incidents connected with mental health. There is a mental health professional based in one of the two control rooms each evening, who can access the command and control system and provide support when police are dealing with a person with mental health problems. The professional can provide specific patient information or general treatment advice. They will speak to the subject directly if necessary and make referrals to other teams. When the professional is not on duty, the police can access telephone advice. The force recognises the vulnerability associated with mental ill-health and, in the 12 months to 30 June 2016 the force flagged 3 percent of incidents to indicate a mental health marker. In the same period the force recorded 1328 crime incidents (1.7 percent of the total) with a mental health marker.

Devon and Cornwall Police does not have a single vulnerability marker on its Unifi crime-management system, and uses separate markers like child sexual exploitation, mental health and hate crime instead. It was one of seven forces unable to provide data. There is no standard way in which forces are required to record whether a crime victim is vulnerable and forces do this differently. Control room staff identify vulnerable individuals using the different markers visible on force systems to decide on the most appropriate response.

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.

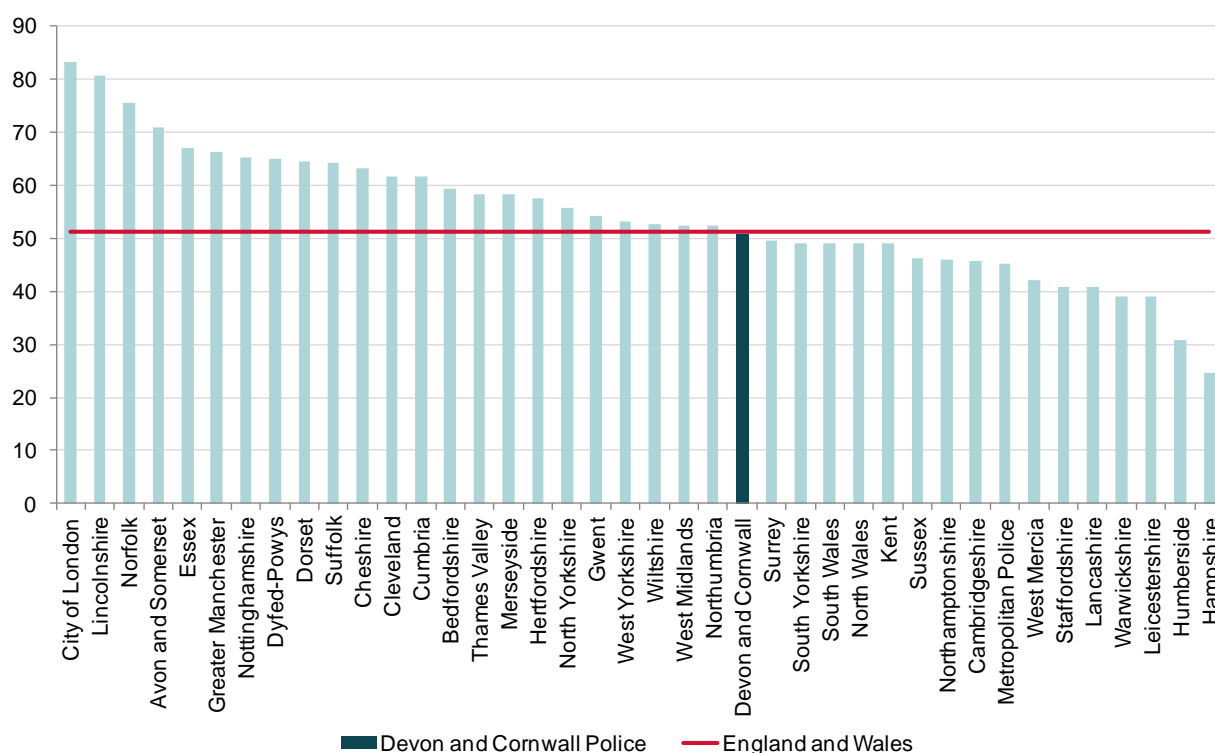
Do officers assess risk correctly and keep victims safe?

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 show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Devon and Cornwall increased by 3 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 13 percent of all police-recorded crime in Devon and Cornwall, 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 forms 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 Devon and Cornwall Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 51 arrests made in the same period.

Figure 6: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²⁶



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Devon and Cornwall Police is good at identifying and assessing risk and vulnerability at the time of the initial response by officers. The force has established processes to ensure that officers respond to the needs of vulnerable victims in a way that reflects their needs and takes account of their circumstances. Child sexual exploitation and domestic abuse training has been delivered to frontline staff. At the initial response, information is gathered and assessed, investigative decisions made and immediate safeguarding action is taken, if necessary. Subsequently, the information recorded at the scene is passed to the central safeguarding team (CST), where it is reviewed and shared with other police teams and partner organisations as part of the joined-up safeguarding processes in place across the force area. We found the structures and processes in this area to be well co-ordinated.

Frontline officers and staff follow a clear and well understood process when dealing with vulnerable people. The main forms used to record vulnerability and assess risk at crimes and incidents are the vulnerability identification screening tool (VIST) and the domestic abuse, stalking and harassment (DASH) forms. VIST forms are used when officers come into contact with a person they believe is vulnerable.

