



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Humberside Police



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Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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

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

Force in numbers



Calls for assistance

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

Humberside Police

England and Wales

230

240



Crime (excluding fraud)

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

Humberside Police

England and Wales

77

68

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

Humberside Police

England and Wales

+7.5%

+7.8%

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

Humberside Police

England and Wales

-7.3%

-3.4%



Crime outcomes*

Charged/summonsed

Humberside Police

England and Wales

13.8%

12.1%

Evidential difficulties: suspect identified but victim does not support action

Humberside Police

England and Wales

17.4%

10.6%

Investigation completed but no suspect identified

Humberside Police

England and Wales

43.2%

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

Humberside Police

England and Wales

19

31

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

Humberside Police

England and Wales

21

34



Domestic abuse

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

Humberside Police

England and Wales

20

16

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

Humberside Police

England and Wales

10.1%

11.1%

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

Humberside Police

England and Wales

7.0%

10.0%



Organised crime groups

Organised crime groups per million population as at 1 July 2016

Humberside Police

England and Wales

26

46



Victim satisfaction rate

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

Humberside Police

England and Wales

78.0%

83.3%

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

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

Overall judgment²



Requires improvement

Humberside Police requires improvement in how it keeps people safe and reduces crime. Our overall judgment this year is the same as last year, when we also judged the force to require improvement. The force does not consistently identify vulnerable people, and its response to victims needing urgent help is sometimes unacceptably delayed. Its investigation of crime also requires improvement. Victims receive a good service from specialist investigators, but other investigations are inconsistent. In contrast, the force works well with other organisations to prevent crime, tackles serious and organised crime effectively and it is well prepared to address nationally-identified threats.

Overall summary

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



Good

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



Requires improvement

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



Inadequate

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



Good

How effective are the force's specialist capabilities?

Ungraded

Humberside Police is good at preventing crime, tackling anti-social behaviour and keeping people safe. Officers and police and community support officers understand the risk and harm within communities, and they work effectively with partner organisations to resolve local problems.

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

In overall terms, the ability of Humberside Police to investigate crime requires improvement. When victims of crime first make contact with the force it is not certain that their immediate needs will be properly assessed. In instances where the service provided lacks urgency, important evidence can be lost and victims unnecessarily exposed to harm.

The quality of investigation is inconsistent. Crimes such as theft which occur in high volumes are sometimes investigated poorly due to a lack of proper guidance and supervision. This contrasts with the enquiries of specialist investigators, who are better trained and victim-focused. These shortcomings were brought to the attention of the force in 2015. It is disappointing that they have not been addressed more comprehensively.

The force's procedures to assess the initial risk of vulnerable victims within the control room are weak and are not subject to effective supervision. There are therefore occasions when the force is failing victims.

Humberside Police is good at tackling serious and organised crime, and has maintained its performance in this area since HMIC's 2015 effectiveness report. The force is also in an appropriate state of readiness to address the national threats set out in the *Strategic Policing Requirement*. The force forms part of an effective collaboration with other forces in the Humber and Yorkshire region, and there are tried and tested arrangements in place for responding to major crime, acts of terrorism, and other emergencies.

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

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

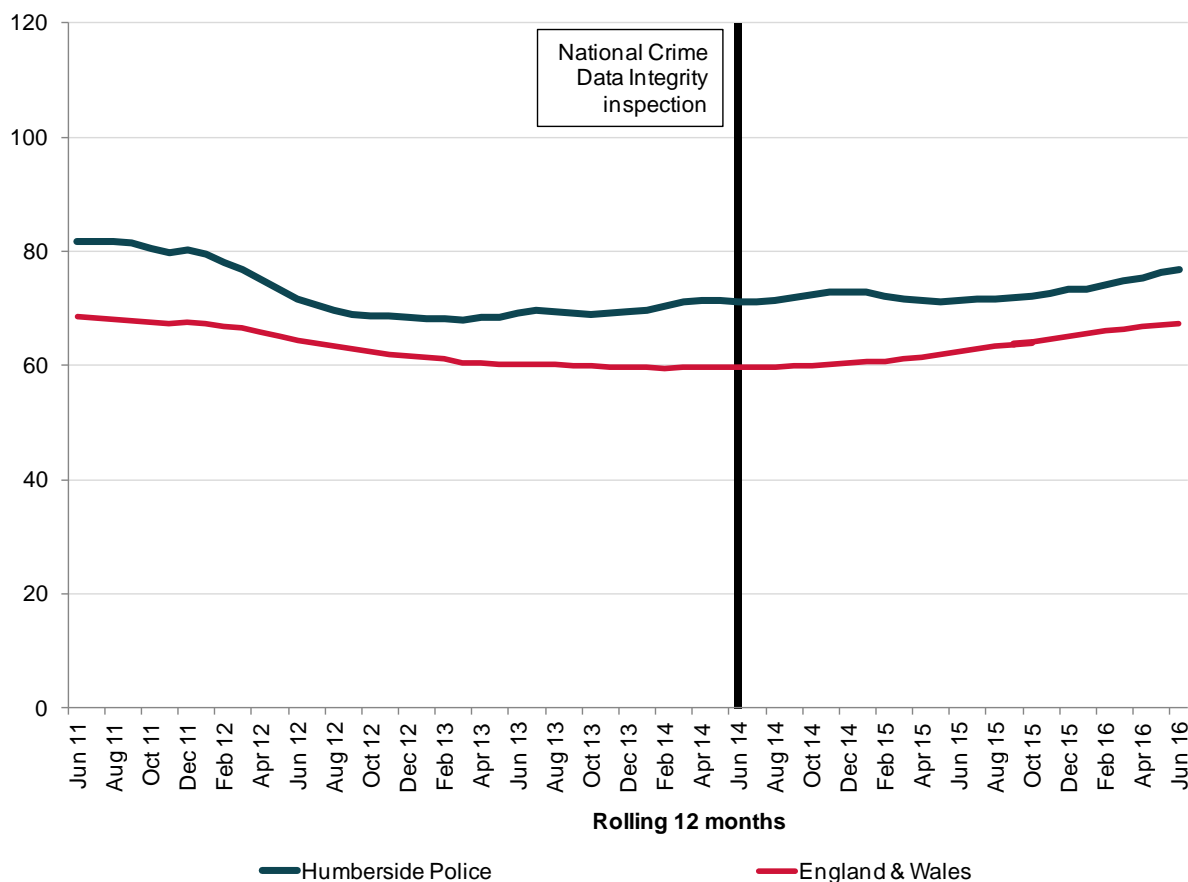
How much crime and anti-social behaviour is there in Humberside?

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 7.3 per cent in Humberside compared with a decrease of 3.4 per cent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 4.4 per cent in Humberside, compared with a decrease of 0.5 per cent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in Humberside, 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 Humberside increased by 7.5 per cent for the year ending 30 June 2016. This is compared with an increase of 7.8 per cent 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 Humberside compared with England and Wales.

