



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Durham Constabulary



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Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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

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

Durham Constabulary

288

England and Wales

240



Crime (excluding fraud)

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

Durham Constabulary

62

England and Wales

68

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

Durham Constabulary

+18.9%

England and Wales

+7.8%

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

Durham Constabulary

+7.2%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Durham Constabulary

16.4%

England and Wales

12.1%

Evidential difficulties: suspect
identified but victim does not
support action

Durham Constabulary

2.1%

England and Wales

10.6%

Investigation completed but
no suspect identified

Durham Constabulary

60.3%

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

Durham Constabulary

England and Wales

40

31

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

Durham Constabulary

England and Wales

46

34



Domestic abuse

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

Durham Constabulary

England and Wales

26

16

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

Durham Constabulary

England and Wales

14.3%

11.1%

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

Durham Constabulary

England and Wales

10.6%

10.0%



Organised crime groups

Organised crime groups per million population as at 1 July 2016

Durham Constabulary

England and Wales

48

46



Victim satisfaction rate

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

Durham Constabulary

England and Wales

90.8%

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



Outstanding

Durham Constabulary has been assessed as outstanding in respect of its effectiveness at keeping people safe and reducing crime. The constabulary has an outstanding approach to preventing crime and tackling serious and organised crime. It investigates crime to a high standard, and provides good support to victims and vulnerable people. Our overall judgment this year is the same as last year, when we judged the constabulary to be outstanding in respect of effectiveness.

Overall summary

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



Outstanding

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



Good

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



Good

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



Outstanding

How effective are the force's specialist capabilities?

Ungraded

Overall the effectiveness of Durham Constabulary is judged to be outstanding. In arriving at this view HMIC has taken account of how the constabulary treats, identifies and supports vulnerable victims, investigates crime – including serious and organised crime – and engages with its communities.

Durham Constabulary goes to great lengths to identify and mitigate the principal threats to its communities. It has equipped officers well to work with partners to promote resolutions that protect communities and victims. It has a very strong culture

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

of problem-solving, routinely sharing knowledge of best practice in preventing crime and anti-social behaviour.

The constabulary is good at investigating crime from the initial report onwards. There is good supervision of the process and outcome rates are good. However, the constabulary has a backlog of digital devices awaiting forensic examination and this is an area that requires some improvement.

The constabulary continues to support victims and provides excellent service to its communities. The *Code of Practice for Victims of Crime* is at the centre of investigations and victims' satisfaction with the service is good. The constabulary responds to all calls for service, irrespective of the seriousness of the incident which demonstrates to its communities that the constabulary is working hard to protect them.

Durham Constabulary is outstanding at tackling serious and organised crime and has created a culture whereby all staff take responsibility for this, not just specialised departments. It works effectively to prevent people becoming involved in crime and organised crime groups.

Durham Constabulary is well prepared to respond to the threats specified in the *Strategic Policing Requirement*.

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.

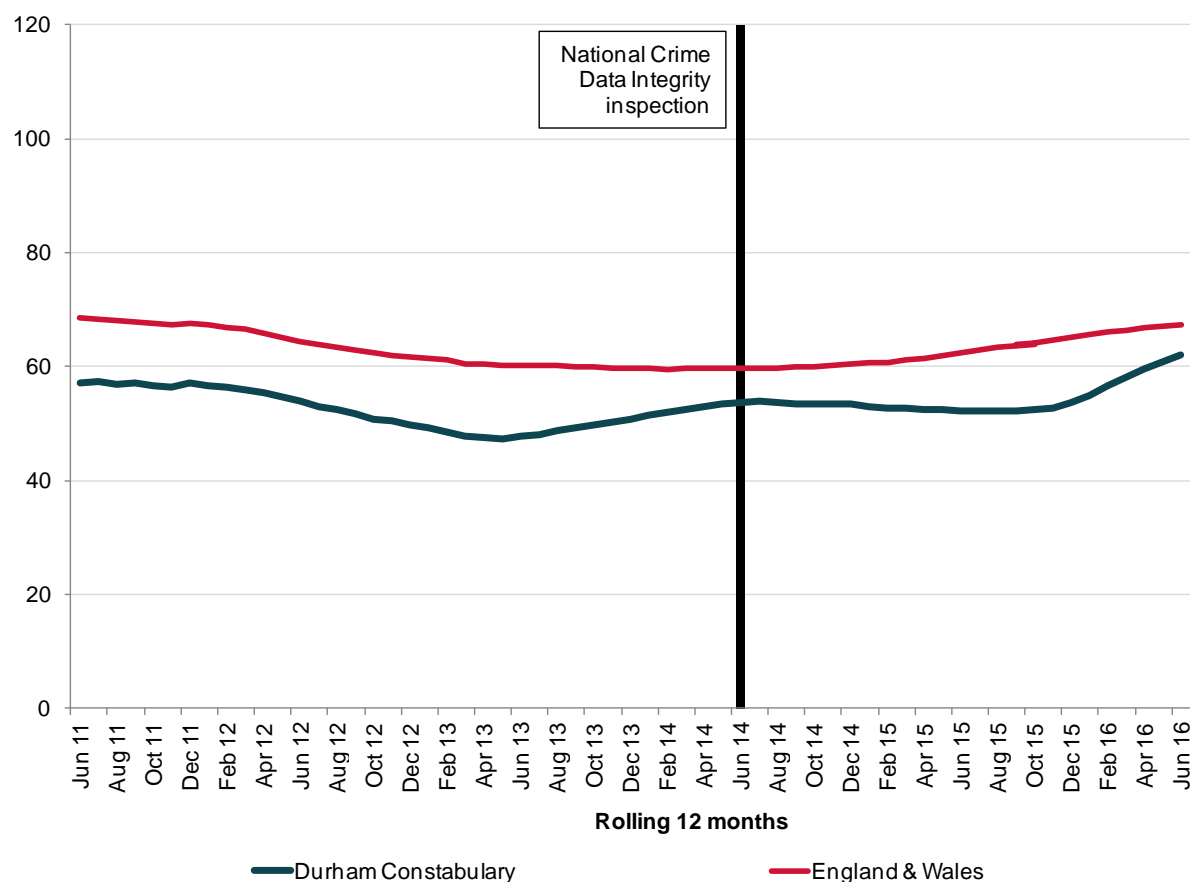
How much crime and anti-social behaviour is there in Durham?

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

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has increased by 7.2 percent in Durham compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 9.7 percent in Durham, 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 Durham, 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 Durham increased by 18.9 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Durham 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 Durham, for the 12 months to 30 June 2016

Rates per 1,000 population	Durham Constabulary	England and Wales
Recorded crime (excluding fraud)	62.0	68.2
Victim-based crime	55.9	60.4
Sexual offences	1.8	1.9
Assault with injury	6.7	7.0
Burglary in a dwelling*	5.9	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, Durham Constabulary recorded 41 incidents of anti-social behaviour per 1,000 population. This is 11 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 Durham Constabulary understand the risk posed to its communities?

The constabulary maintains a dedicated local neighbourhood policing model and remains fully committed to keeping local officers and PCSOs routinely working within the communities they serve so that they can develop strong relationships with those communities and clearly understand local concerns.

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, so results were explored further during fieldwork rather than being used to singularly assess force performance. In Durham Constabulary, 242 officers and staff responded to our survey.

The survey found that neighbourhood staff spend most of their time in the communities they serve. The constabulary aligns closely its PCSOs' work with what evidence indicates to be effective neighbourhood policing: foot patrol, community engagement, problem solving and investigation. Neighbourhood constables indicated they spend a high percentage of their time problem solving and less in community engagement.

Durham Constabulary has a good understanding of the communities it serves. It has developed an in-depth understanding of the threats and risks to its communities

using the MoRiLE assessment model.³ The constabulary assesses risk and threat while conducting its daily business at all levels. This includes the daily management meetings, risk assessments by call takers and officers attending incidents, as well as detailed assessments of risk and vulnerability by specialist departments dealing with the most vulnerable victims, such as victims of hate crime, domestic abuse and child sexual exploitation.

The constabulary is excellent at analysing this high-level data to inform and influence the type of service it provides. All the staff we spoke to could articulate the constabulary vision and understood the role they play in applying it. Durham Constabulary has developed bespoke problem profiles to consider threats such as domestic abuse, child sexual exploitation as well as organised crime groups.

How does Durham Constabulary engage with the public?

Durham Constabulary engages well with its local communities and makes great efforts to communicate with all sections of those communities. The constabulary uses a variety of engagement methods to better understand the local problems and concerns including well-established, successful methods of engagement such as police and communities together⁴ (PACT) meetings. These are held both regularly at local established venues and also in a variety of novel and impromptu settings such as high streets and shops. In addition, the constabulary conducts surveys, surgeries, the 'Keep in the know' internet-based updates and information sharing via email, social media and traditional news outlets. It also has good links with lesbian, gay, bisexual, transgender (LGBT) groups and black, Asian and minority ethnic (BAME) community groups, victim support networks and emerging communities such as the Polish community. A recent example of this engagement includes work with BAME and LGBT groups to understand the reason behind a fall in the reporting of hate incidents. The constabulary also uses these forums to update the communities with what it is doing to tackle community priorities.

Each of the 12 local policing areas has several beats. Each beat has a beat profile, which details demographic data, key individuals networks⁵ (KINs), contacts for schools, surgeries, councillors and other main partnership contacts. The profile also includes demographic data on minority groups and principal contacts within those communities. These profiles are initially prepared by the partnership department,

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

⁴ Police and communities together (PACT) meetings allows communities to make contact with their local neighbourhood policing team in a variety of ways. It encourages people to engage with the police and influence what neighbourhood or local priorities should be.

