



Promoting improvements  
in policing to make  
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# PEEL: Police effectiveness 2016

An inspection of Gloucestershire 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:<sup>1</sup>

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/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/)). This report sets out our findings for Gloucestershire 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/gloucestershire/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/gloucestershire/)).

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<sup>1</sup> 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

Gloucestershire Constabulary

**253**

England and Wales

**240**



### Crime (excluding fraud)

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

Gloucestershire Constabulary

**48**

England and Wales

**68**

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

Gloucestershire Constabulary

**-0.6%**

England and Wales

**+7.8%**

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

Gloucestershire Constabulary

**-18.7%**

England and Wales

**-3.4%**



### Crime outcomes\*

Charged/summonsed

Gloucestershire Constabulary

**12.0%**

England and Wales

**12.1%**

Evidential difficulties: suspect identified but victim does not support action

Gloucestershire Constabulary

**11.3%**

England and Wales

**10.6%**

Investigation completed but no suspect identified

Gloucestershire Constabulary

**49.8%**

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

Gloucestershire Constabulary

**40**

England and Wales

**31**

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

Gloucestershire Constabulary

**40**

England and Wales

**34**



## Domestic abuse

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

Gloucestershire Constabulary

**15**

England and Wales

**16**

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

Gloucestershire Constabulary

**10.2%**

England and Wales

**11.1%**

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

Gloucestershire Constabulary

**9.5%**

England and Wales

**10.0%**



## Organised crime groups

Organised crime groups per million population as at 1 July 2016

Gloucestershire Constabulary

**15**

England and Wales

**46**



## Victim satisfaction rate

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

Gloucestershire Constabulary

**87.4%**

England and Wales

**83.3%**

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

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

## Overall judgment<sup>2</sup>



**Requires improvement**

Gloucestershire Constabulary requires improvement in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment this year is the same as last year, when we judged the force to require improvement in respect of effectiveness. Although some improvements have been made against HMIC's 2015 recommendations, progress in other areas has been slow, and insufficient to warrant an improved grade. The force needs to improve its approach to preventing crime and anti-social behaviour, its investigative standards and the protection it provides to vulnerable people. Its management of serious and organised crime is inadequate and must be addressed urgently.

## Overall summary

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



**Requires improvement**

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



**Requires improvement**

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



**Requires improvement**

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



**Inadequate**

How effective are the force's specialist capabilities?

**Ungraded**

Overall, Gloucestershire Constabulary requires improvement at keeping people safe and reducing crime. The force does not use intelligence well to identify threat or risk of harm within its communities, and its problem-solving activity lacks consistency. Neighbourhood officers are regularly reassigned to cover reactive duties, taking

<sup>2</sup> HMIC judgments are outstanding, good, requires improvement and inadequate.

them away from their routine preventative work. This has a negative impact on their ability to conduct problem-solving activity and limits their ability to protect the public from harm over the long term.

There is a clear distinction between investigative standards in specialist CID departments and frontline uniform officers. With the exception of the public protection bureau (PPB), a specialist CID unit which investigates crime associated with vulnerable victims, the process for allocating crime for investigation is unstructured and creates a risk that some victims will not receive the service they deserve. Although the force is addressing these problems through an improvement programme, progress is too slow.

The force has improved the service it provides to protect vulnerable victims, but it needs to do more. Its arrangements for monitoring sex offenders and violent offenders are effective, but there are weaknesses in its management of individuals who are wanted by the force.

The force's response to serious and organised crime is inadequate and its overall position has declined. Although the force has made some progress in specific areas, it lacks basic arrangements for tackling serious and organised crime effectively. It has therefore been assessed as a lower grade than was assigned in HMIC's 2015 effectiveness report, when we judged the force to require improvement.

During the 2015 inspection, we identified a cause of concern that the force lacked basic processes for identifying and tackling organised crime. This cause of concern remains, and the force must urgently improve the way it identifies and disrupts organised crime groups (OCGs). Since HMIC's last inspection, it has failed to respond to our recommendations. No structured threat assessment process has been introduced, engagement with partner organisations (such as local authorities or health and education services) is still insufficient and the force has failed to implement an effective approach to managing organised crime groups over their active lifespan. Without these basic arrangements, OCGs will continue to present a threat to communities in Gloucestershire.

The force has adequate leadership arrangements in place for ensuring its readiness to respond to national threats and to test its capabilities. In addition, the force has thoroughly assessed its response to the threat of an attack requiring an armed response, and has made good progress to increase its firearms capability.



## **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.

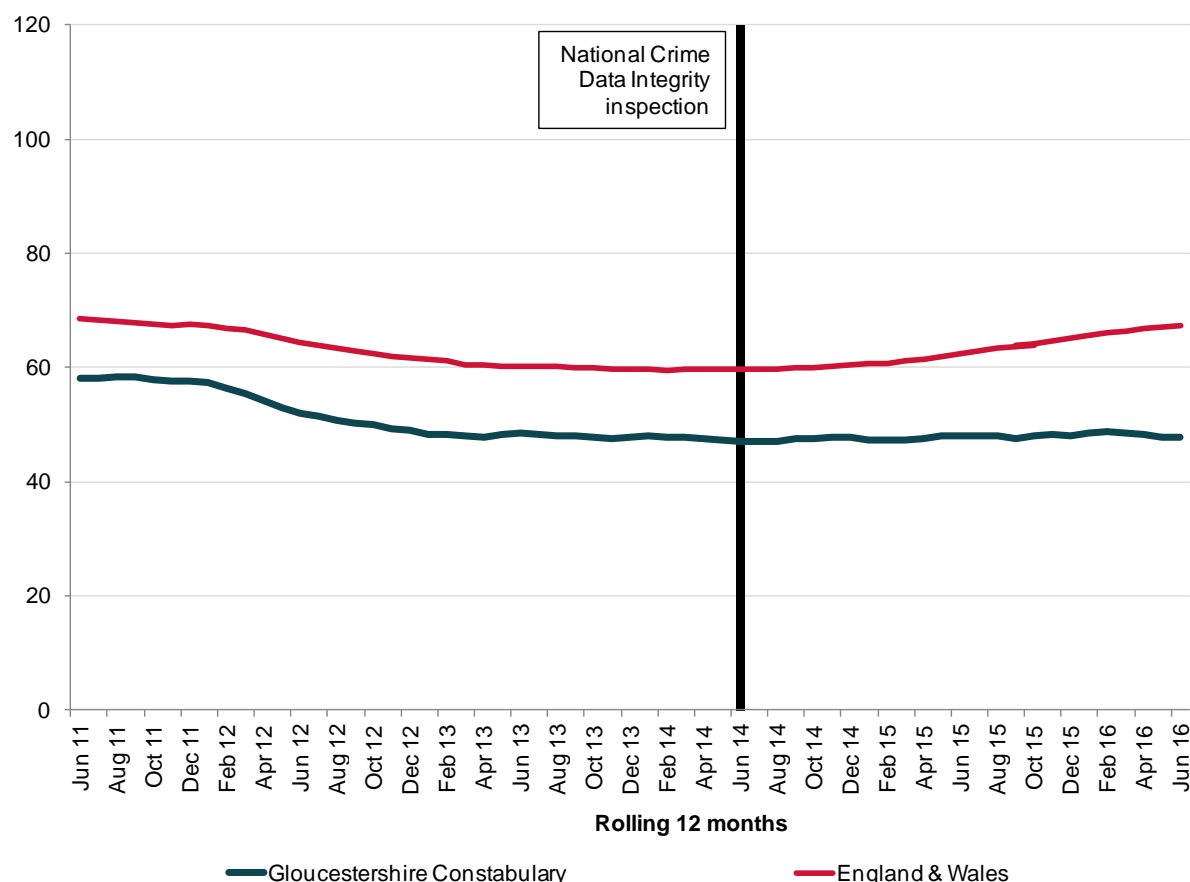
## **How much crime and anti-social behaviour is there Gloucestershire?**

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

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 18.7 percent in Gloucestershire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 16.3 percent in Gloucestershire, 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 Gloucestershire, 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 Gloucestershire decreased by 0.6 percent for the year ending 30 June 2016. This is compared to 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 Gloucestershire compared with England and Wales.

During our inspection HMIC used a broad selection of crime types to indicate crime levels in the police force area. 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 Gloucestershire, for the 12 months to 30 June 2016**

Rates per 1,000 population	Gloucestershire Constabulary	England and Wales
Recorded crime (excluding fraud)	47.8	68.2
Victim-based crime	44.3	60.4
Sexual offences	1.3	1.9
Assault with injury	5.7	7.0
Burglary in a dwelling*	7.7	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, Gloucestershire Constabulary recorded 40 incidents of anti-social behaviour per 1,000 population. This is 1 percent fewer incidents than in 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 Gloucestershire Constabulary understand the risk posed to its communities?**

In July 2015, Gloucestershire Constabulary introduced a new operating model in July 2015, which comprises:

- centralised specialist functions with specialist investigators who manage more serious, high risk investigations; and
- local policing, which consists of incident response teams (IRTs) which provide the initial response, neighbourhood officers assigned to communities and local investigation teams managing high-volume crime.

Neighbourhood teams are responsible for preventative activity and focus on identifying problem areas where calls are made repeatedly for public services. The force then works with other service providers to resolve any longer term problems in the community and help reduce crime. The neighbourhood teams work in the community with police community support officers (PCSOs), gathering information and responding to local priorities. The force has two additional PCSOs dedicated to community engagement at local events. These PCSOs are often located in clearly marked mobile community engagement vehicles, where people can ‘drop in’ and discuss any issues affecting them.