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

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

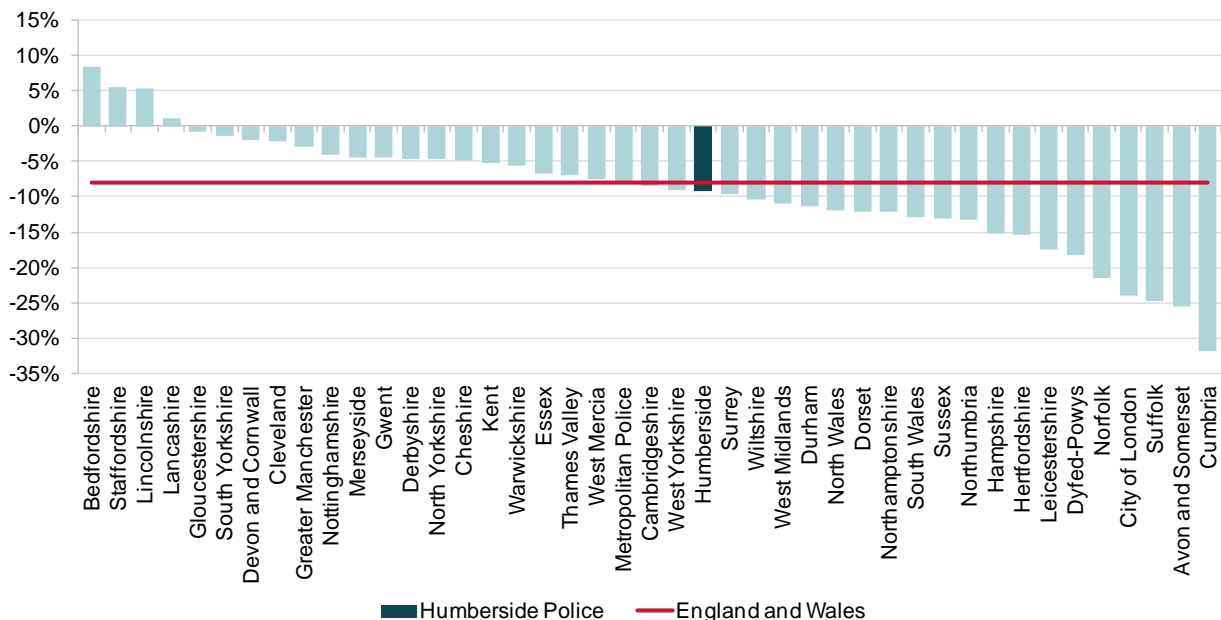
Rates per 1,000 population	Humberside Police	England and Wales
Recorded crime (excluding fraud)	76.7	68.2
Victim-based crime	70.5	60.4
Sexual offences	2.1	1.9
Assault with injury	8.5	7.0
Burglary in a dwelling*	9.4	8.1

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

Source: Home Office data

For further information about these data, please see Annex A

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



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, Humberside Police recorded 19 incidents of anti-social behaviour per 1,000 population. This is 9 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

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

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

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

Does Humberside Police understand the risk posed to its communities?

Humberside Police has a good understanding of threat and the risk of harm within its communities. It examines carefully community demographics, socio-economic factors and migration trends in each locality. It incorporates these findings into the force's strategic intelligence assessment and uses the research as the basis for setting priorities within Humberside. To set priorities, the force uses a nationally recognised risk assessment tool known as MoRiLE.³ This has a scoring index that prioritises the types of crime and other matters that present the greatest risk or potential harm to the communities of Humberside.

Humberside Police has established a firm base of local policing. It has assigned a dedicated community policing team of police community support officers (PCSOs) to the 81 wards in Humberside, supported by 48 constables who act as community beat managers. The team's remit is to respond to locally-identified community priorities.

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

HMIC sometimes finds that sometimes members of local policing teams are taken away from their communities to cover staff shortages in other areas of the force. This can have a detrimental effect on community policing. In Humberside, we found that neighbourhood team staff are deployed away from their principal role periodically but not often. This is an improvement since this area was last examined as part of HMIC's 2015 effectiveness report.

How does Humberside Police engage with the public?

Humberside Police engages effectively with its different communities. This is important not only in promoting the force's values but also in identifying local priorities and addressing the more enduring problems that affect local people.

The force relies on several communication channels to ensure that all voices contribute in the developing of local policing plans. Some communication takes place in traditional face-to-face settings – for example, meetings with local councillors and community leaders and attendance at neighbourhood action team meetings. Others focus on the generation that is more accustomed to digital communication: the force has 48 Twitter and Facebook accounts. In addition, the police and crime commissioner (PCC) has funded a diversity panel with a remit to work with more isolated communities.

The force has also developed collaborative working with a number of charities, such as the Humberside All Nation Alliance (HANA), which helps to extend the force's involvement into diverse communities. HMIC saw this working effectively in a Polish community where the force led a campaign against anti-social behaviour after community engagement revealed high levels of intimidation.

HMIC also found evidence of effective engagement with local communities when enforcement operations begin in certain localities. A good example was in the West Marsh area when a number of high-profile search warrants were issued and arrests took place in response to increased levels of offending in the area. Both before and immediately after the operation, Humberside Police conducted intensive dialogue with community groups and Facebook and Twitter followers to explain the reasons behind its activity. Not only did this lead to important information being passed onto the force about individual criminals, it also attracted widespread acclaim for its determination to tackle crime and anti-social behaviour in local communities.

The public's level of satisfaction with Humberside Police is deteriorating. HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing; this was carried out between July and August 2016. The survey indicated that there has been a decrease in public satisfaction with Humberside Police. Some 404 people were interviewed and 40 per cent were very or fairly satisfied with local policing in their area. This is a 14 per cent decrease on 2015.⁴

⁴ For further details, see annex A.

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?

Problem solving is well established in Humberside. The force uses a number of different methodologies including the academic model known as 'SARA'.⁵ HMIC notes that all members of community policing teams are trained in problem-solving techniques. The force's committed, structured and knowledgeable approach in this area sets a firm basis for joint working with partner organisations.

The SARA methodology brings together data from all available sources to focus on local problems. The force analyses these problems and considers the best means of tackling them. It then prioritises them and draws up operational plans.

We examined two of these plans, which related to the nuisance caused by off-road motorcycling and another community blighted by anti-social behaviour. We found both plans to be well constructed and supported by detailed analysis. They also contained clearly set out intentions and objectives. Workbooks recorded all activity in support of the plans, and officers and other staff updated them regularly.

The community can be confident that a structured and consistent approach is being used to address neighbourhood concerns.

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

The force's use of anti-social behaviour enforcement powers is similar to that of other forces in England and Wales. HMIC inspectors found these powers being used effectively to support problem-solving plans – for example, dispersal powers in a shopping centre in Hull. These powers are available to officers and PCSOs, and they prohibit young people from gathering if there is a concern about crime or anti-social behaviour in any given locality.