DASH forms are used when officers attend a domestic abuse or stalking and

²⁶ 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.

harassment incident. The forms provide a framework for officers to record information in a structured way, using questions and prompts to assist the officer to reach a risk assessment grading. The grading helps the officer decide what safeguarding options need to be put in place, immediately if necessary. Officers record details electronically on portable data devices. The information is then passed to the CST, where the content is assessed and relevant information is shared with partner organisations to inform longer-term decision making and safeguarding. VIST and DASH processes work well as a core element of the force vulnerability and safeguarding processes, with good levels of understanding among staff.

Immediate safeguarding measures are taken at the point of initial response. The officers and staff we spoke to knew about the importance of taking early safeguarding measures if they are necessary to provide immediate protection. When immediate safeguarding measures are required, a supervisor is usually notified. The duty critical incident manager (CIM), the nominated inspector in charge of operational policing in an area, reviews all high-risk domestic abuse cases and other vulnerability logs referred by the control room. Support functions are in place to assist officers. On-call specialists can provide investigative advice and confidential intelligence, while control room staff provide support by conducting urgent phone and data enquiries. Officers can also access the social services emergency duty team or mental health specialists for information or advice. The force has other specialists available on call if needed, for example alarm installers, who provide home and personal security equipment. We found these processes to be effective.

We reviewed a number of crime investigation files to understand better the force's management of safeguarding and vulnerability. We found that in almost all cases where the victim was identified as vulnerable there was appropriate consideration of safeguarding measures and, when necessary, the risks were mitigated. In a very high proportion of cases, further victim safety measures, beyond initial safeguarding needs were appropriately considered and documented. We found the force was generally performing well in these areas.

In our crime data integrity (CDI) inspection, we found that in many cases, even where a crime was not recorded and it should have been, safeguarding measures and risk assessments were conducted. While this was evident in most cases, we found that some vulnerable people were not risk-assessed and, in a few cases, safeguarding was not provided.

The force does not consistently use body-worn cameras to gather evidence, and this is a gap in the equipment available to officers. Body-worn video has proven evidence-gathering and safeguarding benefits, especially in domestic abuse incidents. The force is piloting the use of body-worn cameras jointly with Dorset Police, with the intention of a widespread rollout of equipment once technical specifications and solutions have been finalised.

The force responds to missing children effectively. In HMIC's 2015 effectiveness (vulnerability) inspection, we identified that the force needed to improve its response to persistent and repeat missing children. In this inspection, we found the force has clear procedures for officers and staff to follow in relation to missing children, with an emphasis on considering their vulnerability. The control room response to reports of missing children is good, as explained earlier in this report, and there is early identification of whether the child has previously been reported missing and in what circumstances, by the use of flags on force systems. The force dedicates response officers to search for missing children and they are supported by staff working in missing person units. The links between repeat missing children and the high number of care homes in parts of the force are understood. We found examples of police and partner organisations working together, and with private care home providers, to share information and reduce the risk to children who go missing. The force has improved its performance in this area.

Our last inspection identified that the force needed to improve its response to children at risk of child sexual exploitation. Since then, child sexual exploitation training has been provided across the force and we found the levels of awareness and understanding among officers and staff that we spoke to were high. Child sexual exploitation problem profiles have been produced and we observed that child sexual exploitation features as a common thread in local and force assignment and co-ordination processes as well as the daily management meeting. We found that the links between children who go missing repeatedly and child sexual exploitation are recognised and responded to jointly with partner organisations. The force has produced a child sexual exploitation disruption toolkit jointly with Dorset Police and local authority partners that provides guidance to staff about the different types of child sexual exploitation, what warning signs to look for and the legal orders that can be used to tackle it. The force has identified 30 child sexual exploitation champions as single points of contact across the force area to spread specialist knowledge and act as a reference point for advice and guidance. There is a police-chaired peninsula child sexual exploitation steering group and local multi-agency child sexual exploitation meetings where the police and other agencies work together to prevent child sexual exploitation and mitigate its impact. For example, Operation Candyfloss involves police and partner organisations conducting joint plain clothes patrols at funfairs and locations known to be child sexual exploitation hotspots. Local partner organisations told us that they have seen an improvement in police officer understanding and response to child sexual exploitation cases. There was positive feedback from agencies working with young people, and victims said they felt listened to and supported by officers they dealt with. The force has made improvements in its response to, and management of child sexual exploitation.

Neighbourhood policing teams (NPTs) are part of the force response to vulnerability. They work with specialist departments to understand the vulnerable people living in their area, making contact to provide reassurance and monitor their situation. There

are established processes and intelligence products in place, where repeat incidents are referred to NPTs to be reviewed, so that repeat or vulnerable cases are followed up with appropriate safeguarding action. NPT staff meet with local partner organisations to share information, assess risk jointly and agree safeguarding action. We noted examples relating to a vulnerable elderly person, missing children, domestic abuse victims and people who may be exploited by drug dealers. NPTs contribute effectively to the force response to vulnerability.

The force arrest rate at domestic abuse incidents in the 12 months to 30 June 2016 was 50.9 percent, a slight decline on the previous year, but in line with the England and Wales rate of 51.4 percent.