Although each neighbourhood has an identifiable team of police officers and PCSOs, all of whom spend a reasonable amount of time carrying out community relations and local problem-solving activities, they are regularly redeployed to support the IRT. This limits their ability to plan and undertake preventative activity in their communities. The force does guarantee that a small number of 'ring-fenced' PCSOs will always remain in their allocated neighbourhoods, but the routine reassignment of community constables to response duties undermines the effectiveness of local policing.

The force has some understanding of the threats facing the communities it serves. It is good at analysing both traditional crime, such as burglary and robbery, and emerging threats such as child sexual exploitation and cyber-crime. In addition, over the past year local officers have focused on those communities or individuals who are least likely to report the harm they experience to the police. In conjunction with the NSPCC and other partner organisations, the force is carrying out predictive analysis to identify vulnerable communities in order to direct policing activity where it is most needed and reduce calls for service. This project should start producing useful data in January 2017.

The force's strategic research to provide a comprehensive understanding to threats and risks in its communities is incomplete. It has no overarching strategic assessment document. However, it is developing profiles showing the extent of child sexual exploitation, modern slavery and mental health. The absence of a strategic assessment limits the force's ability to have a county-wide view of all its priorities.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing. This was conducted between July and August 2016. It indicated that there has been an increase in public satisfaction with Gloucestershire Constabulary. Some 401 people were interviewed and 54 percent were very or fairly satisfied with local policing in their area. This is a 6 percent increase on 2015.<sup>3</sup>

### **How does Gloucestershire Constabulary engage with the public?**

The force engages with communities using a range of methods, including social media and more traditional means of communication. It coordinates communications activities through its 'channel management strategy', which provides a range of methods for the public to make contact with the force.

As part of this strategy, the force has developed a communications and engagement campaigns calendar for 2016-17 which sets out its priority activities and campaigns for the year ahead. These include communications focused on domestic abuse, child sexual exploitation, burglary, serious violence with weapons and using online technology safely.

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<sup>3</sup> For further details, see annex A.

The force is also introducing 'asset based community development' (ABCD) as a new approach to problem solving and agreeing neighbourhood priorities. It is currently launching ABCD in Gloucester, working in partnership with Gloucester City Council, health and social care, the office of the police and crime commissioner and Barnwood Trust.<sup>4</sup> ABCD is an approach that encourages communities to use their existing skills, strengths and facilities, including space, buildings and associations, to deal with problems locally rather than relying solely on public sector resources. The force has appointed four dedicated PCSOs to community-building roles within a specific area of Gloucester. This is intended to promote community-led activity, improve communication and increase trust and confidence amongst communities that may not traditionally have co-operated with the police. This project is in the early stages of implementation and HMIC will assess its effectiveness in future inspections.

Unlike some forces, Gloucestershire Constabulary makes limited use of community profiles, which are useful for describing and understanding demographics and crime trend analysis. Instead, the force uses a neighbourhood policing dashboard based on Javelin, an IT system that allows officers and staff to understand the people living and working in local neighbourhoods and factors that affect their vulnerability. Javelin combines data from partner organisations with crime and anti-social behaviour trends, allowing the force and other service providers to focus on developing preventative activity. The dashboard provides local officers with access to a wider source of information, which the force believes is more up to date and therefore more effective than community profiles. The force has also undertaken work to understand the risks to communities from cyber-crime through internet fraud, and to alert the communities it believes to be most at risk. Although the neighbourhood policing dashboard is widely available for neighbourhood staff, we found that it was not used consistently to help problem-solving activity in local areas.

We were pleased to see that the force makes good use of volunteers, working in a variety of roles, to prevent anti-social behaviour and crime. The force's volunteers liaison officer co-ordinates activity such as 'community speed watch', youth projects, police cadet leaders, humane animal destruction and restorative justice, providing support and expertise to the force while enhancing its work and reducing demand for its services.

In response to our 2015 effectiveness inspection,<sup>5</sup> the force has made some progress towards ensuring that the prevention of crime and anti-social behaviour

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<sup>4</sup> A charitable institution dedicated to creating potential in Gloucestershire for people with disabilities and mental health problems. For more information see: [www.barnwoodtrust.org/](http://www.barnwoodtrust.org/)

<sup>5</sup> *PEEL: Police effectiveness 2015 – An inspection of Gloucestershire Constabulary*, HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-2015-gloucestershire/](http://www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-2015-gloucestershire/)

become a more routine part of neighbourhood policing activity. ABCD, the neighbourhood policing dashboard and the development of a predictive analysis tool demonstrate that the force is developing new approaches to focus the work of neighbourhood teams on prevention. The continuous improvement (CI) team is developing relationships with a variety of learning institutions and has used evidence of 'what works' in other forces, working with academic institutions and partner organisations continually to improve the services provided by the force.

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

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

### **Does the force have a problem-solving approach?**

The force does not have a consistent approach to problem solving at a local level and has no central repository where problem-solving plans can be stored and made available to all staff. This means that officers cannot find examples of good practice easily, or learn from the experiences of colleagues.

The SARA problem-solving model<sup>6</sup> has traditionally been the standard model used across the county, and is most widely used in rural areas for higher-level, complex, problems. Where the force uses this model it does so well and with good supervision. However, SARA is not consistently used by all neighbourhood policing teams.

The force is moving away from the SARA model and is in the early stages of adopting the ABCD approach to problem solving. This has recently been introduced in Gloucester, where the force is working closely with other agencies to make contact with communities and tackle problems jointly. This approach focuses on enabling communities to use their strengths to deal with local problems, rather than relying on public sector resources. ABCD training began in July 2016, with police officers and representatives from three housing associations and the city council. Early evaluation of the approach is showing promising results, potentially improving community services and encouraging a range of organisations to develop problem-solving solutions. The force's commitment to, and enthusiasm for

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<sup>6</sup> The SARA problem-solving model (scanning, analysis, response and assessment) is a common approach used by community policing agencies to identify and solve repeat crime and community problems.

developing, ABCD to encourage local problem solving is evident, and once introduced more widely across the county, it should improve the consistency and quality of problem solving.

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

The force uses a range of tactics and legal powers to prevent crime and anti-social behaviour. These include high visibility patrolling in crime hotspots, leafleting homes with crime prevention advice, and alerting residents to burglaries committed in their neighbourhoods. HMIC also saw evidence of good joint working initiatives aimed at reducing crime and anti-social behaviour. These include the Aston project and 'Great Expectations' both of which support young people through educational programmes to help divert them from a potential life of crime. HMIC also found examples of effective plans to prevent people becoming victims of domestic abuse, child sexual exploitation and other sexual offences.

In addition, the force has developed a specific strategy to reduce burglaries of people's homes, concentrating on the prevention of re-victimisation and the quality of service given to victims. The force uses intelligence to focus its activity on suspects, using its offender management programme and working in partnership with other organisations to reduce offending opportunities.

Project Solace is a further example of the force's work with partner organisations to reduce anti-social behaviour and repeated victimisation. This project makes available multi-agency expertise and provides an opportunity for the police, the local authority and housing providers to identify the most appropriate organisation to lead and co-ordinate interventions.

HMIC found good examples of the use of problem-solving and preventative tactics as part of local officers' daily activities. These tactics form an integral part of the local task assignment process and are supported by relevant intelligence.

Crime prevention officers and the offender management team are consistently represented at weekly meetings. The licensing team is also responsible for preparing briefings for the 'street safe' night-time economy patrols.

Crime prevention advisors have trained all PCSOs in preventative techniques. Coupled with their local knowledge, this training helps them identify more effective longer-term solutions for tackling crime. The ability of neighbourhood officers to undertake proactive preventative policing is limited, however, because they are frequently reassigned to other duties.

The force uses a range of methods to deal with anti-social behaviour. These include informal interventions, such as anti-social behaviour contracts which encourage better behaviour, as well as civil injunctions. However, the overall use of anti-social behaviour powers is low compared to other forces. The force should consider



whether it is missing opportunities to reduce crime by not using these powers more frequently.

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

The lack of a consistent problem-solving structure at a local level means the force cannot evaluate effectively the success of its approach for improving services to the public. It is too dependent on personal relationships and informal networks. In addition, it has no central repository or database where staff can access information or guidance on best practice.

The force does carry out some evaluation of force level operations, for example its involvement in Operation Themis, the badger culling operation that was introduced in Gloucestershire in 2013. The force observed good practice in its evaluation of tactics aimed at constraining the activities of hunt saboteurs and other activist groups and ensuring everyone was kept safe. It also evaluated the impact of Operation Themis continually to identify good practice, to inform its future approach and that of other organisations involved in this operation. It is now regarded as 'best practice' by other forces in the South West region and at the time of inspection was expected to be highlighted in the National Public Order Conference in November 2016.

The force has shown a clear resolve to improve and learn from others. The continuous Improvement (CI) team is developing relationships with a variety of learning institutions to help the force develop its evidence-based problem solving approach to policing. This work includes arrangements for the force to host the August and October College of Policing 'demand' workshops. The CI team has also arranged for the Policing Research Consortium (PRC) to help the force develop research and learning and development.

In adherence to College of Policing guidelines, PCSOs are not routinely required to undertake duties such as leading investigations. However, they are regularly reassigned to support police officers involved in other duties, which potentially undermines their efforts. These duties can include house-to-house enquiries, CCTV evidence gathering, and reassurance patrols in high crime areas. The results from a recent internal PCSO survey indicated that assigning PCSOs to the same shift pattern as officers resulted in their time being used more efficiently. Nonetheless, in the same survey 94 percent of PCSOs said that they spent over 70 percent of their time away from the police station, patrolling their communities.