⁵ KINS are individuals with whom the constabulary exchanges information regularly in order to develop its understanding of particular communities and build trusting relationships.

which is a central resource based at constabulary headquarters. This department includes PCSOs with the role of locally-based community cohesion officers, to develop engagement opportunities and support neighbourhood policing. These PCSOs are responsible for supporting frontline staff, acting as hate crime co-ordinators and as a single point of contact for the victims. They also assist officers with community engagement and update the beat profiles as and when required. The profiles are held on the constabulary intranet and are available to all staff.

The constabulary has developed different methods of communication with the public and bodies that represent a wide range of diverse and minority groups. The community profile derived from this work is held on the intranet for staff to view. It includes detailed demographic data. The profiles improve local policing provision and help keep local officers informed about principal contacts within their community.

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 Durham Constabulary. Some 403 people were interviewed and 60 percent were very or fairly satisfied with local policing in their area. This is a 15 percent increase on 2015.⁶

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?

Durham Constabulary continues to develop its already strong problem-solving approach. It has provided further training to all staff on the use of the problem-solving model OSARA.⁷ We found that this model is a routine part of everyday practice and is understood within the organisation. All staff are aware of the methodology and how to practically apply it. We viewed many examples of multi-agency approaches to problem solving and also some examples in which the public were actively involved in developing the response to the problem. A good example of this is a campaign conducted during fresher's week to raise awareness of the dangers of alcohol and prevent accidents among new students. This initiative was

⁶ For further details, see Annex A

⁷ OSARA is a problem-solving model based on Outcomes, Scanning, Analysis, Response and Assessment.

developed following five incidents in under two years where students suffering effects of alcohol had drowned in a local river. A proposal by the local council to fence off the river was rejected by the community. The constabulary then worked with the council and members of the community to identify an alternative solution. As a result, a group of local people volunteered to help patrol the river, and community volunteers encouraged students to make better use of transport facilities rather than walking home after a night out.

Such is the commitment to problem solving that the chief constable himself holds workshops on problem-orientated policing⁸ (POP) for all staff and officers. In addition to this, the constabulary provides formal training in problem solving to specific groups in the workforce. In late 2015, all officers above sergeant rank received a one-day course from an external consultant on the basic discipline of POP and the application of OSARA. Following this training a network of approximately 30 staff in significant posts have been trained to a higher level on a two-day course. These individuals act as 'critical friends' and tactical advisors to people responsible for POP plans across the constabulary. The next stage is to move away from a reliance on formal training events and towards continued professional development. The constabulary hopes to exploit the access it has to academic research through the officers who are involved in evidence-based policing degrees to create a repository of relevant research and a programme of directed reading.

In addition, at the constabulary's two problem-solving conferences in 2016, which were available to all staff, officers demonstrated some of their POP plans. Response teams are becoming more aware of the benefits of partnership working and of the support available from partners and stakeholders resulting in more active involvement in generating and managing POP plans.

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

Durham Constabulary has a high rate of recorded anti-social behaviour incidents involving repeat victims data that are recorded through the adoption of a more accurate system for recording. The constabulary has a high level of use of anti-social behaviour powers – particularly community protection notices (CPNs).⁹

All probationers and PCSOs within Durham Constabulary receive training on basic crime prevention. Information about new threats is circulated to all officers through the use of online training packages. The constabulary has a repository for current crime prevention advice and problem-solving guidance on its intranet. In addition, it

⁸ Problem-oriented policing focuses on the causes of recurrent or connected problems, often identified by local communities, and adopts a proactive, multi-agency response to tackling them.

⁹ Community Protection Notices are issued to stop a person aged 16 or over, a business or organisation from committing anti-social behaviour which spoils the community's quality of life.

collects examples of good practice in crime prevention and POP from other forces and adds to its central database. The crime prevention unit provides a single point of contact for officers to provide them access to advice and guidance.

Under the joint 'Safer Homes' standard,¹⁰ crime prevention advice can be given by the frontline staff. They also have access through the neighbourhood teams to basic equipment that makes a home less attractive to a criminal or a more difficult target. If more specialist crime prevention advice is needed, this can be obtained from the constabulary specialist crime prevention officers (SCPOs). These officers will visit and survey premises and either install the relevant equipment themselves or refer onward to a partner organisation, usually the council. SCPOs can also fit evidential detection equipment such as CCTV. If an environmental survey is required or advice is needed in planning applications, this is provided by the architectural liaison officer. If specialist equipment or expertise is required for crime prevention in relation to serious or organised crime, the technical support unit will assist.

The constabulary undertakes early intervention work with partner organisations through its Troubled Families programme¹¹ to divert vulnerable children and adults from crime and anti-social behaviour. The constabulary has developed multi-agency hubs and information sharing in support of this work. The constabulary has developed a data feed which identifies early intervention opportunities for adults who may be at risk of increased harm. Identification is through the scanning of police and local authority data on a six-monthly basis. The multi-agency teams identify a lead professional from partner organisations such as the Family Intervention Project (FIP),¹² housing, health, police, and anti-social behaviour teams to work with vulnerable adults to reduce risk and demand.

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

There is a well established culture of problem solving throughout Durham Constabulary. This is reinforced by its desire to learn lessons and identify good practice. The constabulary is constantly analysing and assessing what it does and

¹⁰ The Safer Homes project is run by County Durham and Darlington Fire and Rescue Service in partnership with Durham Constabulary and Durham County Council. The aim of the project is to help public services work together to commission, manage and deliver services for vulnerable and elderly people in the best possible way. For further information see: www.ddfire.gov.uk/safer-homes-project.

¹¹ Troubled Families is a programme of targeted intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

¹² The primary objective of the Family Intervention Project (FIP) is to stop the anti-social behaviour of families and restore safety to their homes and the wider community.

has effective partnerships with academic institutions, including Durham University, which independently evaluate its work. The constabulary is committed to an evidence-based approach to identify what works in preventing and tackling crime and anti-social behaviour. It maintains this knowledge on an electronic system which is accessible to all staff. This fosters a culture of continuous improvement. The constabulary has continued to refine its approach to tackling crime and anti-social behaviour by ensuring it works in partnership to deter individuals from becoming involved in criminality and also by using the full range of available enforcement tactics. Examples of this include use of CPNs, of which Durham Constabulary is the highest user in England and Wales. It also uses ancillary orders¹³ to manage organised crime group (OCG) members.

The constabulary is, with Sheffield and Durham universities' criminology departments, researching the benefits, viability and risks of restorative approaches¹⁴ (such as restorative justice conferences) with OCG members. This involved interviewing 13 offenders in prison who are linked to OCGs and 11 victims of OCG-related crime. It plans to hold a restorative justice conference with an OCG member convicted of telephone fraud. This is further evidence of how the constabulary uses enforcement tactics alongside innovative and evidence-based methods of problem solving to improve its performance.

Summary of findings



Outstanding

Durham Constabulary is outstanding at preventing crime, tackling anti-social behaviour and keeping people safe. Its approach centres on its problem-solving ethos, which is a routine part of everyday practice in the constabulary. Neighbourhood policing remains the hub of the constabulary's problem-solving activity. Local officers have excellent relationships with partner organisations, ensuring that the constabulary can offer an outstanding service to all the communities it serves. Staff at every level are constantly looking for new and innovative ways to work with partner organisations and the community to identify and solve problems at the earliest possible opportunity.

The constabulary has invested heavily in ensuring staff employ a consistent methodology when seeking solutions to problems. It is excellent at analysing and

¹³ In addition to a sentence being imposed, the judge or magistrate may also impose other orders known as ancillary orders. Some ancillary orders are aimed at redressing the harm caused by an offender, others aim to prevent future-offending or repeat victimisation.

¹⁴ Restorative justice brings together people harmed by crime or conflict with those responsible for the harm, to find a positive way forward.

evaluating its work and has good systems in place to ensure that learning and effective practice is identified so that future problem-solving approaches can be constantly improved.

Neighbourhood officers are responsible for tackling localised concerns, such as anti-social behaviour and crime. The constabulary's policing model also gives responsibility to local neighbourhood officers for managing and disrupting the day-to-day activities of organised crime groups and some sex offenders. These are examples of innovative approaches which demonstrate how Durham Constabulary is maximising use of its resources to effectively keep its communities safe, prevent crime and tackle anti-social behaviour.

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

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

How well does the force bring offenders to justice?

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

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat¹⁵ 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

¹⁵ 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 Durham Constabulary, in 12 months to 30 June 2016, by outcome type^{16,17}

Outcome number	Outcome type / group	Durham Constabulary	England and Wales
1	Charged/Summoned	16.4	12.1
4	Taken into consideration	0.7	0.2
	Out-of-court (formal)	6.1	3.2
2	Cautions - youths	0.7	0.4
3	Cautions - adults	4.4	2.3
6	Penalty Notices for Disorder	1.0	0.6
	Out-of-court (informal)	6.8	3.6
7	Cannabis/Khat warning	0.8	0.9
8	Community Resolution	6.0	2.8
*	Prosecution prevented or not in the public interest	1.3	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	0.6	8.3
	Evidential difficulties (victim does not support police action)	2.2	13.8
16	Suspect identified	2.1	10.6
14	Suspect not identified	0.1	3.2
18	Investigation complete – no suspect identified	60.3	47.4
20	Action undertaken by another body / agency	0.0	0.6
21	Further investigation to support formal action not in the public interest	0.1	0.1
	Total offences assigned an outcome	94.5	91.3
	Not yet assigned an outcome	5.5	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

¹⁶ 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.