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).

Devon and Cornwall Police has specialist departments responsible primarily for vulnerability investigations. The public protection department, responsible for investigations like child abuse has bases in each of the three basic command units (BCUs). There are also sexual offence and domestic abuse investigation teams (SODAITs) across the force that work alongside local CID teams. Since our last inspection, the force has moved specialist victim liaison and safeguarding officers into SODAITs to improve the service provided to victims by co-locating all of the relevant staff in the same place. The force considers threat, harm and risk when allocating crime with a vulnerable victim, building upon the use of the THRIVE model and the early identification of vulnerability in the control room. We spoke to officers from various investigative units in different parts of the force and found good levels of understanding of vulnerability and the need for an effective response.

Crime investigations with a vulnerable victim are of a good standard. In our last vulnerability inspection, we identified this as an area for improvement. In our sample, we found that victim vulnerability was correctly identified in every case. A high proportion of cases had clear investigation plans and in almost all cases all lines of enquiry were correctly identified and pursued. An effective investigation was evident in most cases, but the recording of levels of supervision was less consistent. We

also reviewed a small sample of stalking and harassment cases and found there was a mixed picture in the correct application by officers in the use of police information notices (PINs) and risk management plans. The force will want to assure itself that the stalking and harassment policy and its requirements are understood by officers. Overall, the force is effective at investigating crime where the victim is vulnerable.

Accredited investigators, or those undertaking accreditation with appropriate supervision, are responsible for investigating serious offences where the victim is vulnerable. When speaking to officers, we found them to be suitably skilled for the investigations allocated to them or with appropriately skilled supervisors overseeing their work. We also found that they had access to skilled supervisors when needed.

The force needs to improve its use of legal powers to protect victims of domestic abuse. In the 12 months to 30 June 2016 the force issued domestic violence protection notices (DVPNs) to suspected domestic violence perpetrators at a rate considerably below the England and Wales rate. In the same period the rate at which it applied to magistrates for domestic violence protection orders (DVPOs) was also low. The force recognises that the system it has in place for the management of DVPNs and DVPOs is applied inconsistently and is not working effectively. The force plans to recruit a legal adviser to review and improve the relevant processes and increase applications to magistrates. The force must act quickly to correct this problem and provide better support to victims.

The force also uses Clare's Law,²⁷ a domestic violence disclosure scheme where details about a person's previous background can be released in certain circumstances. In the 12 months to 30 June 2016 the force used Clare's Law 114 times, but was not able to break down this figure to tell us how many specific 'right to ask' and 'right to know' disclosures took place. In the 12 months to 30 June 2015 the force made 37 'right to ask' disclosures and 102 'right to tell' disclosures. There has been a fall in the number of Clare's Law disclosures and the force may want to review its use of this power to ensure that it is being used appropriately.

Devon and Cornwall Police has well-developed relationships with partner organisations. It has shared priorities and joint working practices to support vulnerable people and address victims' needs. The force contributes to the development of policy and operational practice across joint agency peninsula and local groups that focus on subjects like child sexual exploitation, domestic abuse and modern slavery. Information sharing to identify vulnerability and safeguard victims is good, both at a tactical level in local areas and through force level processes. We spoke to a number of partner organisations, who told us they had seen a big improvement in police practice at all levels, that the force prioritises vulnerability, and joint working is effective.

²⁷ A disclosure under the Domestic Abuse Disclosure Scheme which allows sharing of specific information with partners or a third person for the purpose of protecting them from domestic abuse.

There is an established multi-agency risk assessment conference (MARAC)²⁸ process in place. A MARAC conference is a meeting where information about the highest-risk domestic abuse cases is shared between the police and other specialists, including local independent domestic violence advisers (IDVAs) who support victims. The force has 12 MARAC conference processes in operation across Devon and Cornwall in different local authority areas, each chaired by a detective inspector. To ensure consistency, the force arranged for external training in policy, structure and management from the independent domestic abuse charity SafeLives for all 12 MARAC chairs in spring 2016. SafeLives observed a Plymouth MARAC conference in September 2016 and provided positive feedback on its operation. The MARAC process provides protection to victims of domestic abuse.

The force works with partner organisations in four co-located multi-agency safeguarding hubs (MASHs)²⁹ across Devon and Cornwall. MASH is a generic term and it is recognised that within the force different names are used, but the concept is the same. Each MASH is co-located, meaning that staff from the police and other agencies like social services, health and education work together in one place to share information and take safeguarding action to protect vulnerable adults and children. The MASH receives referrals from all agencies, and police referrals from the central safeguarding team (CST), using information from VIST and DASH forms submitted by officers. These arrangements mean that decisions about the most appropriate safeguarding activity can be taken quickly.

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.³⁰

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 7. 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

²⁸ Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

²⁹ A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to safeguard and protect the individual effectively.

³⁰ 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.

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).

Figure 7: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Devon and Cornwall Police³¹

Outcome type / group	Devon and Cornwall Police	England and Wales
Charged / Summoned	21.1	23.2
Caution – adults	5.2	5.6
Caution – youths	0.4	0.3
Community resolution	0.6	1.4
Evidential difficulties prevent further action; victim supports police action	23.4	24.1
Evidential difficulties prevent further action; victim does not support police action	45.9	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, Devon and Cornwall Police'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.