The force supports the National Police Chiefs' Council's (NPCC) Crime Prevention Strategy (2015) and has been audited for compliance with it. The evidence of its preventative work, which takes place as part of the Police and Crime Commissioner's Fund, and its efforts to prevent cyber-crime, shows that the force is making progress in this area. Chief officers and the police and crime commissioner

have also conducted a further assessment of the Home Office Modern Crime Prevention Strategy, to ensure that this influences the force's future work.

## Summary of findings



**Requires improvement**

Gloucestershire Constabulary requires improvement in respect of how it prevents crime, tackles anti-social behaviour and keeps people safe. The force lacks a comprehensive understanding of all the threats and risk facing its communities because it has not completed strategic research in this area. By contrast, its research profiles on certain types of crime, including child sexual exploitation and modern slavery, are thorough and informative.

Neighbourhood teams are at the centre of the force's approach to working with communities, and these teams communicate well with local people through a range of communication methods. The force also uses a range of tactics and powers to prevent crime and anti-social behaviour. However, reassigning neighbourhood officers to 999/101 response duties limits their ability to plan and undertake preventative activities. This limitation is further exacerbated by the lack of a consistent approach to problem solving at a local level and the absence of a central repository of good practice information.

### Areas for improvement

- The force should introduce a detailed threat assessment process to enable it fully to understand the threats facing its communities.
- The force should adopt a structured and consistent problem-solving process to enable it to tackle crime and anti-social behaviour more effectively. Problem-solving activity should be evaluated regularly to enable the force to focus its efforts on the most effective approaches.
- The force should ensure that its focus on crime prevention is not undermined by the redeployment of neighbourhood officers and staff to undertake reactive duties away from their assigned neighbourhood area.

## 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 prosecution of offenders; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat<sup>7</sup> 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 partner organisations 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

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<sup>7</sup> 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.

crime types such as sexual offences, the delay between a crime being recorded and 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 Gloucestershire Constabulary, in 12 months to 30 June 2016, by outcome type<sup>8,9</sup>**

Outcome number	Outcome type / group	Gloucestershire Constabulary	England and Wales
1	Charged/Summoned	12.0	12.1
4	Taken into consideration	0.8	0.2
	Out-of-court (formal)	2.6	3.2
2	Cautions - youths	0.5	0.4
3	Cautions - adults	1.8	2.3
6	Penalty Notices for Disorder	0.3	0.6
	Out-of-court (informal)	2.1	3.6
7	Cannabis/Khat warning	0.5	0.9
8	Community Resolution	1.6	2.8
*	Prosecution prevented or not in the public interest	0.5	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	6.3	8.3
	Evidential difficulties (victim does not support police action)	14.0	13.8
16	Suspect identified	11.3	10.6
14	Suspect not identified	2.8	3.2
18	Investigation complete – no suspect identified	49.8	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	0.0	0.1
	<b>Total offences assigned an outcome</b>	<b>88.1</b>	<b>91.3</b>
	<b>Not yet assigned an outcome</b>	<b>11.9</b>	<b>8.7</b>
	<b>Total</b>	<b>100.00</b>	<b>100.00</b>

\*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

In the 12 months to 30 June 2016, Gloucestershire Constabulary's use of 'taken into consideration' was among the highest in England and Wales. Its use of 'out-of-court

<sup>8</sup> 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.

<sup>9</sup> '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.

(informal)' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

## **How effective is the force's initial investigative response?**

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

### **Control room response**

Gloucestershire Constabulary has guidance in place for assessing all incidents reported to the force's control room. At the first point of contact, call handlers refer to this guidance to ensure that important issues are identified and the appropriate resources are used. Call handlers also have access to the force's intelligence systems, which provide them with relevant information, particularly if the caller has contacted the control room before. The force's initial assessment of calls is good.

Calls to the force are graded by call handlers to ensure it responds appropriately; for example, a call might require an immediate response, a scheduled visit at a mutually convenient time, or it might be resolved immediately over the telephone. HMIC found evidence that the force's call handlers use their professional judgement effectively to determine the risk to and vulnerability of callers and in deciding which level of service they need. The force's current guidance mandates that certain types of victims receive specific levels of service, regardless of the circumstances. For example, all victims of burglary must receive a prompt response. The force does not use the nationally recognised assessment model known as THRIVE,<sup>10</sup> which guides call handlers through a structured conversation with callers to determine the level of risk or harm they currently face. The force is reviewing the potential benefits of introducing THRIVE, and this will remain an area of interest for HMIC during subsequent inspections.

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<sup>10</sup> THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

The incident assessment unit (IAU) has a remit to resolve as many incidents as possible at the first point of contact. Examples of how this is done include recording a crime but not sending an officer to the scene if the likelihood of tracing the offender is very low. Where IAU staff consider that further investigation is likely to be unproductive and the victim is not at risk of harm or vulnerable in any other way, the incident will be recorded and finalised immediately. Data provided by the force indicate that 10 percent of all crime reports are finalised appropriately through desk-based investigation. Furthermore, the IAU is well managed, there is good supervision and there is no backlog of incidents waiting to be dealt with. This ensures that the force provides a prompt and professional service to the victim.

### **How well do response officers investigate?**

HMIC's 2015 effectiveness inspection identified several areas for improvement in respect of the quality of the force's investigations. These included a lack of skills and experience within its investigative teams, the service provided to victims, poor supervision and the time taken to complete enquiries. As part of this inspection, we reviewed case files and listened to first-hand accounts from investigators and supervisors to establish whether standards have improved.

There have been noticeable improvements in respect of investigations managed by officers in the public protection bureau (PPB) and the centralised investigation teams. However, investigations by officers in local policing teams consistently fall short of the required standards. The force has developed structured plans to address the recommendations made by HMIC in 2015, but progress has been too slow. These plans form part of the Crime Management Investigation Standards (CMIS) which has six main work areas:

- improving supervision and investigative expertise;
- ensuring crimes are allocated to suitably trained investigators in line with the victim's needs;
- the introduction of crime standards sergeants to improve the standard of investigations undertaken by neighbourhood officers and 999/101 response officers;
- ensuring that all crime is recorded within 24 hours; and
- addressing historical areas for improvements and recommendations identified by HMIC.

The programme is being led by an experienced detective superintendent, but while some programme support is in place, other roles have not yet been filled. HMIC is reassured that the CMIS programme's goals will address the force's longstanding investigative shortcomings. Nonetheless, HMIC is disappointed that it has not made more progress since our 2015 effectiveness inspection. We were told that the

programme's launch had been delayed because of a lack of available staff, due to other operational commitments. However, as HMIC clearly defined these areas for improvement in early 2016, the force should by now have done more to implement these reforms.

We found that those officers sent immediately to the scene of a crime did not know consistently what vital steps to take on arrival at the scene. Priorities should include the preservation of the scene, recording details of all witnesses and securing CCTV footage. The police service refers to these priorities as the 'golden hour' principles. Not all officers we spoke to understood fully these principles, which may result in opportunities to identify or gather evidence being missed. By contrast we found that control room supervisors do identify incidents that are dependent on a 'golden hour' response. Importantly, these supervisors also have access to specialist resources, such as forensic services, to which they can assign such incidents.

The force's policy for allocating crime for investigation has several shortcomings. This means that it cannot guarantee that investigators have the right skills and experience to manage complex investigations and meet the needs of all victims. Historically, across many forces in England and Wales, the level of an investigation is determined by the type of crime, rather than the needs of the victim. This meant that some victims of crime who could be exposed to further harm were sometimes overlooked.

The force intends to move away from this model, to ensure that the victims are the main focus of the investigation and that the investigator's skills are sufficient to cater for their needs as well as matching the complexity of the crime. It has succeeded in some areas; HMIC found, for example, that all victims of domestic abuse are assessed as high-risk (including those who have experienced relatively minor levels of violence) and receive full support from specialist detectives.

In the case of local policing however, a lack of clear policy regarding how crimes should be investigated frequently leads to disputes and tension among staff, particularly when local policing officers believe that investigations should be undertaken by detectives. We were told that these disputes were normally resolved through informal 'bartering' discussions.

This leads HMIC to conclude that the allocation of investigations depends on investigator availability rather than proper consideration of the victim's needs. HMIC found examples where investigations were allocated to individuals who lacked the requisite skills and experience to bring them to a satisfactory conclusion.



HMIC acknowledges that the force's CMIS programme includes making improvements in this area. Nonetheless, until a consistent and assured process is put in place to resource investigations in line with the needs of the victims, an effective service cannot be guaranteed.

## **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**

HMIC acknowledges that the force has put some measures in place to address investigative standards. For example, it has made clear its expectation that all supervisors have a personal responsibility to work with their staff to improve these standards, and this objective forms part of their personal development plans. In some areas, this has led to dip-sampling of investigations by supervisors to check on standards. However, apart from the public protection bureau (PPB) and centralised investigative teams, HMIC found little evidence of any significant improvements. A high proportion of the force's investigative workload is managed by frontline neighbourhood officers and other officers who respond to 999 and 101 calls. Very few of these officers reported having meaningful conversations with their supervisors about their workloads. In addition, investigation plans were not used consistently, and officers did not always comply with their obligation to update crime reports with the progress of enquiries. This will result in significant difficulties in implementing the early phases of the CMIS programme. The programme is designed to improve future standards, but there are significant backlogs in current investigations that need immediate attention. An important element of the CMIS programme is the appointment of crime standards sergeants in each local policing area. One of the newly-appointed sergeants we spoke to identified over 2,000 investigations that had not been updated for over 28 days. As well as contravening national standards for investigations, we found several examples of victims having to contact the force to find out how investigations were progressing, in some cases complaining about the service they had received.