¹⁷ '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, Durham Constabulary's use of 'taken into consideration', 'out-of-court (formal)' and 'investigation complete – no suspect identified' was among the highest in England and Wales. Its use of 'evidential difficulties (victim supports police action)' and 'evidential difficulties (victim does not support police action)' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes. Crime investigated in Durham are more likely to have criminal charges than other forces in England and Wales which indicates that the force is good at successfully concluding investigations and gathering sufficient evidence. Victims in Durham are also more likely to support police action than in other forces in England and Wales which may suggest they are confident that the force will take action.

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

Durham Constabulary is good in its approach to ensuring it gathers sufficient evidence at first contact when investigating crime. The constabulary uses the THRIVE model¹⁸ to assess thoroughly the threat and risk associated with the calls it receives, rather than simply relying on the type of incident or crime. This helps staff determine the appropriate level of response to a particular call. Call takers, where appropriate, ensure that all 'golden hour' enquiries are carried out and always provide crime prevention advice to reassure the public. Getting the golden hour right is crucial to ensuring that all lines of enquiry can be followed up in the latter stages of the investigation. It also provides an opportunity for the constabulary to develop an effective relationship with victims of crime. The structured assessment of threat and risk is an important element of the constabulary's call response policy, which seeks to allocate resources appropriately and in line with the threat and risk identified in

¹⁸ THRIVE is a structured assessment of an incident based on the levels of threat, harm, risk, investigation, vulnerability and engagement.

that initial assessment. HMIC found that the allocation of resources was appropriate in all of the incidents reviewed as part of the inspection.

However, we found some inconsistencies in how the constabulary applies the THRIVE model. The recording of crucial facts and the rationale for grading the level of risk of a particular incident are not always recorded. This was partly mitigated by the constabulary's policy of attending all incidents. While this approach is resource-intensive it does help to ensure that the constabulary properly addresses threat and risk and provides a good service to the public. The constabulary responds well to emergency incidents and to those incidents that can be dealt with by way of an appointment. However, there has recently been a deterioration in how quickly the constabulary responds to calls requiring attendance within one hour. Work is currently being undertaken to understand the reasons behind this and to address this problem and improve performance in this area of business.

How well do response officers investigate?

Durham Constabulary is effective in its initial investigation of crime, particularly those cases involving vulnerable victims and where there is a higher level of threat, harm or risk to the victim. The constabulary is generally good at ensuring initial investigations are thorough and a review sample of the quality of initial investigation packages in the main supported this view. The inspection found that responding officers were aware of their responsibilities around gathering initial evidence and were generally good at conducting the initial investigations.

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. The file review and observations during the inspection found that officers did, in the main, carry out all golden hour enquiries and this was particularly evident in cases involving a vulnerable victim. In serious incidents we found that call handlers are good at directing officers attending incidents, particularly those involving opportunities to gather forensic evidence. Incidents are well supervised, with both correct staffing levels and appropriate skills assigned. This ensures that the constabulary exploits all initial investigative and forensic opportunities.

However, we found a few examples where the initial investigation packages did not meet the required standard. These tended to relate to less serious crime; however a more robust and challenging supervision of these packages would have a positive impact on performance and resource availability by improving the opportunity to get the investigation right first time.

The constabulary does not have a formal crime allocation policy, but we found that all staff understand who will investigate which crimes. We found no evidence that a lack of policy affects the quality of any investigations. HMIC found that crime allocation is based on the level of threat and harm and crimes are always allocated to appropriately trained officers with the skills to deal with particular crime types.

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

In general, the constabulary manages its investigations well with victim care placed at the centre of the investigation, and supervision providing good support to investigators.

Prior to the inspection, HMIC conducted a dip-sample of a small number of crime investigation files involving various offences. We assessed the overwhelming majority of the 60 files we reviewed as having been investigated effectively.

Operational officers are provided with the necessary intelligence and specialist resources to support investigations. Locally-based intelligence units provide effective support to operational officers. All intelligence from the previous 24 hours is viewed and assessed and then disseminated to relevant officers at the morning management meeting and daily briefings. The morning management meeting prioritises threat, harm and risk, allocating resources accordingly.

Support to investigations

The constabulary has invested in training and external support in relation to cyber-crime. This has led to the creation of a cyber-crime unit with skilled officers trained in this specialism. This unit is available to carry out high level investigations, and also to provide advice to staff engaged with any aspect of cyber-crime. The unit also conducts a large amount of preventative work.

Since HMIC's 2015 effectiveness inspection, the constabulary has introduced its 'Red Sigma' crime system. This bespoke IT software provides a highly effective crime investigation and management tool for staff. It integrates with other intelligence and crime systems operating in the constabulary.

The constabulary examines some digital devices locally, with some officers trained in the examination of digital media. These officers can examine locally a wide range of digital devices and mobile telephones, thus assisting them to carry out more effective investigations. Other devices, such as computers, are sent to the constabulary's high tech crime unit for examination.

Crime scene investigator (CSI) attendance is based upon an initial assessment by the first officer attending. The constabulary has not formally evaluated this policy and therefore cannot determine if it is effective and if it is exploiting all evidential opportunities. The constabulary recognises this as a gap and has commissioned work to better inform its CSI deployment and activity.

Durham Constabulary is planning to improve the systems in its Digital Investigation and Intelligence (DII) service. It has embarked upon a collaborative arrangement with Gloucestershire Constabulary to standardise DII activities within local policing and to create a model for all forces to use and benefit from. The model will initially be tested in Essex Police before being made available to all other forces.

The constabulary's turnaround times for the urgent and high-risk digital forensic examinations are usually immediate, with updates given to the investigating officers directly. Medium-risk examinations take between four and five months, and standard-risk cases take between six and seven months. The constabulary has a backlog of examinations, and acknowledges this as a risk. In HMIC's 2015 effectiveness report, we suggested that the constabulary consider a review of how it deals with the increasing demand for such examinations in the longer term. This remains an area for improvement.

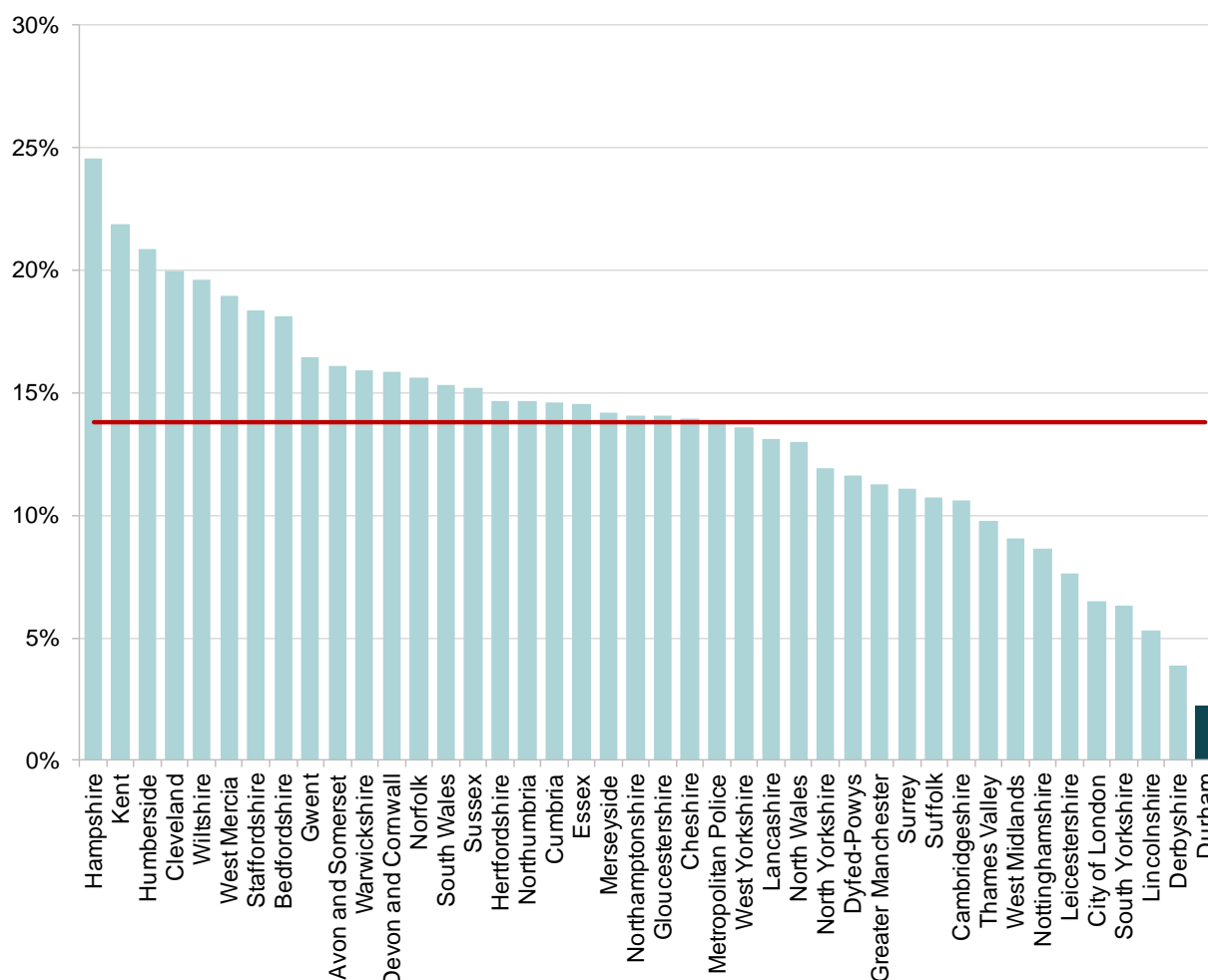
The constabulary makes good use of information from partners to maximise its intelligence flow and investigative opportunities. Partnerships are very strong and it works well with other organisations, including local charities and community groups, to protect victims and prevent and tackle crime.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹⁹ 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.