Devon and Cornwall Police responds adequately to victims of domestic abuse. Risk is assessed by call handlers at the first point of contact, with the force using the THRIVE tool. Risk is re-assessed by response officers who meet victims and complete the DASH form. Perpetrators are arrested at a rate in line with the England and Wales rate or dealt with in other ways designed to protect the victim. The DASH form is sent to the CST (and MASH as required) and information shared with partner organisations who work together to protect the victim and any other people at risk, such as children. DASH forms for domestic abuse are assessed by dedicated staff. Where a domestic abuse incident occurs between people who are not local residents, the force passes relevant details to the individuals' home force to ensure that safeguarding is considered. The victim is offered access to support or outreach services during the completion of the DASH assessment.

High-risk domestic abuse cases are investigated by staff from the sexual offence and domestic abuse investigation team (SODAIT). Medium and standard-risk cases are investigated by either SODAIT or response team staff in different parts of the force.

³¹ 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.

SODAIT officers and other specialist domestic abuse staff trained in supporting victims work alongside local CID officers. SODAIT detective inspectors also chair local MARAC meetings and the MARAC co-ordinator is based within the SODAIT team. Co-location of staff improves information sharing and joined-up working. Investigative workloads are high and the force is recruiting 50 new police staff investigators to work solely in SODAIT and improve the service it provides to victims. In our last inspection, we identified that the force needed to improve its investigation of domestic abuse by ensuring it had sufficient skilled staff in place. The force has made changes in its structures to respond better to domestic abuse and we acknowledge the commitment demonstrated by the investment in new police staff investigators.

The force charges or summonses 21.1 percent of suspects of domestic abuse which is lower than the England and Wales rate of 23.6 percent. The percentage of cases where evidential difficulties prevent further being action taken (and the victim does not support police action) is 45.9 percent which is higher than the England and Wales rate of 35.8 percent. We found evidence that the force takes steps to progress domestic abuse cases where the victim does not support police action. Increased use of body-worn video and domestic violence prevention orders will further support such action. The force records safeguarding outcomes for each crime and considers them as part of its performance process. It assesses outcomes such as referrals to the MARAC process, support agencies or other positive safeguarding outcomes alongside the investigative outcome of each crime, so that a broader understanding of the service provided to the victim is achieved.

Summary of findings



Good

Devon and Cornwall Police is good at protecting those who are vulnerable from harm and supporting victims. It defines vulnerability clearly and there is a good understanding among officers and staff. Assessments for risk and vulnerability are evident in all parts of the force and they guide the police response. There are appropriate structures and governance in place. The force understands the risks it is dealing with.

The processes in place to gather and share information, both internally and with partner organisations, are effective. The need to safeguard vulnerable victims and protect others at risk is well understood. Officers respond to victims and investigate crime well and the force is increasing its staff numbers to manage growing demand.

Partnership working is embedded and vulnerable people receive better protection from the co-ordinated approach taken. The complexity of the partnership area across two counties is effectively managed.

Victims of domestic abuse are provided with an appropriate service at initial response and by specialist teams. The force takes a proportionate approach towards domestic abuse offenders to try to reduce the harm they cause, but the use of legal orders to protect victims needs to be improved.

Areas for improvement

- The force should review its use of Domestic Violence Protection Orders, Domestic Violence Protection Notices, and Clare's Law, to ensure that it is making best use of these powers to safeguard victims of domestic abuse.
- The force should improve its initial investigation of cases involving victims of domestic abuse and other vulnerable victims by providing responding officers with access to photographic and/or video-recording equipment to show evidence of injuries and crime scenes.

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

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

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

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

As at 1 July 2016, Devon and Cornwall Police was actively disrupting, investigating or monitoring 10 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales.

Devon and Cornwall Police is good at assessing the threat posed to its communities by serious and organised crime (SOC).³² It has effective strategic threat assessment processes in place that take account of the National Crime Agency (NCA) threat assessment and the local police and crime plan.

The force has produced a series of serious and organised crime local profiles that cover all of the threats identified as priorities in the strategic assessment. The profiles cover the whole force area, with some focusing on particular community safety partnership areas. The profiles recognise the link between serious and organised crime and vulnerability. They have been prepared jointly with partner organisations and shared to increase awareness and understanding. The subjects covered include child sexual abuse and exploitation, modern slavery, cyber-crime

³² Serious and organised crime includes human trafficking, drug trafficking, organised illegal immigration, high-value fraud and other serious financial crimes, counterfeiting, organised theft, burglary or robbery and cyber-crime. It is perpetrated by groups of people operating collaboratively on a continuing basis, typically in order to realise substantial financial gain and sometimes involving serious violence. These are known as organised crime groups (OCGs).

and trafficking (drugs, people and firearms). The profiles cover all of the main serious and organised crime threats and are of a good standard. The force works to maintain a current understanding of new and emerging threats.