HMIC is satisfied that the force is addressing some of the shortfalls in the skills of its investigators. A particularly positive development is a new course in investigative standards for frontline supervisors. The force has aspirations for the course to be

formally licensed by the national College of Policing, which is responsible for training standards. In addition, to overcome frustrations about training capacity, senior managers have secured access to additional training courses from surrounding forces. It would be advisable for the force's chief officer team to formalise these arrangements, to ensure its training provision meets the needs of the CMIS programme.

### **Support to investigations**

During this inspection, HMIC also examined the adequacy of technical support to investigations. Many investigations are increasingly reliant on securing evidence from computers, mobile phones and tablets. Historically, forensic examination of these devices has been time-consuming and led to investigations being unnecessarily delayed. Gloucestershire Constabulary has an effective system for prioritising the examination of devices, based on the specific requirements of each investigation, and there was no reported backlog of items waiting examination. In addition, digital kiosks will shortly be installed in the force's custody centre, providing a self-service facility for frontline investigators to download evidence from SIM cards. This has proved to be effective in other forces.

Gloucestershire Constabulary investigations are also well supported by forensic specialists. Policy and procedures for crime scene investigations are well understood, and we found that front line staff were aware of the forensic traces, for example DNA and fingerprints, at crime scenes which may lead to the identification of offenders.

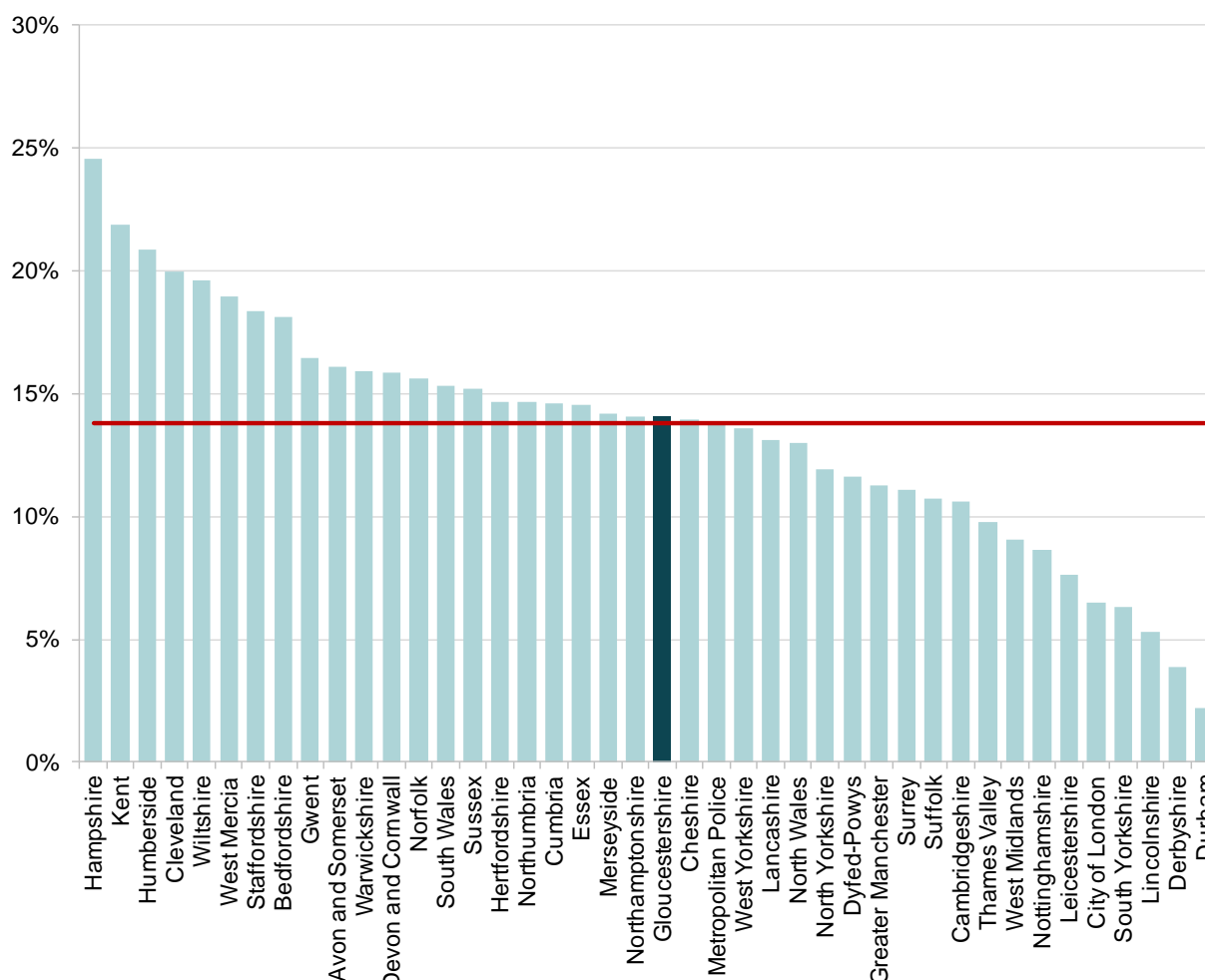
### **Supporting victims**

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,<sup>11</sup> 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.

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<sup>11</sup> 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 <sup>12,13</sup>**



**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, Gloucestershire Constabulary recorded 14.0 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.

The force's CID and PPB departments have continuous improvement plans in place for all areas of their work, including victim service and contact. These plans are regularly reviewed and updated, taking into account findings from HMIC inspections, domestic homicide reviews and serious case reviews, in order to constantly to

<sup>12</sup> Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

<sup>13</sup> 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.

improve service for victims. We were reassured that officers we spoke to placed victims at the heart of their activities; however workload pressures meant that *Code of Practice for Victims of Crime*<sup>14</sup> timelines were not always adhered to.

Last year HMIC identified that Gloucestershire Constabulary could improve its compliance with the *Code of Practice for Victims of Crime*, and in particular the completion of victims' personal statements. HMIC examined how the force interacts with victims during the course of investigations. The service it provides to victims follows a similar pattern to general standards of investigations. We found that within the PPB and the centralised investigation teams, victims receive a good service, but that in the case of local investigations teams the service is unreliable. Within the PPB and the centralised investigations teams, we found investigators had a good knowledge of the code. Their responsibility to agree 'victim contracts' and the frequency and methods for updating victims on the progress of their cases could be made more explicit, but otherwise standards were good. In the case of local policing, we found the knowledge and application of the code was inconsistent. HMIC recognises that the force is re-launching its commitment to the code as part of the CMIS programme, but in the meantime some victims are not receiving the service they are entitled to.

Public satisfaction and confidence features prominently in the force performance framework and is discussed at both a county-wide and local policing level. During the last 12 months, victim satisfaction rates have improved. Of those who have been the victim of a crime in Gloucestershire in the 12 months to 30 June 2016, 87.4 percent were satisfied with their whole experience with the police. This is above the England and Wales victim satisfaction rate of 83.3 percent over the same period.

## **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.

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<sup>14</sup> All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case.

## **How well does the force pursue suspects and offenders?**

HMIC found Gloucestershire Constabulary's performance in respect of the prevention of re-offending to be mixed. In general, specialist teams exist to manage high-risk offenders to prevent re-offending. There is however, less emphasis on lower risk offenders.

HMIC has concerns about the management of individuals who are either wanted by the force or have been accused by victims of committing a crime. If they are not promptly arrested, it is possible that they could commit further offences and victimise vulnerable people.

In relation to persons suspected of crime who have been named by victims, the force has no single point of reference for determining how many individuals await arrest, and does not know whether that number is increasing or decreasing.

The force checks that all arrested foreign nationals are subject to an ACRO check,<sup>15</sup> which provides enhanced information on their offending history and allows the force to identify and manage risk better. The force has good links with Immigration Enforcement, and custody officers work with immigration officers to check immigration databases. The constabulary can use these links should it need to clarify an individual's UK residence status.

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

Gloucestershire Constabulary recognises that an approach co-ordinated with all organisations involved in criminal justice is important when dealing with the most prolific offenders. The force has integrated offender management (IOM)<sup>16</sup> arrangements with the national probation service, the Community Rehabilitation Company, Turning Point (a drug and alcohol service provider in the charity sector), and a housing resettlement officer funded by the local county council.

HMIC's 2015 effectiveness inspection found IOM to be one of the force's strengths. As IOM develops in England and Wales there have been improvements in the selection criteria for IOM programmes. In many of these programmes the offender cohort mainly comprises individuals who have committed acquisitive crimes. These offences involve the theft of property, for example burglary, robbery and shoplifting. Some forces have worked with partner organisations to expand the cohort to include domestic abuse perpetrators, other violent offenders and offenders who are involved in serious and organised crime. Across Gloucestershire, the cohort composition

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<sup>15</sup> 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.

<sup>16</sup> Integrated offender management brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

appears to be traditional, with drug misuse being a common issue for many of offenders. The force should now seek to diversify how offenders are selected, using wider criteria.

The force has developed effective measures for monitoring sex offenders and violent offenders. Specialist officers work alongside partner organisations in the management of sexual offenders and violent offenders (MOSOVO) unit, to develop and maintain risk-management plans for supervising these offenders in the community. These plans include ensuring that their release from prison is structured and includes planned support from housing authorities, the benefits agency and other organisations, to minimise the risk of re-offending. Specialist officers also work alongside other criminal justice organisations, visiting offenders in their homes to ensure that they are complying with the conditions of their release from prison.