In developing problem-solving plans, Humberside Police refers to a nationally recognised methodology to consider which policing tactics to use. This is frequently

⁵ 'SARA' is an acronym for scanning, analysis, response and assessment. The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

called the '4Ps': Pursue, Prevent, Protect and Prepare. These describe the main activities of pursuing and prosecuting or disrupting offenders, preventing people from engaging in crime, increasing public protection against crime, preparing to make communities more resilient to crime, and pursuing offenders.

Using the 4Ps approach encourages officers in charge of individual plans to select a broad range of tactics under each heading. This is useful because it ensures that a balance is struck between enforcing the law, protecting victims, and making communities more resistant to crime and anti-social behaviour.

The force is committed to developing further early intervention with those families who are likely to become engaged in criminality. It has secured the support of all four local authorities to launch early intervention hubs, one in each of the local authority areas. At the time of our inspection, the force planned to launch the hubs early in 2017 and for early intervention staff to work in conjunction with the government's 'Troubled families' programme.⁶ This should help children in families associated with criminal lifestyles to resist the temptation to be drawn into crime.

Humberside Police also makes good use of its internal briefing facilities to direct activity towards crime and anti-social behaviour hotspots. Working as part of 'Operation Diamond', the force notifies officers and PCSOs at the start of their shift of localities that have recently experienced high levels of criminality. It makes them aware of how their contribution can help contain the spread of crime – for example, by high-profile patrols at certain times of day. The force analyses the effectiveness of these tactics on a daily basis, and makes any necessary adjustments.

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

HMIC found some evidence that Humberside Police assesses the effectiveness of the tactics it uses to prevent crime and disorder. A senior officer meets frequently with executives from local authorities to discuss the outcomes of problem-solving initiatives and to consider whether they would be effective elsewhere in Humberside. The force also has a common system for recording problem-solving plans. This means that all PCSOs and officers have access to the detail of operations that have been successful in reducing crime and anti-social behaviour in other parts of Humberside. Humberside Police has also invited other forces to undertake peer reviews of certain areas of activity to improve the service it provides to the public. This has included the protection of vulnerable people and the service provided to the victims of domestic abuse.

⁶ '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'.

Summary of findings



Good

Humberside Police is judged to be good regarding its effectiveness in preventing crime, tackling anti-social behaviour and keeping people safe. Although levels of crime are increasing in the area, this is in line with trends elsewhere in England and Wales. Furthermore, there have been sustained reductions in reported incidents of anti-social behaviour. The force understands well the threat of risk and harm within the communities it serves. It researches thoroughly the individual characteristics and demographics of each ward. Local officers and PCSOs communicate effectively with local people, are available to meet them personally and have significant Twitter and Facebook followings.

The force uses a wide range of high-impact tactics to tackle crime and anti-social behaviour. The best tactics to use are thoroughly considered for each operational plan. The methodology the force uses ensures that it strikes a good balance between enforcing the law, preventing crime, protecting vulnerable individuals, and making communities more resilient to crime and anti-social behaviour.

Best practice is shared throughout the force area and Humberside Police frequently invites other forces to conduct peer reviews so that it can continually improve its service.

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 and the impact on the community, and deter future offending.

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically, these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat⁷ warning' outcomes would be greater. Other offences, such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

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

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

⁷ A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

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

Figure 4: Proportion of outcomes assigned to offences recorded in Humberside Police, in 12 months to 30 June 2016, by outcome type^{8,9}

Outcome number	Outcome type / group	Humberside Police	England and Wales
1	Charged/Summoned	13.8	12.1
4	Taken into consideration	0.6	0.2
	Out-of-court (formal)	2.0	3.2
2	Cautions - youths	0.2	0.4
3	Cautions - adults	1.5	2.3
6	Penalty Notices for Disorder	0.3	0.6
	Out-of-court (informal)	2.8	3.6
7	Cannabis/Khat warning	0.3	0.9
8	Community Resolution	2.5	2.8
*	Prosecution prevented or not in the public interest	0.6	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	10.1	8.3
	Evidential difficulties (victim does not support police action)	20.9	13.8
16	Suspect identified	17.4	10.6
14	Suspect not identified	3.4	3.2
18	Investigation complete – no suspect identified	43.2	47.4
20	Action undertaken by another body / agency	0.2	0.6
21	Further investigation to support formal action not in the public interest	0.6	0.1
	Total offences assigned an outcome	94.8	91.3
	Not yet assigned an outcome	5.2	8.7
	Total	100.00	100.00

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

Source: Home Office crime outcomes data

For further information about these data, please see Annex A

⁸ 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.

⁹ 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Humberside Police's use of 'evidential difficulties (victim does not support police action)' was among the highest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area and how the force 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

Humberside Police receives calls from the public in a single central command and control facility known as the 'hub'. In the hub, the force divides responsibilities between staff who receive calls (call handlers), staff who deploy officers to crime scenes and other incidents (call dispatchers), and a customer service desk (CSD). HMIC is not convinced that callers are consistently receiving the appropriate level of response, which reflects the findings in HMIC's 2015 effectiveness report.

To determine how to respond to people who call the hub, call handlers have been trained in a nationally recognised assessment tool known as THRIVE.¹⁰ The THRIVE assessment used to determine the level of response required includes both the level of harm that a caller is or may be exposed to and the likelihood of apprehending an offender. The response may be an urgent response from officers, a response that will be prioritised when officers are available, or a matter that can be finalised by customer service staff.

However, HMIC is not convinced that THRIVE principles are being applied consistently to ensure that callers are receiving the right level of response. One example of this was the service provided to a domestic abuse victim in need of

¹⁰ 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.

urgent help. The risk she was exposed to was inappropriately graded and, in the time taken to properly attend to her needs, she was subjected to further intimidation.

In common with some other forces, Humberside Police has established a triage system of prioritisation to manage demand in the control room better. The hub's CSD manages cases where a slower time response is deemed appropriate. Typically, this can occur when the realistic prospects of tracing an offender are limited and enquiries at the scene are likely to be unproductive. Sending officers to the scene only in cases of absolute necessity makes much better use of their time. Furthermore, in cases where officers do not attend, the CSD can still ensure that the service provided is professional.

Humberside Police makes considerable use of the CSD and the number of calls that are concluded without needing to send officers to the scene exceeds the rate for England and Wales as a whole. Again, however, HMIC is not convinced that the triage system of prioritisation is operating effectively in the force.

First, HMIC found examples of initial calls being incorrectly assessed at the first point of contact and then held in queues in the CSD. Inspection team members listened to recordings of 999 calls made to the hub. Some of these cases were referred to the CSD and the caller did not receive any response from the police for several days. In some cases, not only should the caller have received an immediate response but the force's own time limits for the case to be managed actively by the CSD had overrun.

Secondly, we found that capacity problems were having a detrimental effect on the effective operation of the hub. We saw records of many calls requiring police attendance that contained entries by supervisors stating that there were no available officers to deploy to incidents. When records were checked both before and during the inspection, there were occasions when they showed that over 300 'open' incidents were being held by call dispatchers or the CSD. Open incidents are ones that cannot be finalised and closed. Typically, this occurs because they have not been allocated to officers or there is a delay in completing the necessary action in relation to them.