¹⁹ 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^{20,21}



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, Durham Constabulary recorded 2.2 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.

Durham Constabulary firmly places the victim and protecting people from harm at the heart of its services. The constabulary includes the word 'victim' in its vision for policing and the Durham PCC has a new title of Police Crime and Victims Commissioner (PCVC).

²⁰ Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

²¹ 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.

Staff have a good level of knowledge of the requirements of the *Code of Practice for Victims of Crime*, compliance with which is a statutory duty for forces. The code sets out the service victims of crime can expect from all parts of the criminal justice system. It states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case.

Staff clearly understand the definitions of vulnerability and recognised that this is a priority for the organisation. The inspection found evidence of victims being updated regularly in a manner that fulfilled the requirements of the code. Supervisors also undertake regular reviews with staff on investigations and the constabulary's Red Sigma IT system allows managers to identify and audit all contacts with victims. HMIC found that the constabulary was very good at keeping the victim informed on the progress of the case.

How effectively does the force reduce re-offending?

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

How well does the force pursue suspects and offenders?

The constabulary is effective at reducing reoffending and continues to work well with partners. The constabulary is actively pursuing and arresting those persons who are wanted or outstanding suspects in a timely way. However the number of persons wanted and circulated on PNC per 10,000 population in Durham is less than half of the rate for England and Wales. The constabulary may wish to reassure itself that the systems and processes for identifying and circulating wanted offenders are as effective as they can be.

Data provided by the constabulary shows that the number of arrests of foreign national offenders in the Durham Constabulary area is 3 percent of all arrests. This is much lower than the rate for England and Wales, which is 17 percent. This is perhaps more indicative of the demography of the area rather than any failure in process. The constabulary conducts checks on all foreign national offenders with Criminal Records Office (ACRO).²²

HMIC found effective supervisory review of outstanding wanted persons. The inspection team viewed the Red Sigma system showing all of the outstanding investigations with suspects currently owned by a team. In examining a sample of

²² ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

these investigations, we saw evidence of effective supervision by the sergeant in the cases reviewed.

The constabulary operates an effective process to allocate cases in which a suspect has been identified through forensic means. All forensic identifications are managed locally by a detective sergeant who reviews the status of the investigation, nature of the offence and location of the suspect. The enquiry will then be taken on by the most appropriate officer or staff. The constabulary makes efforts to apprehend all offenders at the earliest opportunity with briefings and deployment of local officers so that they can pursue all outstanding offenders.

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

Durham Constabulary has an effective integrated offender management (IOM) programme and it works well with partners to reduce re-offending. The constabulary seeks to arrest individuals who are wanted or outstanding suspects as quickly as possible. It ensures the risk of criminality from individuals who are foreign nationals is identified and managed. The constabulary's policy is that all arrested foreign nationals are subject to an ACRO check, which provides enhanced information and allows the constabulary to identify and manage the risk more effectively.

The constabulary works well with partners to manage registered sex offenders (RSOs) and prevent them from re-offending. It has arrangements in place to manage the most dangerous offenders. In 2015 the constabulary merged its safeguarding detectives with its neighbourhood policing teams in order to improve the response to vulnerable people but also to manage registered sex offenders (RSOs) more effectively. In March 2016 the constabulary transferred home visits for medium and low risk RSOs to its beat officers who are comprehensively trained in order to carry out this task. In early 2017 the constabulary intends to transfer full management of medium and low risk RSOs to its neighbourhood policing teams. This should free capacity for the public protection unit (PPU) to be more proactive in its management of high-risk and very high-risk offenders. The constabulary's intelligence system Red Sigma contains all RSOs as a target profile with photograph, intelligence, and offending history. This is an interesting initiative and HMIC looks forward to the results of future evaluation.

The constabulary is proactive in managing risks from its integrated offender management (IOM) group. The constabulary's IOM cohort numbers have remained largely unchanged when comparing the number in 1 July 2015 and 1 July 2016. All the 137 subjects in the total IOM cohort are included on the basis of serious acquisitive crime and violence offences. The constabulary has reviewed recently the criteria for inclusion in the programme. While the IOM still focuses on the most prolific acquisitive crime offenders, the constabulary will also consider individuals engaged in other types of offending based on the potential threat, harm and risk to the public. The intention of the programme is to divert individuals from offending earlier, rather than waiting for them to become prolific offenders. The constabulary

will also consider those who commit offences that have a disproportionate impact on the community. For example, one area has 80 'blue light drinkers' (change-resistant drinkers who are offending and creating demand for numerous agencies). Eleven of these are now in the integrated offender management unit. The constabulary also works under the direction of the youth offending service to support acquisitive crime young offenders with youth to adult transition.

The constabulary ensures that the IOM programme is meeting its aims through the governance provided by the reducing re-offending group. This group is chaired by a member of the PCVC's office and consists of representatives from agencies involved in IOM. Historically, there had been a target of 40 percent reduction in offending set for the year. This remains the figure set following the re-organisation and privatisation of the probation service. In the 12 months to 31 March 2016, the reductions in re-offending in Durham and Darlington exceed this target.

The constabulary manages MAPPA²³ offenders through dedicated offender manager staff in the public protection unit. There is a MAPPA coordinator and admin support within the public protection unit. All new MAPPA subjects are reviewed by the head of public protection who determines whether the subject should be owned by neighbourhood or safeguarding staff.

Summary of findings



Good

Durham Constabulary is good at conducting initial investigations. While its use of the THRIVE (threat, harm, risk, investigation factors, vulnerability and engagement opportunities) risk assessment at the first point of contact is not always consistent, its focus on deployment to all incidents suggests that this is not adversely affecting the quality of the service the caller may receive or the first response. The focus from the constabulary extends to obtaining an appropriate final outcome for the victims, and this is evidenced by the good outcome rates for investigations as well as good victim satisfaction rates.

However, the constabulary does have a backlog of digital evidence awaiting forensic examination. This presents the potential risk for some crimes, victims and perpetrators remaining unidentified for longer than necessary.

²³ Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

Durham Constabulary has excellent working relationships with all its partners with which it works to provide joint services that support victims and manage offenders.

Areas for improvement

- The constabulary should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.

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?

Following HMIC's 2015 inspection of vulnerability, in which Durham Constabulary was graded as 'good', the constabulary has continued to build on the service it provides to vulnerable people. The inspection team found that the constabulary has constantly analysed the threats from crime such as child sexual exploitation, risks from serious sexual offenders and domestic abuse and through this has looked to adapt its response to meet those threats. The constabulary now gives training to all staff on vulnerability, coercive control and mental health. 'Through the eyes of a child' training sessions continue to be delivered.

The constabulary uses assessment tools to grade the level of risk when receiving an initial call and the level of response was always appropriate to the risk level. The policy of attending all calls is further evidence of the constabulary's commitment to providing a quality service to everyone they come into contact with.

Officers make effective initial assessments at scenes, complete the required assessment tools and then offer good initial safeguarding support to the victims, including DASH to a gold standard. Officers also use body-worn video cameras to provide evidence to support prosecutions.

The constabulary is compliant with the Code of Practice for Victims of Crime and investigators take very seriously this aspect of investigations. We also found a robust supervisory structure to ensure that victims are constantly updated about the investigation. The constabulary has excellent partnerships that assist in providing support services to victims including effective MARAC and MASH working arrangements.

The constabulary investigates crimes linked to vulnerability to a high standard with excellent levels of victim care provided jointly through its strong partnership arrangements. It offers good safeguarding support through the use of restrictive orders such as DVPNs and DVPOs and makes good use of right the Right to Ask process. The constabulary is very proactive in arresting domestic abuse perpetrators.

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

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

Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,²⁴ others use the definition referred to in ACPO guidance²⁵ and the remainder use their own definition.

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

“A person is vulnerable if as a result of their situation or circumstances, they are unable to take care of, or protect themselves or others, from harm, exploitation or other adverse impact on their quality of life.’

Adverse Impact; deterioration of health, mental and/or emotional well-being or; an inability to carry out normal day to day routine though fear & intimidation.

Situation or Circumstances;

A person can be considered vulnerable at all times or; only whilst a certain set of circumstances exist. The following factors may indicate that someone is vulnerable;

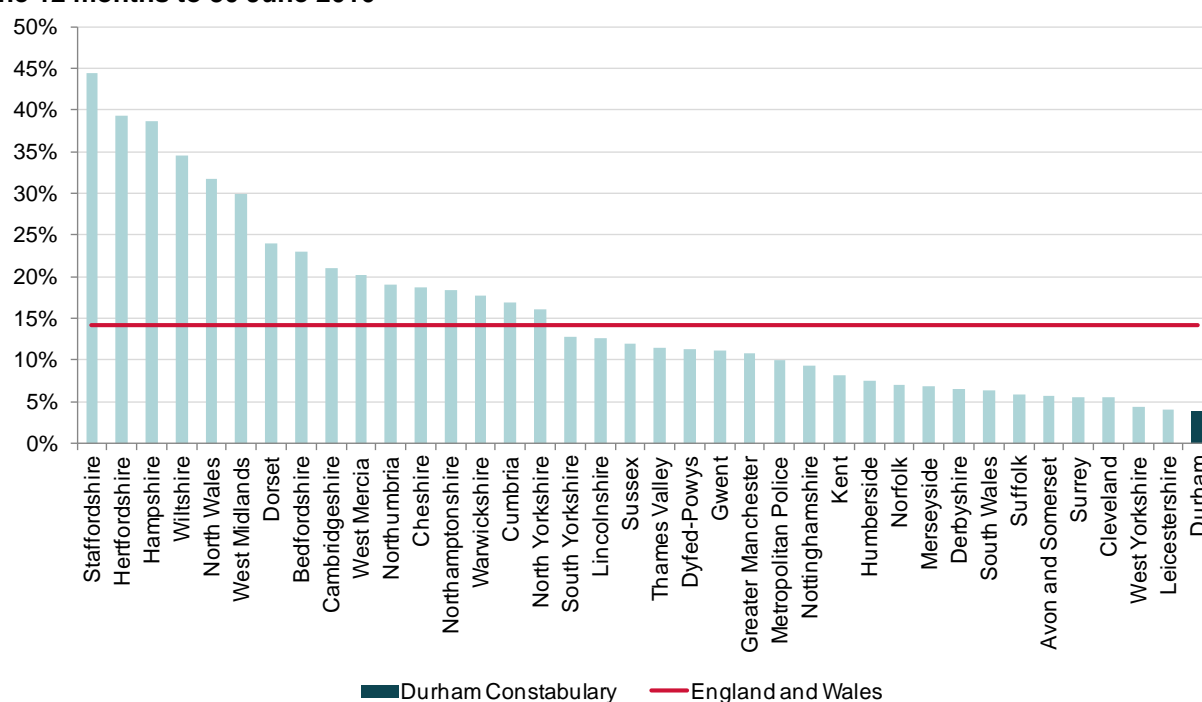
²⁴ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