Intelligence is used to understand the threat from serious and organised crime. We found the force uses a range of community, partner, internet and covert sources to increase its understanding of serious and organised crime. Intelligence is exchanged with other police forces and enforcement agencies to tackle organised crime groups (OCGs) with links to other parts of the country. Intelligence links with community safety partnerships and other agencies are in place at strategic and tactical levels, supporting a better joined-up response to local problems. The force is increasing its capacity to improve its compliance with the National Ballistics Intelligence Service)³³ and the national memorandum of understanding that governs this area. This will improve the force's support for both local and national investigations. Intelligence about serious and organised crime is gathered and shared during the various assignment and co-ordination meetings that occur across the force. There are effective processes in place.

Local officers are engaged in tackling serious and organised crime but do not always recognise their activity as disruption. We found that in some areas the level of knowledge and understanding of serious and organised crime by local officers is good, but in other areas knowledge levels are lower. There is a good understanding about different types of vulnerability, the harm they cause and the need to address them, but the link to serious and organised crime is not always evident. The briefing system is used to raise awareness among local officers by directing specific intelligence gathering and disruption activity against either individuals or locations. Local targeted intervention meetings (TIMs) also review serious and organised crime problems and direct activity. There is an effective system for assessing the risk posed by drugs networks known as 'county lines', where drugs offenders from out of the area target vulnerable people and use their premises for drug dealing. There are established operations in place across the force seeking to safeguard those at risk, gather intelligence and target offenders. The force should review levels of awareness and understanding of serious and organised crime in local policing areas to be confident that officers and staff are providing a co-ordinated response to warning signs and submitting relevant intelligence in all areas.

Organised crime group (OCG) scoring and mapping³⁴ is carried out in accordance with national guidance. The national assessment tool is used to make sure that

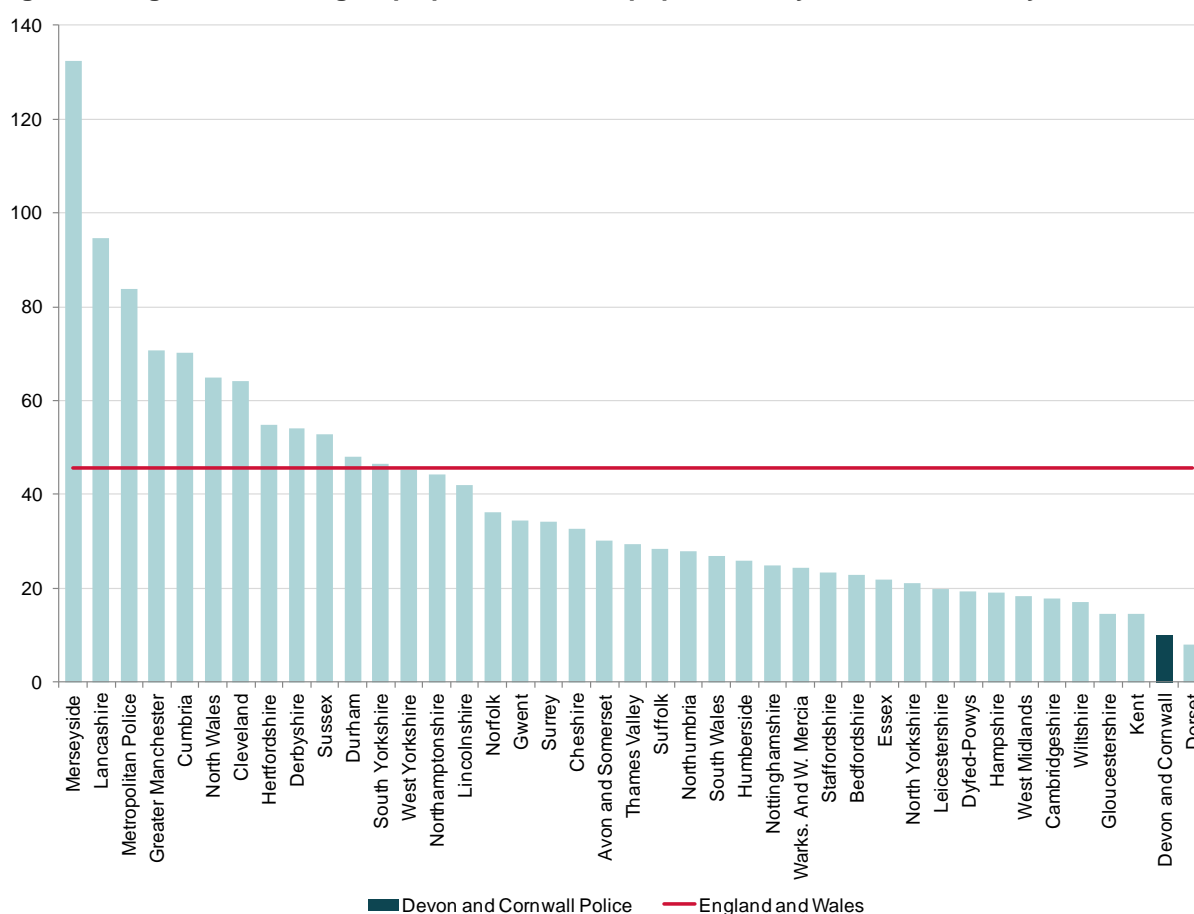
³³ The National Ballistics Intelligence Service delivers fast-time forensic intelligence as well as tactical and strategic intelligence to tackle all aspects of firearms-related criminality within the UK.