We were told that supervision of backlogs in the hub takes place in daily 'pacesetter' meetings. These meetings are chaired by senior officers and their purpose is to consider any areas of risk that the force may be facing. We confirmed that pacesetter meetings do consider these matters. However, a more fundamental review of working practices is needed before the force can be satisfied that it is providing an effective service to the public.

The shortcomings described in this section of our report were also areas for improvement in HMIC's 2015 effectiveness report. Consequently, HMIC is disappointed that more progress has not been made in this area.

How well do response officers investigate?

Humberside Police has recently trained all frontline officers and their supervisors in investigative techniques. Part of this training includes the vital first steps to be taken at the scene of a crime. Priorities 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. Getting the golden hour right is crucial to ensuring that all lines of enquiry can be followed up in the later stages of the investigation. It also provides an opportunity for the force to develop an effective relationship with victims of crime, whose trust and confidence in the police are essential for effective investigations.

HMIC found frontline officers were knowledgeable about golden hour principles but the officers felt that adherence to them was undermined by extensive delays in arriving at crime scenes. They gave examples of urgent calls being held in queues by the force for long periods, so that when officers did finally arrive opportunities to exploit early evidential leads had been lost.

The force has limited access to body-worn video cameras to collect digital images at the scenes of crime. Irrefutable evidence of the extent to which vulnerable victims have been subjected to violence is an efficient means of ensuring that the courts are fully aware of the seriousness of an offence. This evidence can also assist prosecutors to secure convictions if victims are reluctant to testify.

These cameras are available to officers who crew vehicles with a specific remit to respond to domestic abuse cases. Other officers we spoke to expressed frustration that such facilities are not more widely available. One of the problems that forces face in implementing the use of this technology is the obligation to store data for subsequent use in prosecutions. Humberside Police is currently working with Northumbria Police to find a digital storage solution to overcome this.

The force has clear procedures for the allocation of crime for investigation. Investigation is a whole-force activity: specialists in the 'protecting vulnerable people' (PVP) directorate are assigned crimes associated with vulnerable victims. Other teams of detectives investigate more complex crime and local officers are responsible for the more frequently occurring day-to-day crime. In most cases, consideration is given to the accreditation, skills and experience of investigators before a case is allocated to a particular individual. This finding represents an improvement since HMIC last inspected this area in 2015.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces

allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

In general terms, the standard of investigations undertaken by Humberside Police officers is mixed. The more serious offences, which are investigated by specialist teams, are better supervised and the investigations are of an acceptable standard. Investigations into more routine allegations, which are less complex and do not involve special considerations for victims, are inconsistent in quality.

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but have considered it alongside other evidence gathered. Limited progress has been made since HMIC examined a similar sample of crime reports in 2015. More reports included investigation plans than had previously been the case. These plans are important because they guide investigators through a logical sequence of steps to bring the inquiry to a logical conclusion. However, many of those we saw included a standard list of tasks and were not tailored to the particular needs of the investigation.

Standards of supervision of routine investigations are generally poor. For supervision to be effective, it is important that first-line managers know their staff well and have the capacity to probe investigations intrusively, actively and supportively. In the area of local policing, detective sergeants (DSs) are responsible for the allocation and supervision of all crime. The DSs we spoke to were experienced, knowledgeable, and had the right credentials to supervise criminal investigations effectively. However, some of them felt overwhelmed by their workload, which rarely gave them time to direct or review the work of less experienced colleagues. Understandably, their focus is on the more serious or complex cases. In other cases, little attention is paid to whom the crime is allocated or how well it is investigated. Some of the crime reports we reviewed lacked any sign of supervision or oversight.

Support to investigations

By contrast, the level of support provided to specialist investigators is better. In particular, we examined how crime analysis and forensic science add value to investigations. Officers have direct access to crime analysts to help develop their enquiries. Analysts have the capability to research a criminal's known associates,

which helps investigators understand who else may be involved in committing crime. This research is normally displayed pictorially in an association chart. Typically, these charts indicate who might be operating on the periphery of a particular crime. This can include such activity as selling-on stolen property or supplying drugs to street dealers.

Crime analysts also support officers by developing problem profiles of particular crimes. These profiles gather together all information and intelligence that is known about a particular crime or series of crimes. This helps investigators set a direction for investigations – for example, how to secure the best evidence against the principal protagonists, how to safeguard victims and how to prevent further crime occurring.

Forensic services are provided as part of a collaborative programme with other forces in the region. The regional service is led by West Yorkshire Police and subject to strong governance. It also has a firm focus on increasing the number of offenders identified through forensic science. Forensic services are readily available to both specialist and local officers. Furthermore, when offenders are biometrically identified, effective procedures are in place to arrest them as quickly as possible.

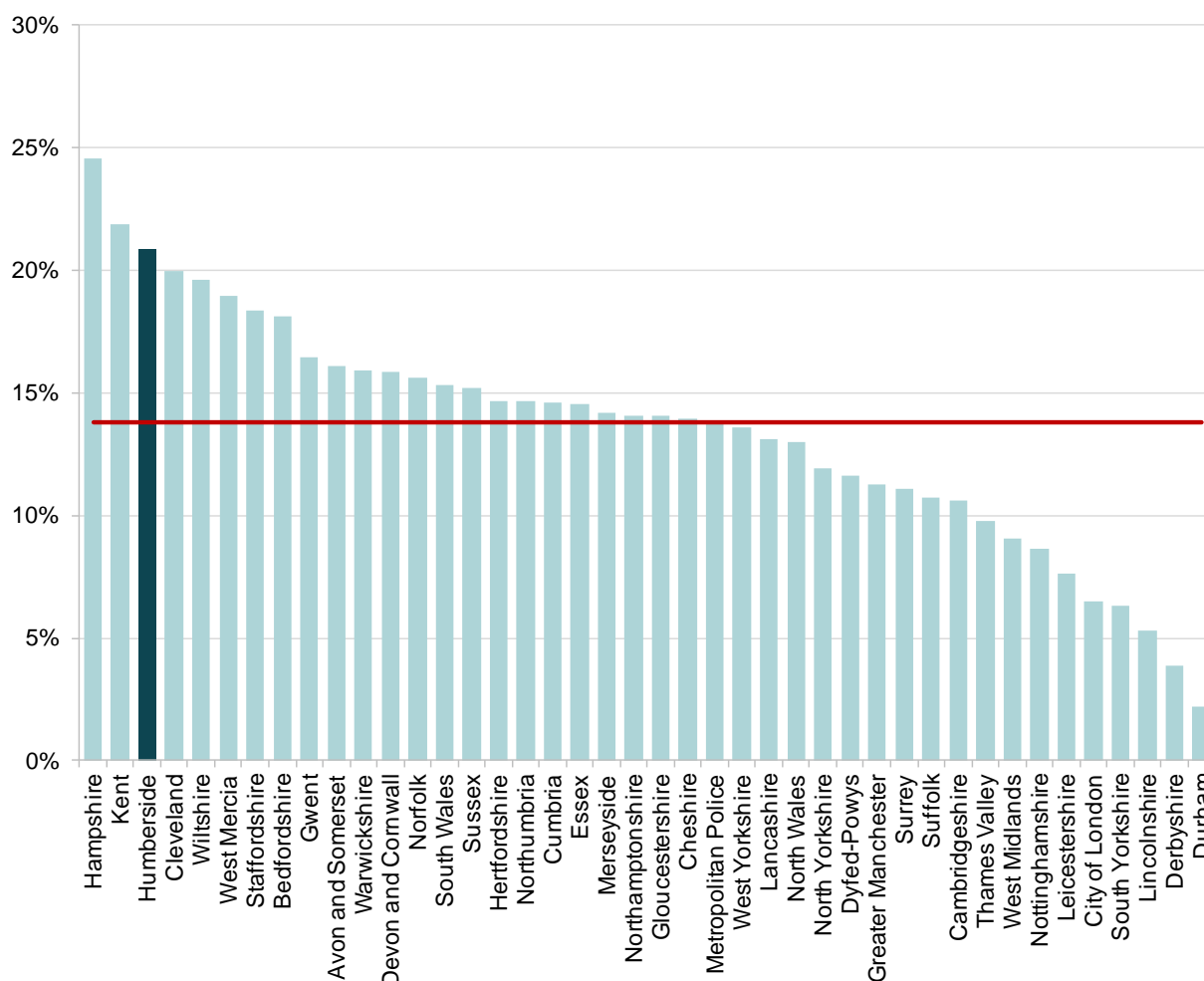
Many investigations are becoming increasingly reliant on securing evidence from computers, mobile phones and tablets. Historically, forces in England and Wales have found forensic examination of these devices to be time-consuming and causing investigations to be unnecessarily protracted. Humberside Police has improved its capacity to examine devices and introduced effective procedures to prioritise examinations. Further investment has been allocated to this area to keep pace with increasing demand.