Additionally, the force makes good use of sexual offences prevention orders (SOPOs) and sexual harm prevention orders (SHPOs). These are prohibition orders issued by the courts on application by the police. The police can apply to place conditions on individuals to restrict their movements or association with people potentially at risk, to prevent predatory sexual behaviour. In the 12 months to 30 June 2016, 56 SHPOs have been issued. Furthermore, investigative work by the force has resulted in five individuals being taken back to court for breaching the conditions of these orders.

Good supervision of the MOSOVO unit means that individual detectives' caseloads are manageable and that effective action plans are in place with other organisations to address offending behaviour. The unit reviews the re-offending rates of the offenders it supervises; data held by the force indicate that only two percent of this cohort commits subsequent serious offences.

## Summary of findings



**Requires improvement**

Gloucestershire Constabulary's approach to investigating crime and managing offenders requires improvement. This is consistent with the findings of HMIC's 2015 inspection. The force has not made enough progress in this area and further improvement is required before it can be judged as good.

The force's approach to allocating crime for investigation is inconsistent. This means that in some cases, investigators do not have the right skills and experience to manage the complexity of the investigation. Exceptions to this can be found in the PPB, where its development of a domestic abuse matrix brings assurance that the victim's level of risk determines which investigator is assigned to the case. There is a clear distinction between the standards investigated in the PPB/CID domain and those at local policing level. Supervision of cases in PPB/CID is also good. By

contrast, standards of investigation and supervision at a local policing level are inconsistent. The force's CMIS programme identifies the work needed to improve this situation. However, HMIC is concerned that, despite the publication of very clear areas for improvement in early 2016, the force's progress is slow in this area and that in some cases victims do not receive the right level of service.

The force is good at protecting the public from the most prolific, serious and dangerous offenders. It has an established integrated offender management scheme, but its focus is narrow, concentrating on offenders who commit large volumes of offences rather than those who cause the most harm. The force works well with other organisations to manage the most dangerous offenders and registered sex offenders.

HMIC is concerned about the management of individuals who are wanted by the force or have been named by victims as suspected of committing a crime. The force does not have a central process for progressing and prioritising the arrest of all wanted persons.

#### **Areas for improvement**

- The force should ensure that all evidence is retrieved at the first opportunity in order to maximise the likelihood of investigations being concluded successfully.
- The force should ensure that all crimes are allocated promptly to investigators with the appropriate skills, qualifications and access to support, in order to conduct investigations to a good standard.
- The force should ensure that all investigations are completed to a consistently good standard, and in a timely manner.
- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should ensure that it is fully compliant with the *Code of Practice for Victims of Crime*.
- The force should ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail, those who are named as having committed crime and suspects identified through forensic evidence are swiftly located and arrested.
- The force should consider widening its approach to integrated offender management; offenders who present harm in communities should be considered for inclusion in the programme as well as those who offend regularly.

## 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?**

In HMIC's 2015 inspection, Gloucestershire Constabulary was judged to require improvement and its response to victims of domestic abuse was a cause for concern to HMIC. The quality of risk assessments of domestic abuse victims was inconsistent and lacked supervision. The force has made some progress against the recommendations made in 2015, but further improvements are required.

The force has organised its investigative resources effectively to prioritise high-risk investigations in the public protection bureau (PPB) and a specialist safeguarding team exists for domestic abuse. In respect of investigations managed by officers in the PPB and the centralised investigation teams, the force has made discernible improvements. However, the absence of a crime allocation policy means that some cases requiring the skills and experience of specialist staff are managed by inexperienced investigators, which has a negative impact on victims.

The force has recently introduced the vulnerability identification screening tool (ViST), which standardises vulnerability reporting. This provides a reliable means of alerting the multi-agency safeguarding hub (MASH), which meets daily to consider the needs of victims. However, the quality of its completion of ViST is inconsistent. The force should ensure that all staff who use ViST receive appropriate training to improve the consistency and quality of the information recorded.

The MASH has expanded its remit to include all levels of risk identified by ViST and domestic abuse, stalking and so-called honour-based violence (DASH) assessments. The MASH makes onward referrals to other organisations in a timely manner and now also completes a secondary risk assessment to validate the initial police assessment. HMIC is encouraged that risk assessments are professionally challenged and adjusted when reviewed by a wider group of partner organisations.

The frequency with which the force is using preventative legislation to protect victims of domestic abuse is steadily increasing.



## 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*,<sup>17</sup> others use the definition referred to in ACPO guidance<sup>18</sup> and the remainder use their own definition.

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

“Both the ACPO (NPCC) and VCOP definitions of vulnerability recognising that they are different in both context and application; one relates to Vulnerable Adults the other broader for an enhanced service or special measures as a victim of crime.

In addition, in accordance with the Care Act 2014, a safeguarding duty that applies to an adult (18 or over) who: has needs for care and support (whether or not the local authority is meeting any of those needs and regardless of whether the adult lacks mental capacity or not) and; is experiencing, or at risk of, abuse or neglect; and as a result of those care and support needs is unable to protect themselves from either the risk of, or the experience of abuse or neglect.”

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

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<sup>17</sup> *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](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf)

<sup>18</sup> The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/)

between forces, from 3.9 percent to 44.4 percent. Gloucestershire Constabulary was one of five forces that were unable to provide vulnerable victim data.

The force has developed its own definition of vulnerable people, but HMIC believes that more could be done to promote its understanding across the workforce, to increase the likelihood of victim vulnerability being considered during every encounter with members of the public.

Gloucestershire Constabulary's understanding of the nature and scale of vulnerability is hindered by its lack of analytical capacity. The force has developed detailed assessments of vulnerability in areas such as vulnerable adults and modern-day slavery. However, there is only a limited amount of data from partner organisations included in these assessments. In other forces inspected by HMIC, council safeguarding boards<sup>19</sup> share information for a more in-depth understanding of types of vulnerability and its effect on communities. By contrast, missing children and child sexual exploitation risks are evaluated collectively at a multi-agency level. The multi-agency child sexual exploitation team includes a dedicated missing person co-ordinator, meaning that all children reported as missing are assessed for their susceptibility to being exploited.

The force has a comprehensive domestic abuse improvement plan that addresses all HMIC's previous recommendations. It also has a comprehensive policy and guidance document that covers all aspects of domestic abuse cases. The guidance clearly sets out what is expected of call takers and officers attending to domestic abuse victims. The force has effectively introduced a specialist investigation team for domestic abuse and there has been an improvement in the quality and the supervision of investigations in this area. The multi-agency safeguarding hub (MASH)<sup>20</sup> has also expanded its remit to include all levels of risk identified through ViST/DASH assessments. It now also provides a secondary risk assessment to validate the initial assessment made by the police.

The force's recognition of mental health problems is well understood across the workforce, with a proportionately higher number of incidents associated with mental health concerns than most other forces in England and Wales. All response officers have received training on the identification of mental health issues within the last 12 months and there is now a mental health crisis team located within the force control

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<sup>19</sup> The overall role of safeguarding boards is to co-ordinate local work to safeguard and promote the welfare of vulnerable people and to ensure the effectiveness of how member organisations work together.

<sup>20</sup> A multi-agency safeguarding hub (MASH) brings together into a single location principal safeguarding agencies to better identify risks to individuals, 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.

room to triage and deal with incidents. As a result, expert advice and assistance is available as soon as someone with a mental health problem contacts the police.

HMIC also examined how the force identifies repeat victims of crime and anti-social behaviour. It is clear that the structured questioning of all callers includes a focus on whether the individual has previously been victimised. Many other forces use flagging systems which immediately identify previous callers, the location they have called from and the telephone numbers they have previously used. The most efficient flagging enables the 'auto-population' of relevant fields in the contact centre, crime reporting and intelligence computer systems, giving any member of the force instant access to information on an individual's potential vulnerability.

Gloucestershire Constabulary's control room and crime and intelligence software are incompatible, meaning that users have to access several systems to obtain access to all available information about an individual. Call handlers do however check all the force's databases to make sure that all previous contact with a caller is collated, giving assurance that no information is overlooked when assessing their vulnerability.

Since HMIC's 2015 effectiveness inspection the force has made some improvements to the way it deals with missing children, including in how staff access 'safe and well checks'. Safe and well checks are designed to help the force understand why children go missing and include gathering information about where they have been and who they have been with. The force is now making greater use of an ICT application that makes this information more accessible and provides an opportunity to understand more about the level of harm to which a missing child may be exposed.

HMIC also recognises that a major ICT transformation programme is in progress. This includes the introduction of an ICT platform that automatically and instantaneously identifies relevant information about individuals as soon as they contact the force.

## **How effectively does the force initially respond to vulnerable victims?**

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

in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

### **Do officers assess risk correctly and keep victims safe?**

The Home Office has shared domestic-abuse-related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Gloucestershire increased by 8 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 10 percent of all police-recorded crime in Gloucestershire, 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). During our inspection process, HMIC has evaluated the arrest rate alongside other measures to understand how each force deals with domestic abuse overall.

Gloucestershire Constabulary was one of three forces that were unable to provide data on domestic abuse arrests. This information will be available as part of the force's planned ICT improvements.

Despite our concern that the force does not yet have a single definition of vulnerable people, when officers respond to individuals who are at risk of harm they look after them well. Officers who attend an incident complete a risk assessment and conduct initial safeguarding actions to protect the victim from further harm. The force's new vulnerability identification screening tool (ViST) has standardised the reporting of vulnerability and risk relating to domestic abuse and child protection. This provides a reliable method for alerting the MASH, which meets daily to discuss and review the needs of victims. The ViST includes a nationally recognised risk assessment for domestic abuse, stalking and harassment (DASH) victims.<sup>21</sup> HMIC found that there are supervisory procedures in place which ensure that DASH assessments are completed on all occasions when officers respond to domestic abuse incidents. The standard of missing persons investigations has also improved; notably, missing persons co-ordinators have been introduced to audit investigations and provide extra quality assurance.