³⁴ When a police force identifies a group of individuals who they suspect may be involved in organised crime, an organised crime group or OCG, 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

OCGs are mapped and scored appropriately. Mapped OCGs are reviewed and re-scored as required at the monthly OCG meeting.

Devon and Cornwall Police has recorded the second lowest number of OCGs in England and Wales. We assessed that the process followed by the force to reach this position was compliant with national guidelines. All five of the forces in the south west region have a low number of mapped OCGs compared to England and Wales as a whole. There is a south west regional governance group in place that monitors police activity against county lines networks.

Figure 8: Organised crime groups per one million population, by force, as at 1 July 2016³⁵



Source: HMIC data return

For further information about these data, please see annex A

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and

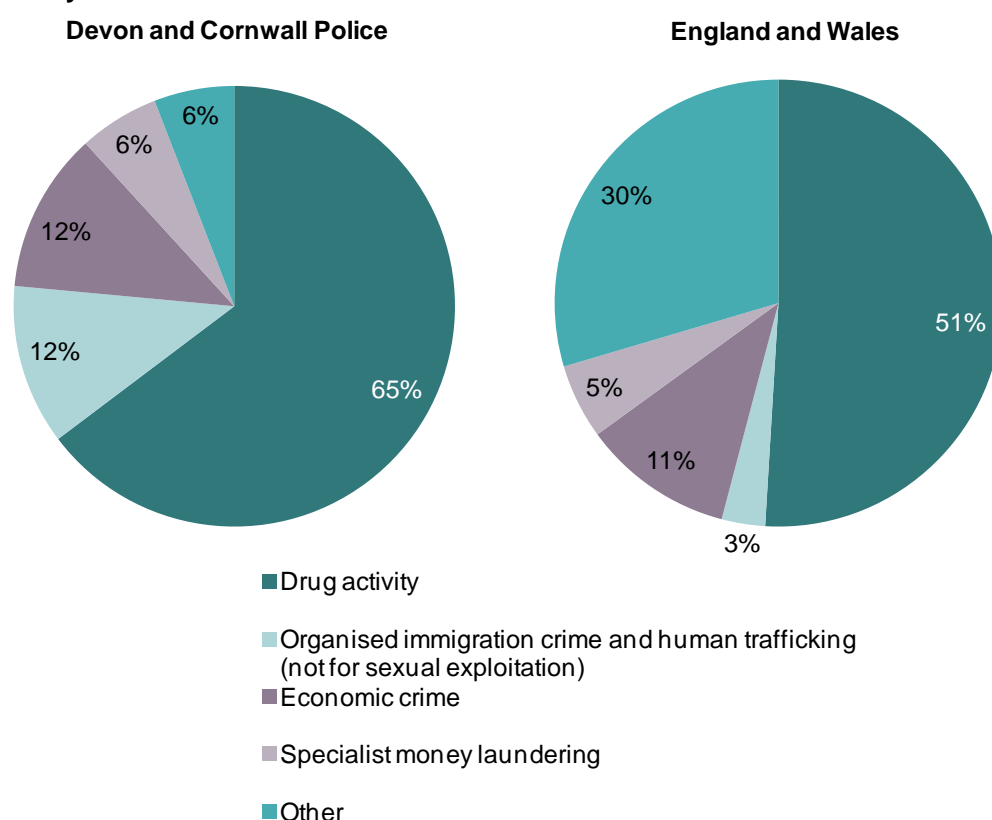
OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. This helps the force to make informed decisions about how to prioritise its activity.

³⁵ 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.

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

The force reviews its intelligence and investigations into county lines and modern slavery and refers them to the OCG mapping process when appropriate. If the investigation does not meet the relevant criteria, it is managed locally and intelligence shared with other forces and the regional organised crime unit. The intelligence department keeps records on offenders and crime types that do not reach the threshold to be recorded as an OCG, such as child sexual exploitation and modern slavery. The link between vulnerability and serious and organised crime is recognised by the force.

Figure 9: Active organised crime groups by predominant crime type in Devon and Cornwall, as at 1 July 2016



Source: HMIC data return

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

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

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

Devon and Cornwall Police tackles serious and organised crime systematically. It has governance processes and meeting structures for strategic and tactical OCG management. We reviewed minutes from a force serious and organised crime management group meeting and found a structured approach using the 4Ps³⁶ process was evident. At basic command unit (BCU) level, local assignment and co-ordinating meetings are held to manage the response to serious and organised crime. The force uses a tiered³⁷ approach to prioritise activity. Every month, it reviews its active OCGs. OCGs are tackled using management plans, intelligence strategies and analytical support. Regular meetings are held to consider how best to tackle the criminal and harmful behaviour of OCGs. We found that the force response to OCGs is spread across a number of different departments and functions and not just confined to specialist teams.