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/

- Repeat Victimisation (not restricted to type of crime/ anti-social behaviour reported)
- Family Circumstances (e.g. Child at Risk, carer for vulnerable child or adult)
- Personal Circumstances (Consumption/dependency upon drugs/alcohol)
- Health (physical / mental / emotional well-being)
- Equality & Diversity (Race, age, gender, disability, religion, nationality, lifestyle choice ,etc.
- Economic Circumstances”

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

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, 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

²⁶ City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

Durham Constabulary is good at identifying vulnerability and responding appropriately to people's needs. The constabulary believes that vulnerability is a priority for its staff. It has set out its own definition of vulnerability and, with the support of a safeguarding champion attached to each team, ensures that staff understand the definition. Safeguarding champions are volunteers who receive enhanced training and receive regular updates from the central safeguarding team.

Vulnerability is a priority for Durham Constabulary. By including the word 'victims' within its vision statement and the inclusion in the last 12 months of 'victims' within the title of the police and crime commissioner, the constabulary stated clearly to staff and the community that this is a high priority.

The constabulary has compiled bespoke problem profiles for child sexual exploitation and domestic abuse to assist it in tackling these offences. The constabulary is continually trying to improve its service to vulnerable victims and the public feedback survey results indicate that the public are satisfied with the service they receive.

To reinforce its commitment to vulnerability, the constabulary has provided training to all its staff with partners about vulnerability that encompasses mental health issues and coercive control awareness. Evidence from the inspection and a file review completed before the inspection both show that officers have a good awareness of what is required to safeguard a victim at the initial response stage and this is then supported by additional safeguarding should that be needed.

Staff in the control room had a good understanding of vulnerability and this was seen as the main priority when calls were received. They have access to the constabulary's intelligence and crime reporting system, which allows them to quickly identify repeat callers and victims. THRIVE is used by staff to conduct this initial assessment and despite there being some inconsistencies in its application the fact that the constabulary respond to all calls means that victims receive a good service.

The constabulary has set up a fully embedded multi-agency team related to children missing from homes (ERASE team) since the last inspection. This team has been instrumental in improving problem solving for both the constabulary and its partner organisations, and has contributed significantly to identifying those who may be at risk.

The constabulary has an updated domestic abuse action plan and there are governance arrangements in place to monitor its progress. The constabulary is good at dealing with domestic abuse. In the 12 months to 30 June 2016, Durham recorded 26.2 calls for domestic abuse related incidents per 1,000 population. This is above the 15.9 for England and Wales as a whole. Durham Constabulary is making good

use of enforcement tactics such as domestic violence protection orders²⁷ and high risk notices.

During focus groups with partner organisations it was universally accepted that vulnerability is a priority for the constabulary. Officers and PCSOs are trained to identify those who are most vulnerable. PCSOs are trained in suicide bereavement identification and conduct follow-up visits to the families affected. Officers attending the scenes of suicides immediately engage the next of kin and signpost those to appropriate partner organisations for assistance and support at first contact. An online community website called 'Keep in the Know' has been developed by Durham Constabulary and is used to identify and highlight scams, cyber-crime threats, hate crime events and telephone and postal fraud. Users can log in and post comments. This was seen as a good tool for publicising issues to the wider vulnerable community. A community group for the blind and partially sighted identified that further improvements could be made if this was published similarly in the local papers and on the radio to allow their members to contribute.

PCSOs have attended meetings with groups affected by hate crime, in particular the LGBT community. This has helped break down barriers and has increased the reporting of hate offences. PCSOs are allocated to every junior school in Durham. They have attended at the schools to talk with 9 to 11-year-olds about cyber-crime and online bullying.

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.

²⁷ DVPOs are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

Do officers assess risk correctly and keep victims safe?

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in Durham increased by 58 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 14 percent of all police-recorded crime in Durham, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential form of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

Durham Constabulary was one of three forces that were unable to provide data on domestic abuse arrests.

The constabulary uses THRIVE risk assessment model to make an initial assessment of vulnerability upon receipt of the call. HMIC found that there were some inconsistencies in the application of the model regarding the level of detail recorded at the initial stage.

Despite this the public can be confident that the most vulnerable victims are receiving a quality service from the constabulary. Officers on the front line have excellent working relationships with partner agencies in supporting victims and they are aware of how to refer people for further support.

The constabulary ensures that neighbourhood staff are involved with the ongoing safeguarding of vulnerable victims. A recent restructure of the organisation has combined the safeguarding and neighbourhood policing commands, with high-risk or complex victims being managed by safeguarding teams and lower risk victims being managed by neighbourhoods. Information on low risk victims is available through the constabulary's crime and intelligence systems. In addition the constabulary has access to 'one point hubs'. These hubs contain co-located staff from partner organisations, who provide services to meet victims' needs, particularly for those who are not part of statutory oversight mechanisms such as child protection.

The constabulary has developed an excellent understanding of vulnerability of children and is working to minimise the risks of child sexual exploitation and missing and absent children and young people. In February 2015, Durham University

reviewed children's strategy meetings and how agencies were working together to deal with issues. Positive comments from the review were made around offender disruption but inconsistencies were observed in how the strategy meetings were being chaired and managed. The review made 17 recommendations and as a result funding was secured for a pilot scheme called ERASE (educate and raise awareness of sexual exploitation), which had the aim of professionalising child sexual exploitation meetings that address risk-taking behaviour by young people. The child sexual exploitation team provides a thorough service that includes scanning for intelligence, monitoring trends in missing persons and visiting children's homes to speak to children and carry out long-term problem solving. A principal theme in the project is to identify potential risks of child sexual exploitation and to divert people from becoming a victim of it.

Durham University reviewed ERASE, finding that the new approach had addressed the earlier identified failings in the meeting process. ERASE will soon enter phase two, which will be more focused on offender disruption and management. This will allow officers to pursue disruptive tactics even if no charges are preferred in a child sexual exploitation case. A problem-solving approach to missing and absent children will reduce harm and demand; and minimise the risks of child sexual exploitation.

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).

Durham Constabulary is effective at investigating offences involving vulnerable victims. The constabulary has conducted extensive analyses to identify threats and in doing so has identified crime types affecting the most vulnerable in the community. All staff understand how to identify vulnerable victims, and do so consistently. Managing threat, risk and harm and protecting the vulnerable is at the core of the organisational values, reflected in how staff carry out their duties.

The constabulary is actively using disruption and enforcement tactics to tackle crimes, such as domestic abuse, that affect vulnerable people. the 12 months to 30

June 2016, the constabulary used the 'Right to Ask'²⁸ 71 times. This equates to a rate of 11.4 Right to Ask uses per 100,000 population. This is above the 5.3 rate for England and Wales as a whole. Durham Constabulary also used the 'Right to Know' 156 times. This equates to a rate of 25.0 uses per 100,000 population. This is above the 5.6 rate for England and Wales as a whole. The constabulary is using domestic violence prevention orders as an effective enforcement tactic and applied for 55 in the 12 months to 30 June 2016. This is a slight decrease in their use on the previous year.

The constabulary has an effective multi-agency safeguarding hub²⁹ (MASH) structure. All officers within the MASH are experienced and have received appropriate training for their role. Staff from partner organisations are co-located with the police in the MASH, which also includes third sector agencies such as Harbour, the commissioned domestic abuse support service. Harbour independent domestic abuse advisors (IDVAs) are based in all MASHs and in police stations in order to raise victims' awareness of their service. Harbour has produced contact cards which officers leave with victims.

Further evidence of the constabulary's commitment to improving its service to vulnerable victims is the part they play within a knowledge transfer partnership in conjunction with Durham University. The aim of the project is to develop training for frontline officers to help them improve their responses to domestic violence and, in particular, coercive control. The decision to specify coercive control was based on research by Durham University and on conversations with local victims of domestic abuse about their experiences and their vulnerability. In 2016, after the training, a repeat snapshot was carried out to assess if there had been any changes in victims' views. Findings suggested that, as in 2015, victims were still broadly happy with the police response. The percentage of victims who said they would call the police again if faced with a similar situation rose from 75 percent to 91 percent, suggesting an increase in satisfaction.

The constabulary has a strong governance structure that provides challenge around its activity. Its domestic abuse plan, which is based around the 4Ps – pursue, prevent, protect and prepare – allows the constabulary to focus constantly on areas

²⁸ The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law.

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 effectively safeguard and protect the individual.

for improvement. All types of vulnerability are also managed daily through management meetings and team briefings.