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<sup>21</sup> DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

Frontline staff we spoke with had a good understanding of how to safeguard vulnerable people from harm. In particular, it is clear that everyone routinely takes steps to remove the threat of harm by using legal powers to arrest perpetrators whenever possible.

To help 999/101 responders gather evidence, some forces have issued officers with body-worn cameras to record digital images at the scenes of crime. This evidence can also assist prosecutors secure convictions if victims are reluctant to testify. While digital recorders are available for issue for planned operations, the force has chosen not to use this technology routinely, relying instead on mobile devices supplied to every frontline officer for capturing photographic evidence. This approach is being reviewed by the force and it is awaiting the outcome of a regional assessment before deciding whether to invest further in body-worn cameras.

Beyond the immediate support that 999/101 responders provide to victims, their understanding of further safeguarding measures was less certain. Some officers knew how to contact housing providers if necessary, and knew which domestic abuse charities could offer further support, but this was not consistent across the force. HMIC acknowledges that safeguarding considerations for all victims are discussed at the MASH on a daily basis. Nevertheless, the IRT would benefit from greater knowledge and a better understanding of which out-of-hours support and services are available to victims.

## **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).

The force has organised its investigative resources to prioritise high-risk investigations in PPB well. It also has specialist investigation teams for domestic abuse, child abuse, safeguarding adults, child sexual exploitation, rape and serious sexual offences and offences committed against vulnerable adults. All of these investigative teams are either co-located with local councils or other partner organisations, or have established joint working relationships with these organisations.

Some officers commented that there were continual vacancies in some teams. However their workloads appear to be manageable, supervision is effective and service provided to victims is good. Specialist detectives are also available from early in the morning until late at night, including weekends. Outside these hours, emergency cover is available.

Effective joint working arrangements in the public protection domain help ensure that Gloucestershire Constabulary can rely on the expertise, resources and support from other organisations to conclude investigations successfully and provide care to victims.

The force has an established secure gateway for transferring information to partner organisations when victims of crime or other individuals need support from external agencies. This facility, known as the central referral unit (CRU), transfers all ViST/DASH notifications each day to the MASH. The Gloucestershire MASH includes representatives from social care, the NHS, youth support workers, education and Gloucestershire Domestic Abuse Support Service (GDASS), the county council's commissioned domestic abuse service provider.

The MASH provides an important triage function that determines what level of care victims need. It also develops an initial safety plan, and has expanded its remit to include all levels of risk identified through ViST/DASH assessments. Previously the MASH only considered high-risk victims, but now also conducts secondary risk assessments to validate initial police assessments. Data held by the force shows that this has led to a 58 percent increase in referrals into the MASH. HMIC is encouraged that risk assessments are being professionally challenged and adjusted by partner organisations. These developments have addressed all concerns raised by HMIC last year in respect of the backlog of cases in the MASH.

A significant challenge for all forces in England and Wales is to address offending behaviour involving the online viewing of indecent images of children. This is another area where the force has made determined efforts to bring offenders to justice. The force has brought additional resources into this area of investigations and makes full use of the technology available to identify offenders. It conducts a detailed assessment of the individuals likely to present the most harm, based on best practice developed by Kent Police. This ensures that enforcement activity is effectively prioritised.

## 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.<sup>22</sup>

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 6. 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).

**Figure 6: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Gloucestershire Constabulary<sup>23</sup>**

Outcome type / group	Gloucestershire Constabulary	England and Wales
Charged / Summoned	26.8	23.2
Caution – adults	3.1	5.6
Caution – youths	0.9	0.3
Community resolution	0.4	1.4
Evidential difficulties prevent further action; victim supports police action	18.0	24.1
Evidential difficulties prevent further action; victim does not support police action	44.2	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, Gloucestershire Constabulary's use of 'caution – youths' was among the highest in England and Wales in cases with identified domestic abuse. 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.

<sup>22</sup> 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.

<sup>23</sup> 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.

Within the MASH, a daily conference is held to review all reported incidents of domestic abuse in the previous 24 hours. Cases involving high-risk victims are transferred to a further multi-agency structure known as the MARAC.<sup>24</sup> This results in a more formalised process with a specific remit to develop safety plans for high-risk victims. A wider range of partner organisations can provide specialist support to victims, such as access to legal aid to apply for restraining orders, counselling or emergency housing support. In the case of Gloucestershire Constabulary, the MARAC meets daily rather than fortnightly or monthly, which is more usual in other forces HMIC has visited. All MARAC representatives believe that addressing victim needs on a daily rather than a periodic basis ensures a better service provision.

The chair of the MARAC, who is a police employee, acknowledges that a daily MARAC presents some difficulties in monitoring the commitments made by all parties to support victims. Nonetheless, HMIC believes that the daily MARAC meeting is a positive development and demonstrates the force's determination to putting victims at the centre of investigations.

It is not uncommon for domestic abuse investigators to find that prosecutions are undermined by a reluctance of the victims to give evidence. Frequently this occurs through a fear of having to relive their experiences when giving evidence, or a belief that this will lead to an escalation of the abuse they face. In addition to support plans for victims, the Gloucestershire MARAC puts measures in place to support victims through the prosecution process.

The force has a higher rate of prosecution for perpetrators of domestic abuse than the rate for England and Wales as a whole. However, it accepts that there will always be occasions where there are genuine reasons for reluctance to support the police with prosecutions. To overcome this, the force is trying to make more use of protection orders to prevent further violence, and has increased its focus on the use of DVPNs<sup>25</sup> and DVPOs.<sup>26</sup> These orders restrain an offender from contacting a victim or returning to their home. However, the force's use of DVPOs has decreased

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<sup>24</sup> Multi-agency risk assessment conferences (MARACs) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

<sup>25</sup> DVPNs (domestic violence protection notices) are issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim.

<sup>26</sup> DVPOs (domestic violence protection orders) 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.



over the last 12 months and is low compared to the England Wales rate per 1,000 population. This needs to be reviewed further by the force.

By contrast, the force is making increasing use of Clare's Law.<sup>27</sup> Clare's Law is preventative legislation that allows disclosure of a perpetrator's violent past to their partners to make them more aware of the level of violence they might face. In the 12 months to 30 June 2016, the force used Clare's Law 'right to know' more frequently than the rate per 1,000 population for England and Wales as a whole; their use of the 'right to ask' was in line with the England and Wales rate.

As part of this inspection, we reviewed the force arrangement in respect of stalking and harassment and the use of Police Information Notices (PINs). PINs are notifications issued to individuals by police officers pointing out that their behaviour constitutes an offence and if they do not desist they are liable to arrest.

Force policies or local guidelines on stalking and harassment are important as their purpose is to clarify local implementation of national guidance. Although Gloucestershire Constabulary does have a policy on stalking and harassment, it has not outlined the local arrangements for the issuing and recording of PINs. Additionally, all forces should appoint a single point of contact to develop joint working arrangements with other organisations. This individual is in post, but the availability of support measures provided by external organisations for victims is underdeveloped.

HMIC's 2016 legitimacy inspection examined how forces manage the risk of individuals being subjected to predatory acts or unwanted sexual attention by officers and staff. A part of this inspection was to consider how the force supports victims should this type of serious misconduct be identified. We found that Gloucestershire Constabulary has adequate arrangements in place for victims, with bespoke plans developed to protect victims on a case-by-case basis.

## Summary of findings



**Requires improvement**

Gloucestershire Constabulary requires improvement in how it protects those who are vulnerable from harm and supports victims. The force has made progress in some areas, but its understanding of the nature and scale of vulnerability is hindered by a

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<sup>27</sup> The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police better to 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](http://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)

lack of analytical capacity. The force has developed assessments of vulnerability, for example vulnerable adults and modern-day slavery, but nevertheless these do not include data held by partner organisations.

HMIC is assured that victims subject to repeat victimisation will be identified by the force at the first point of contact. Call handlers and frontline staff can identify the different features which can lead to an individual being vulnerable. However, HMIC believes a wider understanding of repeat victimisation would encourage staff to look proactively for hidden vulnerability. We are however reassured that officers who initially attend an incident do all they can to protect victims against further exposure to harm by arresting perpetrators.

The force has effective procedures in place to fast-track cases to other agencies to provide further support to victims. Daily MASH meetings, domestic violence conferences and MARACs consider all referrals and start devising safety plans. The force has successfully configured its investigative resources into specialist teams to prioritise high-risk investigations. The force makes good use of Clare's Law to inform individuals of the violent past history of their partners. More could be done however to use other preventative legislation to protect victims.

#### **Areas for improvement**

- The force should ensure that all officers and staff understand clearly and apply the force's agreed definition of vulnerability.
- The force should enhance its understanding of the nature and scale of vulnerability in the county by sharing information more effectively with partner organisations.
- The force should ensure that response officers are aware of the range of safeguarding options available to protect vulnerable victims when they first attend to them.
- The force should review its use of preventative legislation to ensure that it is making best use of these powers in order to safeguard victims of domestic abuse.

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

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

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

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

As at 1 July 2016, Gloucestershire Constabulary was actively disrupting, investigating or monitoring 15 organised crime groups (OCGs) per million of the population. This compares to 46 OCGs per million of the population across England and Wales.

The force has failed to establish a structured approach to assessing the threat posed by serious and organised crime, a deficiency we noted in our 2015 effectiveness report. Specifically, it has not produced a strategic assessment document for four years. This means there is a significant lack of high-level research and analysis to identify crime patterns, emerging threats and other areas of concern throughout the county.