OCGs are managed by lead responsible officers (LROs). In Devon and Cornwall there are trained and experienced LROs based in the central serious and organised crime branch who proactively manage OCGs across their lifespan, providing continuity of investigation and experience in the use of tactics. There are also LROs in place within BCUs, who work with partner organisations to disrupt OCGs and address the harm they cause. Local LROs are supported by those working at force level with advice and specialist support that includes tactical options from the NCA disruption manual. The force uses the 4Ps (pursue, prevent, protect, prepare) approach in its management of serious and organised crime. The force continues to widen its response to serious and organised crime from specialist centralised units to a joined-up approach across the force.

³⁶ 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps: 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.

³⁷ Activity in response to OCGs is categorised into four tiers – tier 1 is comprehensive operational or investigative intervention; tier 2 is a limited plan or action that prevents or disrupts; tier 3 is proactive intelligence development; tier 4 is developing opportunities for action.

The force works with partner organisations to share intelligence and tackle serious and organised crime. There are peninsula and local partnership arrangements where police and partner organisations share information, and disruption tactics are agreed. However, there is no force-wide serious and organised crime partnership board in place – establishing this type of structure would create further opportunities to harness the powers of other organisations in the fight against organised crime. Local level information sharing and co-ordinated activity take place between the force and partner organisations.

Intelligence support is used to assist continuing investigations. A number of intelligence sources are accessed and monitored to ensure that investigations have current and relevant data. When needed, investigations have a dedicated intelligence development officer to support the investigation and disruption activity. The force makes referrals to the Government Agency Intelligence Network (GAIN)³⁸ so that OCG intelligence can be shared more widely. The referral rate is above the England and Wales rate, meaning that relevant information about OCGs in Devon and Cornwall is regularly passed to agencies like HM Revenue & Customs and immigration services. A GAIN officer attends partnership, force and regional assignment and co-ordination meetings and provides intelligence-gathering advice. The force also makes referrals to the National Crime Agency about human trafficking cases, at a rate that has increased in 2015/16 compared with previous years. Intelligence gathering, analysis and sharing to tackle serious and organised crime is good.

Neighbourhood policing teams contribute to tackling serious and organised crime in their areas. We found that, as with other officers working in local policing areas, knowledge of specific crime groups was not consistent, but there was a broad understanding of vulnerability and good engagement with the assignment process to address local problems, for example, visiting people who may be at risk from exploitation by drug offenders. The force uses internal briefing systems to share intelligence and directly assign officers and staff with a range of tactics. It uses mainstream briefing systems (rather than distinct specialist briefings that refer specifically to OCGs) to maximise visibility and ensure wide dissemination. Local teams target named offenders and disrupt their activity. They carry out safeguarding checks on vulnerable people and liaise with local partner organisations to ensure support is provided where necessary. Neighbourhood policing teams are part of the force response to serious and organised crime, but the force should ensure that their awareness and understanding of the subject is sufficient for their role.

The force is supported by the south west regional organised crime unit (ROCU). The ROCU provides a range of specialist services and capabilities, such as intelligence and online investigations. The regional team can enhance force capability and it

³⁸ The Government Agency Intelligence Network (GAIN) is a large network of partner organisations, including all police forces in England and Wales, which shares information about organised criminals.

co-ordinates activity across different force areas. We found that Devon and Cornwall Police makes referrals to the ROCU and receives intelligence that supports investigations. The force uses a range of services, from technical to covert, and we were provided with specific examples where the force has worked closely with the ROCU. There is a constructive working relationship.

Devon and Cornwall Police records details of formal disruptions of OCGs in accordance with national guidance. For the period from January to June 2016 the force made 0.81 positive (major, moderate or minor) tactical event-based disruptions per OCG (active and archived between 1 January 2016 and 30 June 2016). This is above the rate of 0.47 for England and Wales as a whole. The force conducts an independent review at the conclusion of each operation against an OCG and this informs organisational learning.

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.

Devon and Cornwall Police works to prevent children and young people becoming involved in serious and organised crime. Youth intervention officers provide education sessions to school pupils and students on the risks of radicalisation and cyber-crime. There is joint work with academic partners that seeks to understand better how young people are drawn into cyber-crime. Intelligence is gathered when conducting return home interviews with children who have been missing, so that joint agency work to understand and address relevant issues can be undertaken to reduce further missing episodes. Separately, the force identifies children involved with serious and organised crime when they are used to bring drugs into Devon and Cornwall from other parts of the country. The force works with partner organisations to intervene with children and young people to take preventative and safeguarding action.

There are lifetime offender management processes in place. The ROCU co-ordinates the process for the south west region and works with Devon and Cornwall Police to track when offenders are arrested, imprisoned and released in order to co-ordinate appropriate offender management. The force uses serious crime

prevention orders (SCPOs)³⁹ to prevent organised criminals returning to a crime lifestyle and causing harm to communities, and has ten in place. At the conclusion of a recent human trafficking trial (Operation Triage), SCPOs and human trafficking prevention orders were obtained against all of the main offenders. Travel restriction orders and confiscation orders are also used.