We found many examples of officers supporting victims. This included handing out booklets to victims of domestic abuse, other crime and anti-social behaviour. These booklets contain details of other support networks, including council and third-sector services. They also include the officer and constabulary contact details. When an officer attends an incident and records a crime, the system automatically generates an action for the officer to record that they have given a booklet; this is also checked by the supervisors, who conduct 'ring backs' to the victims. The constabulary is also compliant with the *Code of Practice for Victims of Crime* and we found many examples of officers placing the victim at the centre of the investigation and ensuring they were updated and supported throughout. We also found strong supervision to ensure this happens.

The constabulary is generally good at investigating crime that involves vulnerable people and files reviewed by the inspection team found that cases with an element of vulnerability were well investigated.

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 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).

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.

Figure 7: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Durham Constabulary³¹

Outcome type / group	Durham Constabulary	England and Wales
Charged / Summoned	24.0	23.2
Caution – adults	9.5	5.6
Caution – youths	0.6	0.3
Community resolution	2.2	1.4
Evidential difficulties prevent further action; victim supports police action	0.9	24.1
Evidential difficulties prevent further action; victim does not support police action	3.4	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, Durham Constabulary's use of 'caution – adults' was among the highest in England and Wales in cases with identified domestic abuse. Its use of 'evidential difficulties prevent further action; victim supports police action' and 'evidential difficulties prevent further action; victim does not support police action' was among the lowest in identified domestic abuse cases 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.

Durham Constabulary responds well to victims of domestic abuse, with a positive arrest rate for domestic abuse at the scene and a slightly higher positive outcome rate for victims than the rate in England and Wales as a whole. Staff assess the vulnerability of domestic abuse victims using the THRIVE model and this results in a consistent assessment of an individual's vulnerability.

Officers act positively at domestic abuse incidents. Offenders are arrested at the earliest opportunity and if this is not possible other safeguarding measures are implemented. This may include target hardening of the property or removing the victim from the address. The level of safeguarding employed by the constabulary provides an outstanding service. Children are physically seen to check on their welfare and this is recorded on the DASH form.

Immediate safeguarding measures are always addressed, including from advice and practical help with home security from the police or another agency. Where risks are identified with children within the household, these are recorded and appropriate

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.

measures to safeguard the child are put in place. Body-worn video cameras are used at all domestic abuse incidents and this is a very effective method of supporting prosecutions.

Neighbourhood officers support the process by receiving 'domestic violence plans' for all standard and medium risk domestic violence incidents. All domestic violence plans have 'action review dates' which are prompts for sergeants to conduct reviews of their officer's actions to support victims of domestic abuse. Neighbourhood officers contact victims and offer advice, guidance and practical support. The constabulary provides victims with information about their personal safety and organisations who can support them.

Durham Constabulary is very good at conducting secondary risk assessments for domestic abuse victims and providing tailor-made support. It has set up a domestic abuse innovation team which consists of a detective sergeant and four experienced investigation officers, one based in each of the constabulary's four locations. Their role includes the following:

- review and assess all medium-risk DASH forms³² and put in place appropriate safeguarding and referrals to partner organisations including victim services;
- help victims protect themselves through target hardening;
- flag addresses which need a priority response;
- assist the protect vulnerable people unit or the public health team to deal with offenders;
- review which prisoners are in custody, and research intelligence on them;
- share DASH information with agencies;
- use Clare's Law;
- attend multi-agency meetings;
- carry out problem solving in domestic abuse cases; and
- assist in the application of DVPNs.

Durham Constabulary's policy is that if a standard-risk domestic abuse case has a power of arrest or if an arrest is, or can be made, then the DASH risk assessment form will be submitted as a medium-risk. This is so that a further risk assessment is carried out and support and referrals can be made, providing an enhanced service to

³² DASH (domestic abuse, stalking and harassment) is a risk identification, assessment and management model. The aim of the DASH assessment is to help front-line practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

many victims who would not automatically get that. Officers can still refer standard victims to 'Harbour', a third-party agency employed by the constabulary to provide victim support.

The investigation officers also visit victims and investigate cases where an application has been made to revoke a restraining order, either by the victim or the offender.

Officers attach body-worn video camera footage to DASH forms which can be viewed by police and other safeguarding professionals. Unsupported prosecutions are considered with the body-worn video camera evidence and a professional judgment is made based on the risk and previous history of the case. The investigation officers check all DASH forms and make a further investigation if they feel they are either not correctly completed or vulnerability has not been correctly identified.

The constabulary has good multi-agency arrangements via its multi-agency safeguarding hubs (MASHs). Through these units, appropriate support is provided to victims and this may mean enhanced multi-agency service provision, including support from third sector organisations.

Summary of findings



Good

Durham Constabulary takes its responsibilities to all victims very seriously and this is reflected in how it tailors and provides its services. The constabulary has amended its vision statement to include the word 'victim'; and the title of its police and crime commissioner is now the police, crime and victims commissioner. This is a clear statement of intent describing how seriously the constabulary regards its responsibilities to victims.

The constabulary has worked with groups of victims including those whom it considers more vulnerable, who have suffered domestic abuse, child sexual exploitation or hate crime. As a result it has a good understanding of the issues they face and has considered these issues in the design and provision of its services.

The constabulary's partner organisations are very clear that vulnerability is a priority. The result is that Durham Constabulary's service to victims of crime is of a high quality, and is provided by staff who understand the importance of placing the victim first, and supporting and protecting the most vulnerable people in society. The constabulary also effectively investigates crimes involving vulnerable victims. Confirmation of the good work that officers do with vulnerable victims is found within the public surveys conducted with victims that demonstrate high levels of satisfaction with service they receive.

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

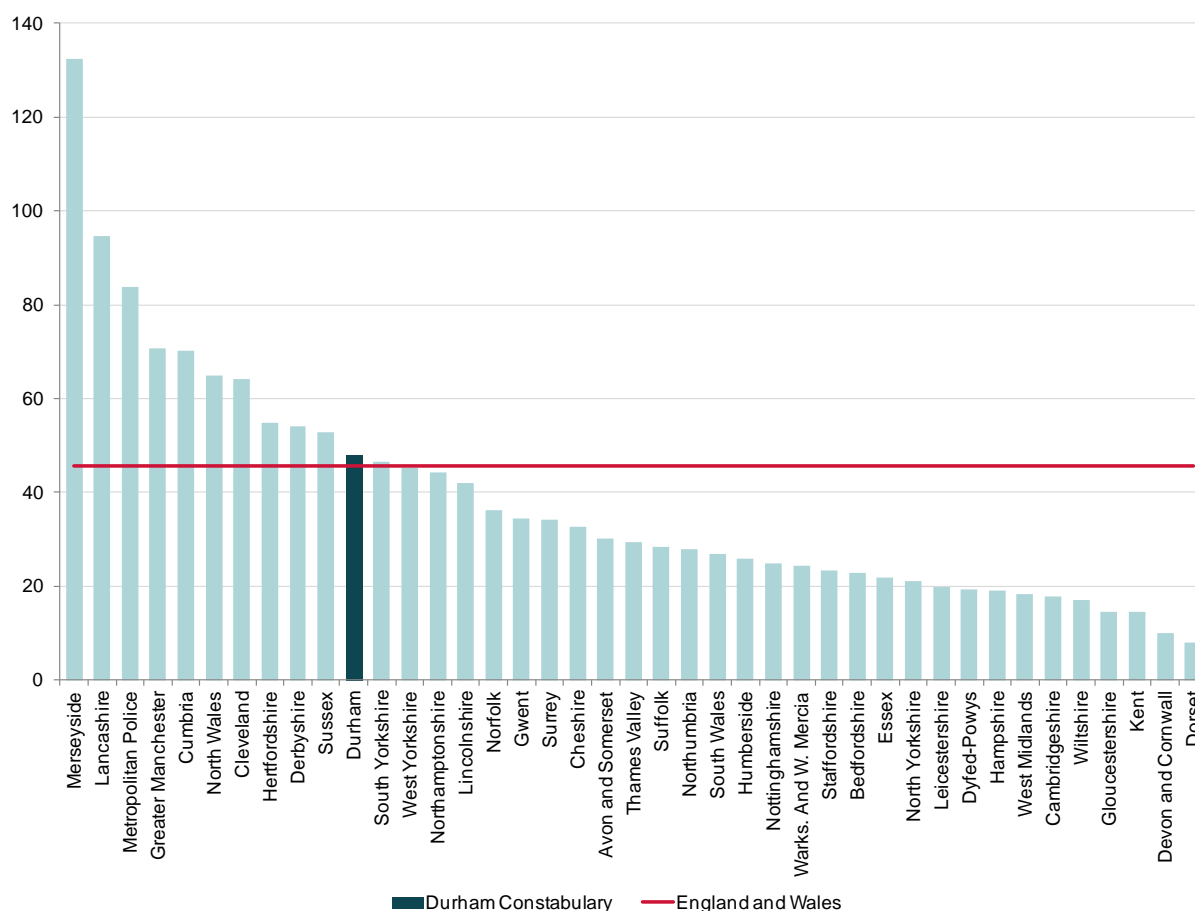
Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCUs), the National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

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

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

As at 1 July 2016, Durham Constabulary was actively disrupting, investigating or monitoring 48 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.