As a consequence, the force does not fully understand the threat posed by serious and organised crime. This lack of understanding also means that it cannot prioritise activity aimed at tackling serious and organised crime systematically and objectively. The force has assured HMIC that the impending recruitment of a principal analyst and 18 researchers will boost capacity, and told us that the delay in publishing its serious and organised crime local profiles was due to its lack of analytical capability. The development of these profiles is designed to bring forces together with other organisations to broaden their understanding of the impact of this type of criminality in communities. We were told that the force is in contact with the Home Office, which

issues guidance on the development of these profiles, to ensure it observes best practice.

The recruitment of the principal analyst and researchers is welcome but progress has been slow and the force has fallen behind other forces in its fight against organised crime. We were also told that the force will soon introduce a nationally recognised risk assessment model, known as MoRiLE,<sup>28</sup> to prioritise action against organised criminal group (OCGs) in order to protect communities.

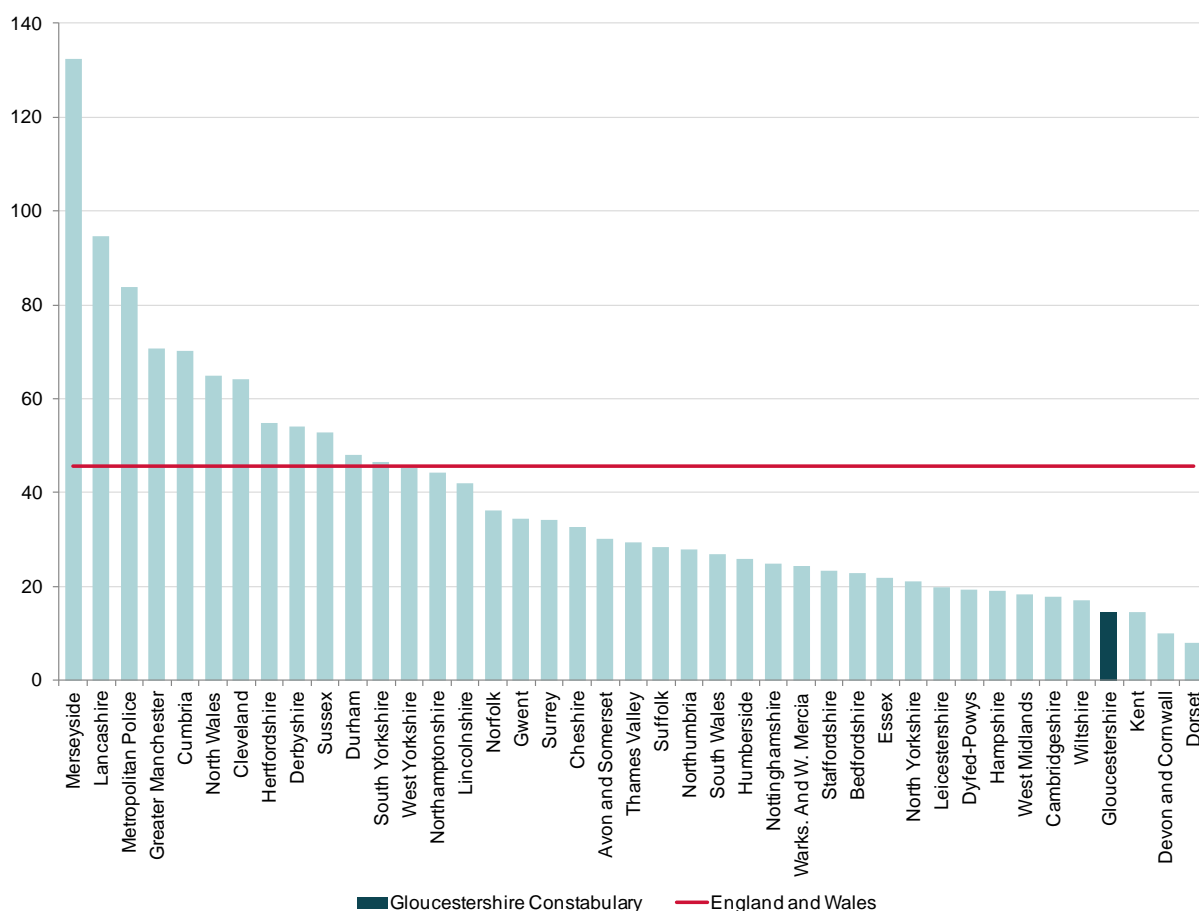
The force has identified relatively few OCGs compared with other forces. There is a strong emphasis on drug supply, with some evidence that new and emerging crimes such as modern slavery and child sexual exploitation are being addressed. HMIC recommends that the force considers how the entire spectrum of organised crime is affecting its communities, as its current approach is too narrow.

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability into specialist software, and assigning a numerical score to each organised crime group. OCG mapping is used by forces, ROCUs, the National Crime Agency and a number of non-police organisations such as Border Force. In the case of Gloucestershire Constabulary, OCG mapping, in procedural terms, is carried out correctly and in accordance with national guidelines. A peer review recently conducted by the ROCU confirmed this to be the case.

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<sup>28</sup> 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.

**Figure 7: Organised crime groups per one million population, by force, as at 1 July 2016<sup>29</sup>**



**Source: HMIC data return**

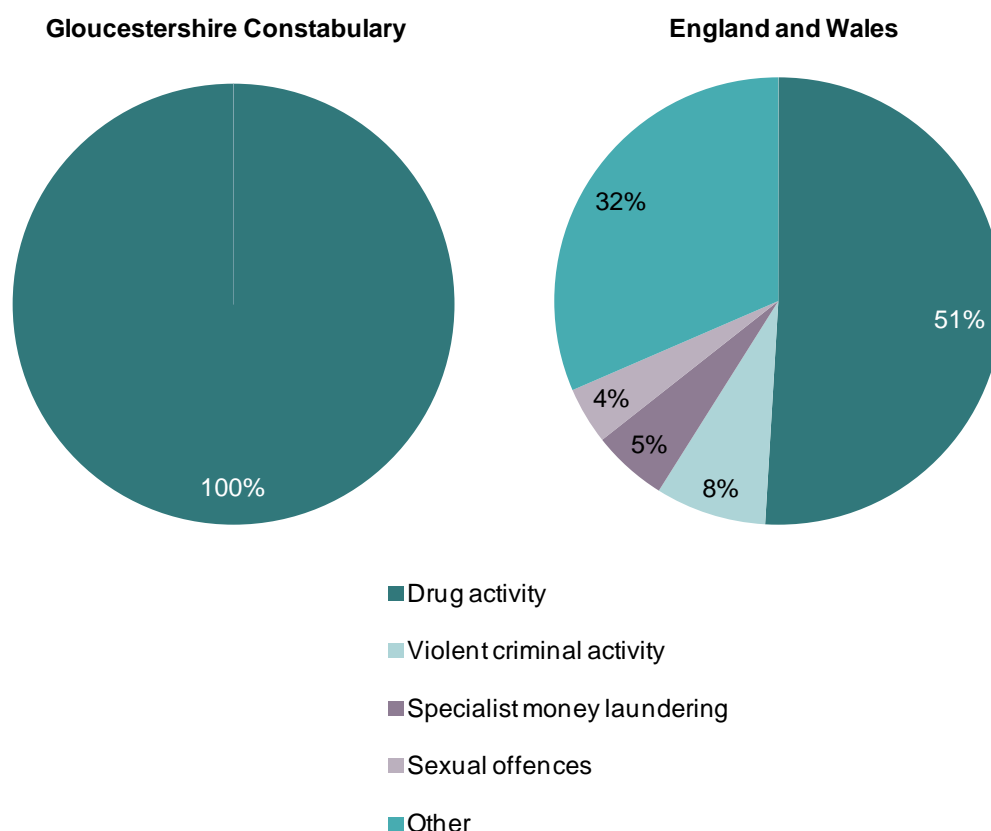
**For further information about these data, please see Annex A**

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

<sup>29</sup> 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.

The force also proactively targets criminals who do not necessarily meet the threshold for categorisation as an OCG, but nevertheless exploit opportunities to commit offences in the county. These include ‘county lines’ drug dealers, who develop and expand drug dealing networks across different geographical areas using mobile phone ‘lines’. The force works closely with other forces in the region and the Metropolitan Police Service to tackle organised criminals involved in this type of offending.

**Figure 8: Figure 10: Active organised crime groups by predominant crime type in Gloucestershire, as at 1 July 2016**



Source: HMIC data return

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

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

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

The force lacks an established force-wide partnership board structure to oversee actions arising from the creation of local profiles and undertake joint problem solving. An initial meeting of the joint policing panel organised crime management board took place in July 2016. It is too early to gauge the effectiveness of this group, and its ability to function effectively will be significantly limited until essential analytical tools including the local profiles and strategic assessments have been developed.

All OCGs are assigned to a lead responsible officer (LRO) who oversees and directs local activity. We found the force's LROs to be knowledgeable and well-trained, and there are clear expectations regarding their responsibilities, ownership and accountability. This is an improvement since this area was last examined in 2015. There is evidence that the LROs are using the nationally recognised '4Ps' approach (Prevent, Pursue, Prepare, Protect) to reduce the impact of OCGs. This involves preventing crime, pursuing offenders, preparing communities to be more resilient to organised crime, and protecting victims. However more could be done to evaluate the impact of police tactics used to support the 4Ps.

The force has made significant efforts to ensure that all mapped OCGs are subject to regular scrutiny and review by an assistant chief constable and the director of intelligence. We saw examples of local officers being directed to gather intelligence about the activities and lifestyles of individuals if the force's knowledge of an OCG was incomplete. In other cases however, we saw opportunities for neighbourhood teams to become involved in enforcement activity against OCGs being overlooked.