The force communicates with the public about serious and organised crime. It provides information to keep the community informed and deter people from becoming victims. There is a corporate calendar through which awareness campaigns on subjects like online fraud, cyber-crime and child sexual exploitation are planned and implemented at different times of the year. The corporate communications team works with investigators by tracking significant arrests for serious and organised crime and co-ordinating their media work with court results and convictions, such as Operation Fardel where eight men from an OCG from London were jailed for a total of 34 years for defrauding elderly people in Devon and Cornwall. The force website contains preventative information on a number of subjects, including cyber-crime and child sexual exploitation, and the force engages with businesses to offer cyber-security information and advice. Media staff participate in the daily management meeting, and spontaneous, proactive and positive news stories are promoted through traditional press releases, social media and the internet. Proactive campaigns follow the 4Ps approach and have included child sexual exploitation, OCGs, modern slavery and human trafficking. There is planned and continuing engagement with the public about serious and organised crime.

Summary of findings



Good

Devon and Cornwall Police is good at tackling serious and organised crime. Its strategic governance processes are effective and it has a good understanding of the breadth and scale of serious and organised crime across both counties. It has good intelligence gathering and analytical processes that are bringing serious and organised crime and vulnerability closer together, but needs to ensure that officers and staff fully recognise and understand the links between the two areas.

The mapping of organised crime groups is in line with national guidance and the force tackles sub-OCG crime groups with the active participation of officers and staff

³⁹ 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.

from across the force. The management of serious and organised crime is good and partnership working is integrated into the approach. The 4Ps methodology is used.

The force works with children and young people to prevent them getting involved in crime. The force uses legal orders available to help tackle serious and organised crime and monitors them appropriately. There is planned and effective engagement with the public that keeps communities informed.

Areas for improvement

- The force should improve the awareness of organised crime groups among local officers and neighbourhood teams to ensure that they can consistently and reliably identify these groups, collect intelligence and disrupt their activity.

How effective are the force's specialist capabilities?

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

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

The *Strategic Policing Requirement* (SPR)⁴⁰ 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.

Devon and Cornwall Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The assistant chief constable responsible for this area chairs the *Strategic Policing Requirement* Board and, together with leads from the force areas, oversees the force's preparedness to respond to SPR threats. Continuity plans are in place in the event of major disruption and were tested when the force took advantage of planned computer downtime to test its response to a potential cyber attack.

There is an established Local Resilience Forum (LRF) in place, with good working relationships between the emergency response organisations and numerous supporting agencies that operate across the force area. The LRF community risk-assessment matrix is an extensive and detailed assessment of potential adverse events that may occur and demonstrates that local partnership frameworks are in place should they need to be called upon. A large hotel fire in Exeter city centre in

⁴⁰ 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

November 2016 demonstrated the effectiveness of the joint police and partner response.

The force has an obligation to supply an agreed number of police support units (PSUs) throughout England and Wales within 24 hours. A PSU is a team of officers trained in the use of public order tactics. The force reviews its PSU capability accordingly and plans training to ensure its national commitments can be met. During 2016, the force PSU arrangements were tested by live operational deployments to support a counter-terrorism operation (Jestbook) and the badger cull (Operation Cobb). The force also undertakes regular exercises. In October 2016, the force co-ordinated a large-scale multi-agency exercise (Operation Conquer) with other police forces, emergency services and military personnel to test their public order response to urban disorder following a terrorist attack.

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

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

Devon and Cornwall Police completes an annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The APSTRA was updated in March 2016, and reviews are conducted every six months, the most recent being in September 2016. The force's threat assessment is thorough and uses all appropriate intelligence sources to assess threat and risk. We found clear involvement of senior officers, which provided direction and governance. The assessment is in line with the national guidance and codes of practice.

Devon and Cornwall Police is aware of its broader national responsibilities to support other forces in response to national threats. The force understands the threat posed by a firearms attack and its understanding is based on recent and relevant information. The force has undertaken extensive work with partner organisations under the prevent and prepare strands of the 4Ps structure.

The force is making progress towards meeting its requirements under the national armed policing uplift programme. The force has clear plans in place to increase its firearms capability. Plans for the recruitment, selection and training of the extra officers are advanced and the force predicts it will be able to operate at the new higher armed response vehicle (ARV) level by the date in April 2017 for going live, with the permanently higher staffing numbers in place shortly thereafter. In April 2016, the force conducted a multi-agency marauding terrorist firearms attack (MTFA) exercise (Operation Paladin) to test its response along with other emergency services. A structured debrief was held and learning outcomes shared with other agencies. All firearms commanders attend regular training, including joint agency and MTFA training. We reviewed the exercise programme and found a broad range of structured training has taken place, with more planned for the future.

Summary of findings

Ungraded

Devon and Cornwall Police has effective specialist capabilities.

The force has good plans to respond to the threats set out in the *Strategic Policing Requirement* and is prepared to fulfil its national policing responsibilities. The force regularly tests these plans and makes amendments following the lessons learned from such tests.

The force is well prepared to respond to a firearms attack. It has suitably trained staff and conducts regular exercises. There are clear plans in place to increase firearms capability and capacity, and the force is on track to meet target implementation dates.

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 7 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 7.

Anti-social behaviour

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

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

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 7, 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: 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 7: 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 7, 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 7.

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

Please see 'Organised Crime Groups' above.

Figure 9: 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.