Supporting victims

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

¹¹ '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^{12, 13}



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, Humberside Police recorded 20.9 per cent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 per cent 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 should take steps to ensure that it understands the reasons for the high proportion of outcomes of this type and is providing the best possible service to victims of crime.

HMIC also examined how the force supported victims during the course of investigations. We found that officers had some understanding of their obligations as

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

¹³ 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.

set out in the Code of Practice for Victims of Crime.¹⁴ The code sets out the service that victims can expect from all organisations, including the police, that have a role in the criminal justice system. One obligation is to keep the victim apprised of the progress of enquiries. Notifications should be made as often as the victim chooses and use their preferred method of contact – for example, phone calls or text messaging. The means of contact should be agreed between victims and investigators as part of a ‘contract’. The contract should also address any other needs victims may have.

We found evidence of officers considering contact with victims because they are required to complete the ‘victim code commitment’. This is a mandatory field that has to be completed on the crime report. However, this was not a consistent feature in all investigations and there was little evidence that addressing the needs of victims went beyond this. The force needs to do more to develop comprehensive contracts with victims. This is particularly so given that the percentage of victims who are satisfied with the service provided has been declining in recent times. It is worrying that for Humberside Police a greater proportion of investigations are not taken forward because the victim did not support police action than in other forces (see Figure 5).

How effectively does the force reduce re-offending?

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

How well does the force pursue suspects and offenders?

HMIC found Humberside Police’s performance to be variable in relation to preventing re-offending. In general terms, where specialist teams exist to manage high-risk offenders, there is a strong focus on preventing such offenders from re-offending or causing further harm. By contrast, this is not always the case in relation to offenders who are deemed to be of lower risk. HMIC has some reservations about the large number of individuals who have been identified as suspects but have yet to be arrested.

The force has procedures in place to track down and arrest offenders who have recently committed crime and present risk to Humberside’s communities. It discusses such individuals in its daily management meetings. These are meetings chaired by senior officers and designed to review all relevant occurrences over the

¹⁴ All police forces have a statutory duty to comply with the Code of Practice for Victims of Crime. The code sets out the service that victims can expect from all organisations, including the police, that have a role in the criminal justice system. The Code of Practice for Victims of Crime, among other things, requires that officers provide regular updates to victim of crime on the progress of investigations: www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime.

previous 24 hours. Officers are routinely assigned to search for and arrest wanted persons, and this activity is prioritised towards the criminals who are likely to commit the most harm.

While this is encouraging, the management of the overall cohort of wanted persons is more problematic. The number of individuals who are identified on the police national computer as being wanted is lower than the rate per 1,000 population for England and Wales as a whole. However, the number of suspects who are identified on the force's crime reporting system but not circulated nationally is notably high. Typically, these individuals are identified as suspects because they have been named by victims as being responsible for a crime, or there are other reasons why they have been implicated.

It is the responsibility of investigators to arrest individuals identified as suspects for offences, with the possible consequence of prosecution. Alternatively, they should be eliminating them from inquiries. It is HMIC's experience that forces that retain large numbers of outstanding suspects have difficulty in prioritising action against them. In Humberside, this is compounded by the fact that data quality concerns relating to these individuals undermine the certainty of their being involved in the offence. Many of these cases are now historical and Humberside Police needs to put procedures in place to manage actively the number of suspects who await arrest. It is only then that the force can be certain that they cannot commit further offences and or cause harm to victims.

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

In relation to the most prolific offenders, the force recognises the importance of a collaborative approach from all organisations involved in criminal justice. The force has long-established integrated offender management (IOM)¹⁵ arrangements with the probation service and other organisations to reduce offending behaviour.

In many of the IOM arrangements that HMIC inspects in forces, the cohort of offenders includes mainly individuals who have committed acquisitive crimes. Acquisitive crimes are offences that involve property being stolen during the course of the offence – for example, burglary, robbery and shoplifting. It is encouraging that in Humberside a more diverse approach is being taken. Representatives of partner organisations we spoke to expressed a willingness to broaden the offender cohort, and HMIC noted a number of serial domestic abuse perpetrators being managed through IOM arrangements in the East Riding area.

The force also uses a flexible system to tag offenders, which HMIC thought was creative. The wearing of a tag is normally part of a mandatory requirement of

¹⁵ 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.

offenders while they are awaiting trial. Most commonly, tags are monitored to prevent individuals leaving their homes at times when they are most likely to offend. However, the force has found that their use on a voluntary basis has a number of other benefits. This is particularly so in relation to offenders who are motivated to turn away from crime. Many find that wearing the tag voluntarily can help them modify their behaviour and resist the temptation to break the law.

The force uses a live tracking tool to monitor re-offending rates, and it is encouraging that fewer offenders relapse into a life of crime than in many forces. Offender managers handle their caseloads well and they are responsible for fewer cases than we see elsewhere. As a result, the offenders are supervised effectively.

Humberside Police has adequate arrangements in place to manage the risk posed by registered sex offenders. The force currently manages in excess of 1,600 offenders and has adopted a nationally recognised risk assessment tool, known as the 'active risk management system' (ARMS)¹⁶, to reappraise their risk grading. At the time of the inspection a number of these reassessments had not been completed, but this backlog was being managed.