The force has a limited understanding of the impact of its activity on serious and organised crime. In particular, it does not yet use a nationally recognised evaluation model to measure the impact of its action against OCGs. This is something that the force is developing with the ROCU.

Gloucestershire Constabulary continues to work very closely with its neighbouring forces in relation to the most harmful OCGs. Information and tasks are shared between forces and it is recognised that collaboration between them is required to achieve maximum impact. We found some evidence that the relationship with the ROCU, known as Zephyr, is developing, with the force's specialist units able to access the support functions provided by ROCU on a regular basis. However, effective processes to escalate activity against OCGs from force level to Zephyr are not yet in place. Nor has the force produced an action plan that shows how it will make best use of Zephyr's resources; this was a recent HMIC recommendation.

The force is clearly making increased use of the Government Agency Information Network (GAIN).<sup>30</sup> This network facilitates the sharing of information for law enforcement purposes. Participating organisations include HM Revenue & Customs,

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<sup>30</sup> 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.

the Department for Work and Pensions and Action Fraud. In the 12 months to 30 June 2016, Gloucestershire Constabulary made 76.9 referrals for every 100 OCGS to the network; this contrasted with 26.4 referrals per 100 OCGs for England and Wales as a whole.

## **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.

The force is working to develop its understanding of pathways into serious and organised crime, and should continue with this. Great Expectations, the Aston Project and Project Solace provide effective platforms to identify young people at risk of being drawn into gang activity and provide solutions to steer them away from crime. Great Expectations has a specific pathway to support young people who may be tempted into a life of organised crime.

Neighbourhood officers showed us how their work can help deter young people from becoming involved in serious and organised crime. PCSOs work with vulnerable children in schools, and with other organisations to provide them with additional support. The force also works closely with Early Help, the government's troubled families' programme<sup>31</sup> in Gloucestershire. This programme provides support siblings in households where criminal lifestyles are common. Although this programme does not specifically consider the likelihood of young people becoming involved in serious and organised crime, it may be worth expanding its remit accordingly.

Gloucestershire Constabulary is increasingly focusing on lifetime offender management. This is the process whereby criminals are tracked through and beyond the prison system with a view to minimising their likelihood of returning to crime. The force is taking positive steps to address this issue in conjunction with the regional prison intelligence unit, which forms part of Zephyr. Zephyr is implementing a framework for the 'regional lifetime management of offenders' process, which is

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<sup>31</sup> 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'.



being monitored by the prison intelligence unit (RPIU). The force intends to transfer these responsibilities to LROs in the future.

There is clear evidence that the force is making better use of serious crime prevention orders (SCPOs),<sup>32</sup> which enable the police to impose conditions on an individual's financial, property or business dealings and prohibit contact with criminal associates.

The force currently has 15 SCPOs in place, including on four individuals serving prison sentences and four managed by the NCA. However, the force needs to improve its use of preventative orders in conjunction with other organisations. It plans to educate its LROs and investigators in order to increase their use. The force has invited members of the NCA to share best practice and guidance on LROs has been made available on the force's intranet.

The force communicates well with the public about its operational successes, through local press and media, with its coverage becoming increasingly visible in local newspapers. We found examples of successful outcomes and preventative messages being publicised using a range of media, including traditional press releases and the use of social media. One recent example on the force website included a video of officers arresting offenders as part of drugs raid Operation Emperor.

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<sup>32</sup> A court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

## Summary of findings



**Inadequate**

Gloucestershire Constabulary's approach to tackling serious and organised crime is inadequate. Since HMIC's last inspection, the force has made limited progress against the recommendations made and failed to address the cause of concern identified in 2015. It has failed to establish a structured approach to threat assessment at a strategic level and has not developed serious and organised crime local profiles with partner organisations. As a consequence, the force cannot demonstrate a sufficient understanding of the threat posed by serious and organised crime, and it lacks the ability to prioritise activity against organised crime groups systematically or objectively. The force also lacks a countywide partnership board structure which would bring a range of organisations together to work against organised crime.

Current force priorities remain concentrated on traditional areas such as Class A drugs and burglary, with too little progress being made in new and emerging crimes. The force needs to develop a better understanding of the links between organised crime and vulnerability.

OCG mapping, in procedural terms, is carried out correctly and in accordance with national guidance. Additionally, the force has made concerted efforts to ensure that all mapped OCGs are subject to regular scrutiny and oversight.

The force is developing its understanding of the different pathways into a life of organised crime. It also has several established projects across the county aimed at helping young people avoid a life of crime.

HMIC found evidence of effective communication with the public about organised crime together with examples of successful outcomes and preventative messages publicised across a range of different media.

### **Cause of concern**

It is a cause of concern to HMIC that Gloucestershire Constabulary does not have essential processes in place to help it understand the threat from serious and organised crime, or to provide an effective multi-agency response to this type of offending. This is a particular concern as many of the shortcomings were set out in detail in HMIC's 2015 effectiveness inspection, yet little has been done to address them.

### **Recommendation**

The force should immediately take steps to:

- implement a structured process for assessing serious and organised crime threats, including so-called newer threats such as organised child sexual exploitation and modern slavery;
- produce a serious and organised crime local profile in conjunction with partner organisations to enhance its understanding of the threat posed by serious and organised crime;
- engage routinely with partner agencies at a senior level to enhance intelligence sharing and promote an effective, multi-agency response to serious and organised crime;
- enhance its ability to gather and use intelligence from a range of sources to develop its understanding of serious and organised crime;
- complete an action plan that sets out the steps it will take to maximise the use of regional organised crime unit capabilities, minimise duplication at force level, and ensure that the use of shared ROCU resources is prioritised effectively between forces in the south west region; and
- enhance its approach to the 'lifetime management' of organised criminals, to minimise the risk they pose to local communities. This approach should include routine consideration of preventative orders, the enforcement powers of other organisations and other tools to deter organised criminals from continuing to offend.

## How effective are the force's specialist capabilities?

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

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

The *Strategic Policing Requirement* (SPR)<sup>33</sup> specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

The force does not have the necessary arrangements in place to assess the threats specified in the SPR and has not published formal assessments owing to a lack of analytical capacity. Governance of the SPR threats is provided through the regional strategic governance groups and the force's capability and capacity to respond to threats is continually reviewed by departmental heads. The force has developed business continuity plans (BCPs) in order to ensure that it is able to respond to terrorist, public order or civil emergency events and has appropriate plans in place to be able to continue its daily activities in the event of a major incident.

The force has recently tested its preparedness to respond to the national threats specified within the *Strategic Policing Requirement*. It also conducts numerous and regular exercises with partner agencies, followed by a thorough debrief to identify improvements to the process. The force has recently conducted large-scale exercises covering a range of crime types, including cyber-crime. The first exercise was led internally, working with partner organisations such as the local council and

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<sup>33</sup> 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](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

the local resilience forum (LRF),<sup>34</sup> a joint emergency services panel. During May 2015, an exercise focused on a cyber attack against force ICT systems.

The force plays an integral role in bringing together partner organisations as part of the LRF, which includes representation from the emergency services, the NHS, the army, local authorities, the Environment Agency, and Department for Communities and Local Government. This group meets regularly to review civil emergency plans and to arrange exercises. The forum has a programme of exercises to test the operational response to floods and incidents relating to the badger cull.

## **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 force has adequately assessed the threat of an attack requiring an armed response and has made progress in terms of its plans to increase its firearms capability. Gloucestershire Constabulary forms a part of a tri-force armed policing collaboration with Avon and Somerset Constabulary and Wiltshire Police. They have a joint armed policing strategic threat assessment (APSTRA), which is developed using data from armed deployments across the tri-force area and has recently been updated. The APSTRA defines the main sources of potential firearms attacks in the area and the capability required by the force to defeat them. It also incorporates planning assumptions based on the Paris attacks in November 2015 and the Orlando nightclub attack in June 2016.

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<sup>34</sup> The Local Resilience Forum brings together emergency services and other statutory bodies involved in crisis management and disaster recovery. The forum has a number of responsibilities including joint operational planning and developing a programme of exercise planning to test the force's state of readiness and response to major incidents.

The force understands its national responsibility to assist other forces should there be a marauding terrorist firearms attack (MTFA). The APSTRA has revealed that a greater number of armed officers is required in the region and has also assessed that a skills enhancement is necessary to provide more resilience, should multiple firearms interventions be necessary simultaneously. The force's training curriculum is scheduled to address this.

The force has clear procedures in place for responding to firearms threats, whether from armed criminality or terrorism. The tri-force collaboration has undoubtedly strengthened its capabilities and the APSTRA sets out the standards that will be required in the future.

## **Summary of findings**

### **Ungraded**

Gloucestershire Constabulary has yet to complete detailed analysis of the main threats set out in the *Strategic Policing Requirement*, but it does have detailed operational plans for addressing these threats. It regularly tests these plans and assesses its capabilities in response to a range simulated incidents in an exercise programme. The programme includes testing the force's ability to maintain its principal functions should a major incident happen.

The force is well prepared to respond to a firearms attack. As part of the tri-force arrangement with Wiltshire Police and Avon and Somerset Constabulary, it has recently reviewed the assessment of threat, risk and harm, which sets out the capabilities required of armed officers in the region. A plan is under way to accelerate training and increase skills in order to improve the force's capacity for responding to armed threats.

## 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/](http://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](http://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](http://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 6 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 6.

## **Anti-social behaviour**

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

[www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforcesareadatatables](http://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](http://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 6, 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: 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 6, 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 6.

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

Please see ‘Organised Crime Groups’ above.

**Figure 8: 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.