Figure 8: Organised crime groups per one million population, by force, as at 1 July 2016³³



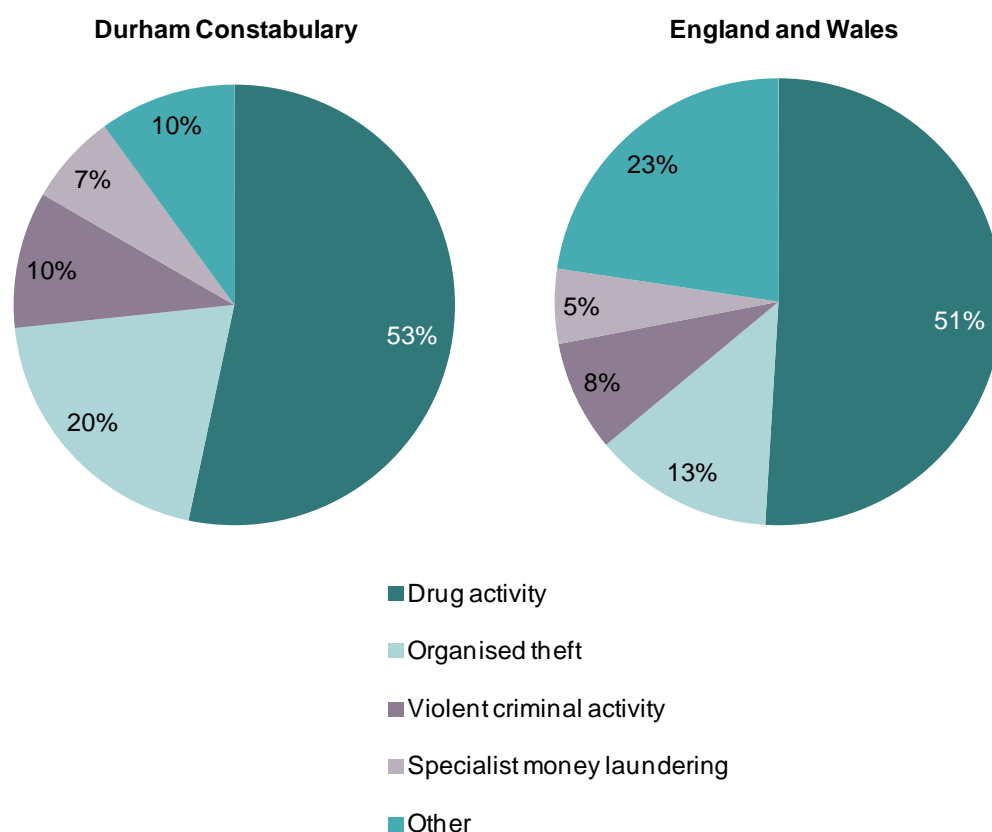
Source: HMIC data return

For further information about these data, please see annex A

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed by Durham Constabulary as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

³³ 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.

Figure 9: Active organised crime groups by predominant crime type in Durham, 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.

Durham Constabulary has a good understanding of serious and organised crime. It has conducted in depth analysis and produced a serious and organised crime local profile to further improve this understanding.

Durham Constabulary has produced a detailed local profile for the constabulary area although this was completed in July 2015 (a refresh was due in November 2016 following the inspection). The threats in the strategic assessment are reported on with analysis of a wide range of criminality including all traditional crime types and those considered as new and emerging such as cyber-crime, modern slavery and child sexual exploitation. The profile was completed in 2015 and it is clear who has responsibility for it within the constabulary. The profile draws on a range of data sources including partner agencies such as HMRC national cyber-crime profiles, Office for National Statistics (ONS) and trading standards; and law enforcement data from the National Crime Agency (NCA) and the north east regional specialist operations unit (NERSOU); and organised crime group mapping.

While the constabulary already has a good understanding of the threats it faces, it is still taking steps to further improve its understanding of newer threats such as child sexual exploitation, foreign national offenders (FNOs), modern slavery, organised

immigration crime and cyber-crime. These will feature in greater detail within the new problem profile and HMIC will continue to monitor how the constabulary tackles these threats.

The ERASE team is well established in the constabulary. It is responsible for internal and external communication regarding child sexual exploitation. A senior officer leads a cross-command group on modern slavery and human trafficking to better understand and to tackle the problem. All probationers and anyone on investigator training courses receive training on tackling serious and organised crime.

Presentations have been given to partner organisations on child sexual exploitation, human trafficking and immigration crime in the last six months at the multi-agency serious organised crime partnership and disruption intervention panel meeting. This has been supplemented by a presentation highlighting key signs and symptoms to look for 'behind closed doors'; this has been circulated as a simple guide for frontline workers in partner agencies. These risk areas are also subject to the local profile action plan and are highlighted as key areas during presentations on the local profile provided to local authority team leaders, the Safer Durham partnership and local safeguarding adult board. The constabulary demonstrates an understanding of newer and emerging threats such as cyber-crime, honour-based violence and child sexual exploitation and modern slavery.

Durham Constabulary gathers intelligence on OCGs from a number of sources, including the community. A dedicated unit focuses on gathering and managing intelligence regarding OCGs. Community intelligence is obtained and encouraged through various community events by promoting the 'Sledgehammer' brand, the constabulary's operation to tackle serious and organised crime. HMIC found many examples of media campaigns that had been run under the Sledgehammer banner including informing the public of how the constabulary has reinvested the proceeds of crime back into the local community.

The constabulary uses local neighbourhood staff to manage OCGs and all staff spoken to were able to identify all groups within their area, name principal individuals within these groups and had a good knowledge of the methods required to gather intelligence and disrupt these groups.

The constabulary maps all OCGs in accordance with national guidance and re-scored at appropriate intervals. While we found evidence that it goes outside national guidance with some of its practices in relation to management of OCGs, we considered none to be detrimental to the overall performance in this area. One example is that to ensure all OCGs receive attention, the constabulary does not categorise any of them at the lowest level of threat.

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.

The constabulary manages its response to serious and organised crime effectively, with good processes in place for prioritising and scrutinising activity. Its primary method of scrutinising the response to OCG activity is via the locality threat and risk meeting and operational threat and risk meetings. The dedicated analyst for OCG mapping, supported by a dedicated researcher and strategic lead, updates both meetings. At local level, the superintendent with responsibility for locality performance will either review OCG activity as part of the threat and risk meeting process (at the full or interim meeting) or, as is the case in some areas, hold a separate meeting to review OCG activity with plan owners. This is further underpinned by centralised reviews every three to four months, which grade the quality in four different areas using the 4Ps approach. The results are fed back into the task assignment and co-ordination process and to the individuals involved.

Durham Constabulary responds extremely well to serious and organised crime. A clear command structure has been implemented to provide effective strategic partnership management of serious and organised crime. This structure includes the disruption and intervention partnership meetings which take place every two months basis.

This framework allows for an effective and proportionate response to the threat posed by serious and organised crime and encourages agencies other than the police to report potential risks or groups.

The chief constable directs the strategy via a gold group providing oversight of the work of the constabulary and its partners.

The constabulary is effective at disrupting, dismantling and investigating OCGs in collaboration with partners. The use of multi-agency powers is a fundamental part of disrupting organised criminality and this is promoted by the Tactical Advisors. Each OCG is allocated a lead responsible officer (LRO) who has responsibility for the daily management of that particular OCG.

Neighbourhood staff also play a primary role in managing and disrupting organised crime groups. This has proved to be a positive and productive move as it allows local responsibility and ownership and increases capacity for disruption of those causing

most harm within communities. Information-sharing is the bedrock underlying most investigations and this idea is understood throughout the constabulary.

Partners from other agencies are intrinsically linked to the investigation of OCGs and take the lead on some investigations, while the police play a supporting role. The constabulary regularly exchanges information with partners, an approach which allows it to tackle an OCG problem utilising a broad range of interventions. The constabulary collects intelligence from several sources to help it understand serious and organised crime. Durham, Frankland, Low Newton and Deerbolt prisons are within its policing area. It maximises opportunities for gathering intelligence from these sources by having a prison intelligence section and locating officers within the prisons to deal with incidents.

Every OCG profile includes an intelligence profile which is accessible to all officers and provides an overview of the group's criminality, members, and links to other OCGs, intelligence gaps, businesses, geographical impact and victim impact. This is a very useful tool for operational officers, who need to understand all the pertinent issues relating a particular OCG.

During the 12 months to June 2016, there were 58 referrals put forward to the GAIN co-ordinator,³⁴ giving the constabulary the ability to access intelligence from and the enforcement powers of partner agencies. We found regular communication with the regional GAIN co-ordinator, who attends all partnership disruption and intervention panel meetings, provides tactical advice and involves partners in joint visits to premises for days of action. Specialist officers provide LROs with tactical advice to enable them to manage OCGs effectively.

The constabulary is aware of the cyber and digital threats that organised crime groups pose. The constabulary is about to set up a new digital intelligence and investigation department to improve its response to the organised digital threat. The department will look to exploit digital intelligence that is not routinely obtained. This is being developed in collaboration with Gloucestershire Constabulary and Essex Police.

The regional organised crime unit (ROCU) has adopted a common approach using MoRiLE to assess the threat of serious and organised crime. The ROCU is effective in using intelligence to develop its understanding of the threat from serious and organised crime. All of the new threats now form part of the regional control strategy. However, there are emerging threats such as cyber-related crime OCGs that still have intelligence gaps. As a consequence operational activity is in the main focused on more traditional criminality such as firearms and drugs.

³⁴ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

Durham Constabulary uses analysts effectively to support investigations during and after the process. In more complex and serious investigations, the analyst and researcher are involved from an early stage in evidence gathering. The constabulary frequently works with other forces and the National Crime Agency (NCA) to support cross-border criminal investigations and to share intelligence and evidence.

The constabulary also provides a set of resources for practitioners who may require guidance and assistance in seeking out the most appropriate agency or contact when dealing with a particular issue. This is further supported with a link to the NCA's Disruption Manual within the intelligence system.

Durham Constabulary is very active in the use of disruption and prevention tactics. Tactical advisors present these as case studies that outline tactics which have proved effective. They publicise various methods to trainee detectives, probationer officers, visiting forces and partner organisations. Recently, presentations on serious and organised crime have been made to LROs, during crime investigation courses, to Durham Council departmental leads and MPs as well as to several visiting forces.