Good use of preventative legislation is made to prevent re-offending. This includes the issuing of sexual offences prevention orders (SOPOs) and sexual harm prevention orders (SHPOs).¹⁷ These are prohibition orders that are issued by the courts on application by the police. As part of this process, conditions can be placed on individuals – for example, the restriction of movements or association with people potentially at risk – to prevent predatory sexual behaviour. In addition, investigative work by the force has led to 29 individuals being taken back before the courts for breaching the conditions of their orders.

¹⁶ ARMS: active risk management system for sex offenders. This allows officers to prioritise the work that needs to be done to manage the offender effectively in the community, taking into account what is currently happening in the offender's life.

¹⁷ Sexual Harm Prevention Orders (SHPOs) can be applied to anyone convicted or cautioned for a sexual or violent offence. They can place a range of restrictions on individuals depending on the nature of the case, such as limiting their internet use, preventing them from being alone with a child under 16, or preventing travel abroad. Breach of a SHPO is a criminal offence.

Sexual offences prevention orders (SOPOs) were introduced by the Sexual Offences Act 2003 and are designed to protect the public or any particular members of the public from serious sexual harm from an offender. As of March 2015, SOPOs were re-named sexual harm prevention orders (SHPOs).

Summary of findings



Requires improvement

Overall, the ability of Humberside Police to investigate crime effectively requires improvement. When victims of crime first make contact with the force, it is not certain there is a lack of certainty that their immediate needs will be properly assessed. This means that there are some instances when the service provided lacks urgency, important evidence may be lost and victims are unnecessarily exposed to harm.

When the force allocates allegations of crime for investigation, it generally directs them to officers with the appropriate levels of skills and experience. However, the standards of investigation are variable. Specialist detectives, investigating more complex crime or crime associated with vulnerable victims, are better trained and able to manage investigations to a high standard. By contrast, the standard of investigation of the more routine, higher-volume type of crime is unreliable. This is because inexperienced investigators lack proper guidance and supervision. Some of these findings were highlighted to the force in HMIC's 2015 inspections. It is disappointing that not all of the concerns have been comprehensively addressed to improve the service to victims.

The way in which the force manages offenders to prevent them causing harm in Humberside's communities is more effective. In particular, the force works closely with the most prolific criminals to help them turn away from crime.

Areas for improvement

- 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 suspects in criminal investigations are accurately identified. Thereafter, it needs to establish effective measures to ensure that such suspects are either prosecuted or formally eliminated from enquiries.
- The force should improve its initial investigation of crimes by giving responding officers access to photographic and/or video-recording equipment with which to secure better evidence.
- The force should take immediate steps to understand the reasons why such a high proportion of crimes fall into the outcome category 'Evidential difficulties; victim does not support police action', and rectify this to ensure that it is pursuing justice on behalf of victims. Humberside Police is one of several forces that have been asked to review its use of this outcome category. It is recommended that by 1 May 2017 the force should produce and submit to HMIC an action plan that sets out how it will:
 - undertake a comprehensive analysis of the use of this outcome across the force area to understand fully why the force is an outlier, and produce an accompanying report for scrutiny by HMIC by 1 June 2017;
 - review the extent to which the force's use of this outcome category is appropriate; and
 - take steps to reduce the force's reliance on this outcome category and improve outcomes for victims.

This action plan and subsequent report will be reviewed by HMIC and may prompt additional inspection revisits during 2017 in order to assess the force's progress in adopting a more effective response in pursuing justice on behalf of victims.

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 effectiveness (vulnerability) report in 2015, we judged the force to require improvement in the way it protects victims from harm. In that inspection, HMIC was particularly concerned about the standard of investigations, access by victims to safeguarding support, enquiries relating to missing children, and the capacity to manage the volume of calls received in the force's control centre.

Some of these matters have been addressed, but the service to vulnerable victims is still a cause of concern. The force has invested in its protecting vulnerable people (PVP) directorate, which means that there are more specialist detectives available to investigate high-risk cases. However, this investment is to some extent being undermined because the force's initial response to vulnerable victims is inadequate. Risk factors associated with victims are not always identified and the force does not always respond promptly to citizens who need their help. This means that evidence is sometimes being lost and opportunities to provide immediate support to victims are being overlooked.

The standard of investigation in cases involving vulnerable victims remains an area for improvement. While specialist officers provide a professional service, the same quality cannot be assured elsewhere in the force. More positively, HMIC found that the force works well with other organisations to address the needs of victims.

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*,¹⁸ others use the definition referred to in ACPO guidance¹⁹ and the remainder use their own definition.

Humberside Police uses its own definition of a vulnerable victim, which is:

“Through the THRIVE process, assessing threat, harm and risk including assessing vulnerability, using the characteristics within the ACPO definition:

A vulnerable adult is defined in No Secrets and In Safe Hands as any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation; and Victim Code definition:

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

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

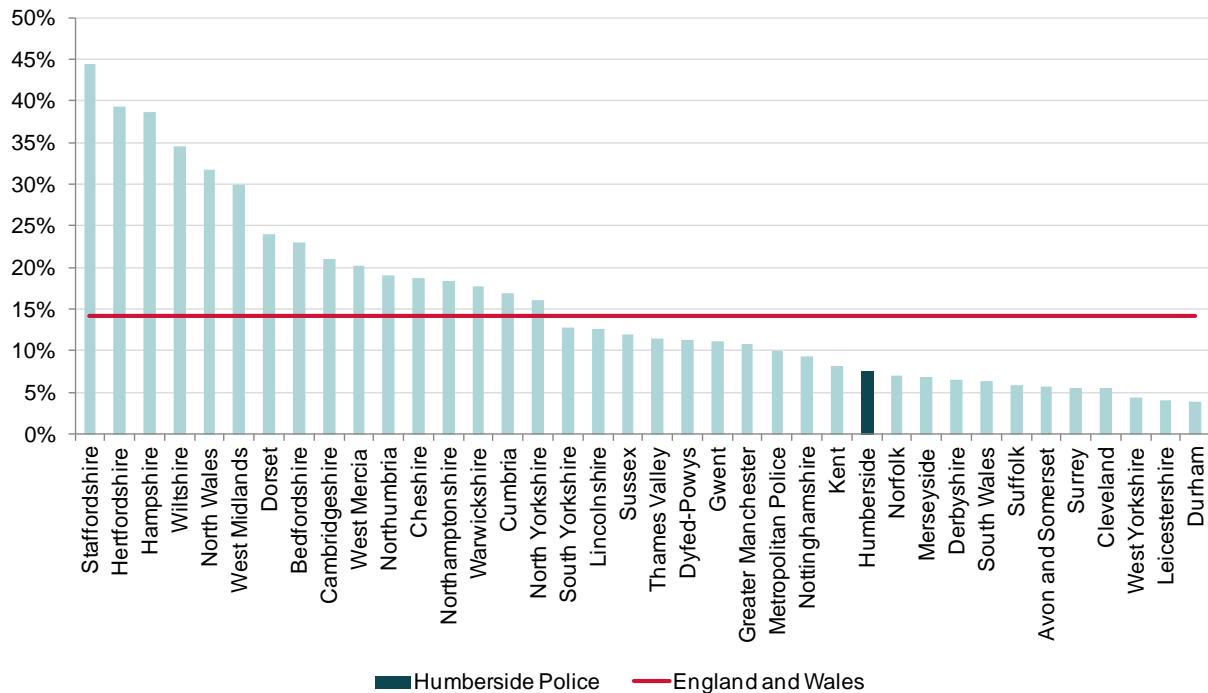
Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably

¹⁸ *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

¹⁹ 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/

between forces, from 3.9 per cent to 44.4 per cent. For the 12 months to 30 June 2016, 7.6 per cent of all recorded crime in Humberside was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 per cent.

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016²⁰



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Humberside Police uses its own definition of vulnerability to help the workforce understand, recognise and prioritise this feature in its day-to-day work. The force has developed profiles of the main areas of vulnerability as part of its strategic assessment. These include domestic abuse, serious sexual offences and child sexual exploitation. However, at the time of the inspection, some of these profiles were out of date and there were no plans to refresh them until 2017. These profiles provide the force with a better insight into vulnerability. However, the force needs to do more to understand the nature and scale of vulnerability in local communities.

Domestic abuse is a strategic priority for the force and we found consistently high levels of awareness of this priority among frontline staff. Humberside Police established an action plan to improve its response to domestic abuse. An important part of this development was a far-reaching peer review that was completed by another police force and has led to some improvements. Frontline staff we met spoke positively of the training module called ‘Domestic abuse matters’ that currently

²⁰ City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

forms part of the professional proactive development days, and certain officers now have a sole remit to respond to incidents of domestic abuse on a daily basis.

HMIC also found that domestic abuse cases were prioritised by senior managers in daily management meetings. Vulnerability is an agenda item in all areas of the force and, at the meetings we attended, it is clear that senior officers intrusively review instances of domestic abuse, missing persons and other matters involving vulnerable people.

As part of the inspection, HMIC examined how well the force identifies repeat victims. This is important because it is not uncommon for individuals who are repeatedly victimised to be subject to increasing and worsening levels of intimidation or violence, and to become psychologically traumatised as a consequence.

HMIC found that, although more needs to be done to apply the principles of THRIVE consistently in the hub, the force makes good use of technology to identify repeat victims. Historical information relating to the caller, the venue from which the call is made and the type of service previously required are automatically identified. This helps to ensure that callers' needs are more readily understood by call handlers, and that the service provided is appropriate to their immediate circumstances.

Although there is more work to be done in this area, there are signs in data held by the force that it is increasing the number of occasions when vulnerability is identified. An increasing proportion of crime is recorded as being associated with a vulnerable victim, and the number of calls received from individuals suffering from mental health problems exceeds the England and Wales rate.

How effectively does the force initially respond to vulnerable victims?

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

Do officers assess risk correctly and keep victims safe?

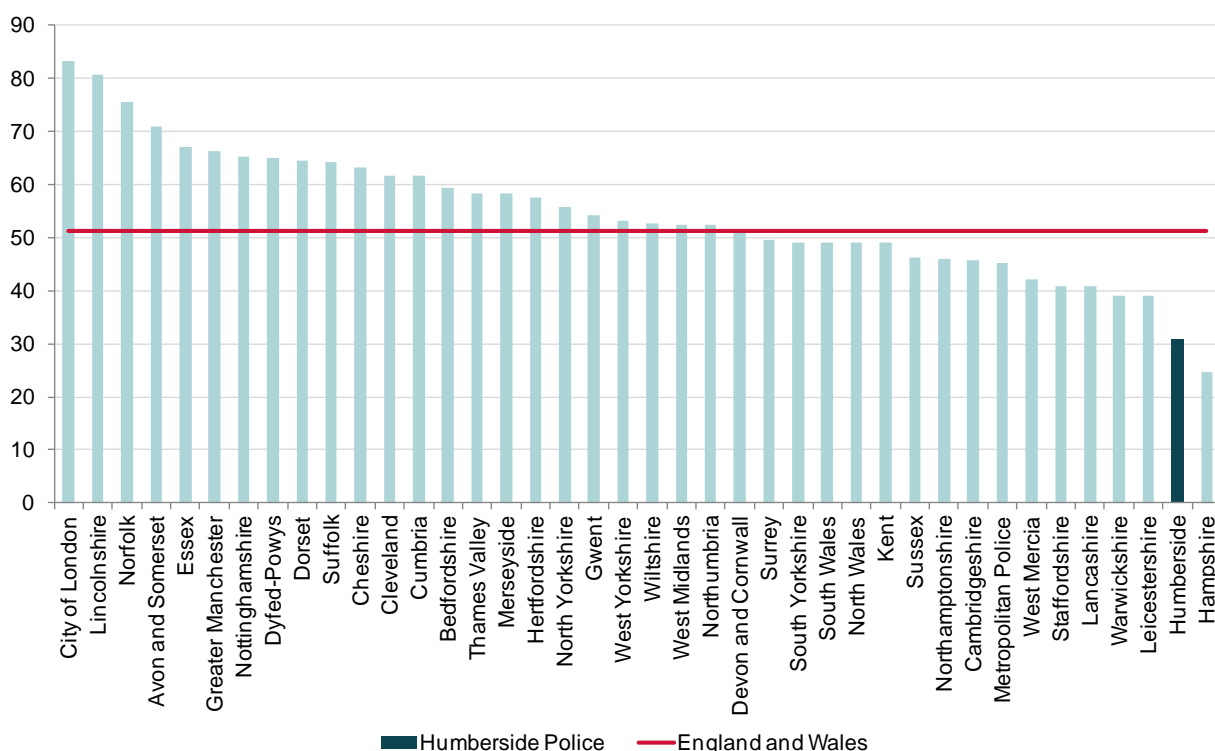
The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data show that in the

12 months to 30 June 2016, police-recorded domestic abuse in Humberside increased by 53 per cent compared with the 12 months to 31 March 2015. This compares with an increase of 23 per cent across England and Wales. In the same period, police-recorded domestic abuse accounted for 10 per cent of all police-recorded crime in Humberside, compared with 11 per cent of all police-recorded crime across England and Wales.

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

In Humberside Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 31 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²¹



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

²¹ Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

Frontline officers we spoke to had a good understanding of vulnerability and the force's definition of it. This is important to ensure that individuals who are vulnerable receive a priority service from the force.