Each disruption and intervention partnership meeting now starts with a practical input for attendees on topical subjects such as child sexual abuse, human trafficking, or psychoactive substances.

One particular area highlighted as good practice was the constabulary's initiative to develop intelligence on those companies or individuals who are identified as 'facilitators' to serious and organised criminals, such as garages, legal services, planning services or the financial sector. This may enable the constabulary to assess how its disruption of such links might undermine the ability of the OCG to function.

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.

Durham Constabulary is good at preventing serious and organised crime. Its LROs work effectively with children's services on OCG management plans in relation to the potential risk posed to children by OCG members. For example, the constabulary works with other organisations to use the threat of taking the children of OCG members into care if the nature and level of offending continues to endanger the welfare of the children. This has resulted in one case in which two children were

taken into care and as a consequence the offending level of the OCG was reduced. This is now used as a preventative tactic with other OCGs where appropriate.

The constabulary works well to identify people at risk of being drawn into organised crime and intervenes to deter offending. All OCG plan owners submit a troubled family's form in respect of the OCG member's family and others who may be connected.³⁵ Once referred to the local authority, further support is offered through mechanisms such as the stronger families programme, assessment and intervention teams or the multi-agency 'team around the family' (TAF). This is highlighted as a critical opportunity to make early intervention 'business as usual' and to reduce demand by tackling problems before they escalate. Agencies involved, as well as the police, include family, social, employment advisory, education welfare and health services. The aim of this multi-agency intervention is for the family to be 'turned around'. In the last 12 months prior to inspection, 60 children connected to OCGs have been referred through the troubled family gateway and work continues to assess the post-referral interventions received.

The Haggrid Project is a charitable horticultural scheme run by Durham Agency Against Crime in partnership with local schools and Durham Constabulary. It is for young people who are at later risk of becoming involved in crime. Local schools make nominations for the scheme with an emphasis on identifying young people who may be more prone to being drawn into crime of all levels. Several young people on the scheme have been directly linked to OCGs. The programme is provided by a uniformed police officer over a 12-month period. It targets years 7, 8 and 9 with the aim of establishing healthy mindsets before young people reach their teenage years. The programme is now being extended to year 6. The project is currently seeking Home Office funding so the scheme can be promoted nationwide.

Following graduation from the Haggrid Project, participants can apply for the Durham Constabulary Cadets scheme, which is co-ordinated by Durham Agency Against Crime in partnership with local schools and Durham Constabulary. The scheme consists of three groups at junior, intermediate and senior age groups. The cadets are provided with training and awareness sessions including modules intended to deter them from becoming involved in crime.

Durham Constabulary's Mini Police programme consists of a five-year business plan to promote effective engagement with primary school aged children in communities where organised criminality is likely to be present. The scheme is being run in over 40 primary schools across the constabulary area at present with a view to increasing this to 70. The effectiveness of the scheme is being evaluated by Durham University. Early benefits of the scheme are increased co-operation between local families and the police, and support from educational partners. It has been included in the

³⁵From April 2015 to April 2016, 35 percent of people referred to the troubled families team were from OCG families. These data were taken from a document submitted by the troubled families team.

educational curriculum and improved pupils' achievement levels. The scheme is now being recognised and emulated by other forces including Merseyside, Cleveland and Cheshire. Merseyside aims to use the scheme in areas where there are issues with gun and gang related violence.

The Bishop Auckland Theatre Hooligans project consists of a local youth theatre group in Bishop Auckland working in partnership with Durham Constabulary and the National Illegal Money Lending Team. The group has received national recognition for its work with six to 19-year-olds in presenting a series of plays with a message intended to deter peers from becoming involved with loan sharks.

Other diversionary schemes are actively supported by neighbourhood officers and PCSOs. These include a fishing scheme for young people (Somet Fishy) and week-long camp in Bishop Auckland for young people over the summer holidays. Both are aimed at diverting young people from criminality by preventing them from getting involved in serious and organised crime.

Durham Constabulary has an effective lifetime management approach to OCGs. It maps principal and peripheral OCG members effectively to ensure that it has a true understanding of the OCGs. The scope of the OCG is further understood through intelligence gathered by partner organisations, including law enforcement agencies. The constabulary gives very careful consideration as to whether it should archive an OCG, only taking this step after agreeing with the strategic lead for OCGs. For example, even where the principal members are imprisoned, the constabulary will undertake further intelligence work to establish whether the members are directing criminal conduct from inside prison.

Further evidence of the constabulary's lifetime management approach includes:

- the involvement of partners (including the national offender management service and the prison service) in agreeing whether a group should be archived at the Disruption and Intervention Partnership Meeting;
- referral to a partner organisation to become an LRO (plan owner) when the criminal activity investigated by the police has lessened but enforcement is still required;³⁶
- consideration of peripheral members as local crime targets after the OCG has been dismantled;
- referrals made to MAPPA³⁷ for specific OCG members; and

³⁶ At the time of our inspection, three of the force's OCGs were led by an LRO from another organisation.

³⁷ 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

- continuing use of Serious Crime Prevention Orders. At the time of our inspection, four were in place with a further three pending.

The chief constable personally publishes police action against organised crime. All successful operations against organised criminals are publicised well under the 'Sledgehammer' logo. This includes media releases, leaflet drops and updates at community meetings. The constabulary makes good use of the media to promote the work it is doing to dismantle and disrupt OCGs. Examples include high-profile multi-agency days of action against a particular group that it promoted heavily through the media.

Neighbourhood inspectors are responsible within the constabulary for many of the action plans against identified OCGs. Part of the disruption plans for these groups includes identification at community meetings and requests for public support in developing intelligence into disruption/enforcement activity.

Summary of findings



Outstanding

Durham Constabulary continues to tackle serious and organised crime in an outstanding way.

The constabulary has a comprehensive understanding of the risk and threat posed by serious and organised crime. It manages these threats and risks effectively with partners through diversionary schemes, neighbourhood management of groups and enforcement activity.

The constabulary manages organised crime groups (OCGs) well with a multi-agency approach where all organisations work together to prevent, disrupt and dismantle OCGs. The engagement strategy to prevent and divert people from becoming involved in serious and organised crime is comprehensive. This work is enhanced and supported by its Troubled Families programme.

The constabulary uses a wide range of enforcement methods against OCGs and regularly engages ineffective disruption tactics to target identified OCGs.

Rather than relying solely on specialists, the constabulary has also given neighbourhood officers some responsibility for managing OCGs and some lower risk sex offenders. The constabulary considers that these locally-based teams are well placed to manage and disrupt the day-to-day criminal activities of these groups in their communities.

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.

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)³⁸ 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.

Durham Constabulary has the necessary arrangements in place to fulfil its national policing responsibilities.

The constabulary conducts regular testing exercises with local partners to ensure it is fit for purpose and to ensure that it can constantly review and adapt its service provision where necessary. These exercises include Operation Temperer, that was recently reviewed and tested in October 2016 and a recent marauding terrorist firearms attack (MTFA) exercise conducted in spring 2016.

Lessons learned from these exercises have been used to make changes to the constabulary's practices and to improve its response.

³⁸ 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

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.

The constabulary's armed policing strategic threat and risk assessment (APSTRA), which it shares with Cleveland Police, describes the constabulary's response to firearms threat and risk. A strategic joint operations group oversees both Durham and Cleveland police forces and maintains governance for the joint APSTRA. This group evaluates and assesses local, regional and national threats that affect or influence both forces. The most recent APSTRA was refreshed in February 2016. The APSTRA is subject to review and scrutiny, six times each year, by the firearms management board and the strategic board.

The constabulary collaborates on firearms unit capacity and capability with Cleveland Police. This collaboration is overseen by the joint operations group. The current chair is the assistant chief constable of Durham Constabulary. This group reviews the strategic threat and risk assessment (STRA) every six months and the chair signs it off. This review process involves examining the risk, actions and recommendations which include the policy and rationale behind requests for a firearms authority to be granted.

Tests of the constabulary's response to perceived threats are regularly undertaken as part of the regional training programme. The firearms exercise regime is determined at a regional level, and there has been extensive multi-agency testing of a regional response to firearms incidents. Durham Constabulary also runs its own exercises with local partner organisations, including other emergency services and local authorities. The constabulary has also conducted an exercise to test the region's response to a marauding terrorist firearms attack. This took place within the last 12 months and since the Paris attacks in October 2015. A full debrief gathered learning from all the training events. The learning has been fed back through the joint operations group and the STRA and used to improve the processes for any actual threats in the future.

Durham Constabulary is not part of the national armed policing uplift programme. The constabulary did a self-assessment for firearms capability, which resulted in a review of its firearms structure. After reviewing its requirements, the constabulary has now increased its armed capability and capacity. The constabulary has identified a need for additional firearms officers. Its recruitment and training process to fill this gap is underway.

Summary of findings

Ungraded

Durham Constabulary has the necessary arrangements in place to satisfy itself that it can respond to national threats. It has thoroughly assessed its capacity and capability to tackle the threats described in the *Strategic Policing Requirement*. It is very well prepared to fulfil its national policing responsibilities. The constabulary regularly tests its ability to respond to national threats with partners and constantly adjusts its response based on learning from these exercises. It has reviewed its response to each of the strategic policing threats, in line with national standards and best practice.

The constabulary is well prepared to respond to an attack requiring a specialist armed response and has effective collaboration arrangements with Cleveland Police in relation to firearms unit capacity and capability. A good governance process provides strong scrutiny of the constabulary's readiness for any existing and emerging threats. The constabulary is quick to amend its plans and its responses to any new threats that may emerge.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

Figure 7: 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.