However, the force cannot be certain that its immediate response to vulnerable victims is effective. Steps need to be taken to ensure that the THRIVE principles are understood and embedded as routine practice in the force's hub. The force also needs to be certain that it has sufficient officers available to respond to vulnerable victims. At the time of the inspection, pressures in the hub meant that there were 77 domestic abuse incidents awaiting allocation, 37 of which were over 24 hours old. Some of these incidents had not been prioritised for immediate action even though there were clear features of risk to victims. These incidents were also poorly supervised. Supervisors failed to detect the risks of victims being placed at harm, or to question previous decisions that the response to the victim should be delayed. This is having a negative impact on domestic abuse victims and opportunities to put immediate safeguards in place – for example, arresting perpetrators – are being lost through delay.

In recognising this problem, the force has recently assigned a number of officers to crew domestic abuse response vehicles that have a sole remit to respond to victims. These officers are principally designated to visit victims of cases held in the CSD that are over 24 hours old. However, we found examples of how this new way of working was causing difficulties. At the time of the inspection, there were a number of domestic abuse cases that had been queued by call dispatchers in the hub, sometimes for up to four days. These should have been passed onto the CSD to assign a domestic abuse response vehicle to the victim more promptly.

When these delays were brought to the attention of the force, it implemented immediate changes to risk management within the hub and invited HMIC back to evaluate progress. In the intervening period, the force had arranged for the retraining of hub staff. Specialist intelligence officers are now assisting with risk assessments and a senior officer has been allocated the responsibility of overseeing demands for service. These measures are transitional. It is envisaged that better training and enhanced awareness among hub staff will lead to sustainable improvements in the longer term.

The response from the force has been encouraging but constant oversight by chief officers will be necessary to ensure improvements in this critical area. This is particularly so because the force's performance in relation to domestic abuse is not as good as in other forces in England and Wales. In particular, perpetrators are less likely to be arrested at the scene of domestic abuse incidents.

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's standards of investigation for crime associated with vulnerable victims are inconsistent. The specialist investigating teams in the Protecting Vulnerable People (PVP) directorate set a good standard. They include child abuse, rape and sexual offence investigation teams. The force has recently made investments to boost the capacity of these teams. The teams also provide extensive out-of-hours coverage, which brings assurance that victims are given a professional service irrespective of when offences are committed.

A specialist investigation team also exists for domestic abuse cases, mandated to investigate the highest-risk cases. The expertise and professionalism of the service provided by this team contrasts with that provided in lower-risk domestic abuse investigations. In common with general standards of investigation, these are prone to delays, poor supervision and an indifferent service to victims.

Despite these difficulties, the force is making good use of the powers provided by legislation to prevent further violence and to assist victims when they are reluctant to support prosecutions. This most frequently occurs when, because they feel intimidated or are concerned about having to relive their experience, victims cannot bring themselves to testify in court. As part of the domestic abuse action plan, the force is making an increased use of DVPNs²² and DVPOs.²³ These orders prohibit

²² A DVPN is the initial notice 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. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

²³ DVPOs are designed to provide protection to victims by enabling the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a

an offender from contacting a victim or returning to the victim's home. Should any perpetrators fail to comply with one of these orders, the force acts promptly to arrest and prosecute them.

The force has also led a successful campaign to make greater use of Clare's Law.²⁴ Clare's Law is additional preventative legislation that allows disclosure of a perpetrator's violent past to partners to make them more aware of the level of violence they may face. The campaign has brought renewed emphasis to this important piece of legislation and Humberside Police makes more disclosures of a partner's violent history than most other forces.

In this inspection, HMIC included an examination of its service to victims of stalking or harassment. The force has recently published policy guidance for investigating this type of crime. This is an important step in ensuring the smooth implementation of newly published national standards. The force goes some way already to complying with these standards. It has appointed a senior officer as the strategic lead and the likelihood of victims being exposed to further harm is risk assessed.

The force uses a range of risk assessment tools to identify the level of harm to which victims are exposed. These have been developed for different areas of vulnerability – for example, missing persons and child sexual exploitation. Domestic abuse victims are assessed using a nationally recognised 'domestic abuse, stalking, harassment and honour-based violence' matrix, often referred to as 'DASH'.²⁵ These risk assessments are notified to the partner organisations that the force works with, and they form the basis of the measures put in place to safeguard victims.

The main platform for safeguarding support in Humberside is the four multi-agency safeguarding hubs (MASH).²⁶ The MASHs bring members of Humberside Police

DVPO can prevent the perpetrator from returning to a residence and from having contact with victims for up to 28 days, allowing victims time to consider their options and get the support they need.

²⁴ A disclosure under the Domestic Abuse Disclosure Scheme which allows sharing of specific information with partners or a third person for the purpose of protecting them from domestic abuse. 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.

²⁵ DASH (domestic abuse, stalking and harassment) 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.

²⁶ A multi-agency safeguarding hub (MASH) brings together into a single location the main 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 ensures that the most appropriate response is provided to effectively safeguard and protect the individual.

together with other experts in victim care. Together they ensure that all victims have access to the full range of support facilities at their disposal. The MASH structures are effective, and representatives of partner organisations we spoke to were complimentary about the involvement of the police in ensuring that safeguarding support is available for victims.

The pathways for safeguarding support for domestic abuse victims are provided by domestic abuse units (DAUs). These units include representatives from a number of organisations in addition to the police, including children's social care, housing providers and other specialist domestic abuse advisers known as 'IDVAs'.²⁷ In addition to developing safety plans for domestic abuse victims, they also have a remit to review the risk grading recorded on the DASH assessment by the officer who first spoke to a victim. This is good practice because the combined expertise of these practitioners and their access to additional data is likely to lead to a more accurate risk assessment. However, at the time of the inspection, there was a backlog of over 500 cases of lower-risk victims which had not been reassessed. This could mean that they are not benefiting from the support from the DAUs as quickly as they should be.

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.²⁸

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

²⁷ IDVAs – independent domestic abuse advisers are advocates who work separately from the police to address the safety of victims (and their children) who are at high risk of harm from intimate partners, former partners and family members.

²⁸ Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-abuse-related offences in Humberside Police²⁹

Outcome type / group	Humberside Police	England and Wales
Charged / Summoned	17.8	23.2
Caution – adults	3.3	5.6
Caution – youths	0.0	0.3
Community resolution	1.0	1.4
Evidential difficulties prevent further action; victim supports police action	10.3	24.1
Evidential difficulties prevent further action; victim does not support police action	42.5	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, Humberside Police's use of 'caution – youths' and 'evidential difficulties prevent further action; victim supports police action' was among the lowest in identified domestic-abuse cases in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area and how it deals with offenders for different crimes.

In summary, the service the force provides to victims of domestic abuse is being undermined by a poor service when incidents are first reported. Calls for service from domestic abuse victims are not being prioritised properly. This is either because the extent of their vulnerability is not being accurately identified by call handlers or because, at times of peak demand, the force finds it difficult to find available officers to attend to them. Therefore, in some cases, early opportunities to safeguard victims as well as to secure important evidence are being lost.

This contrasts with the service victims receive at later stages of an investigation. The force generally works well with partner organisations to support victims. The cases of high-risk victims are investigated thoroughly by specialist criminal investigation department officers in DAUs, and effective measures to protect victims are fully considered at multi-agency conferences known as 'MARACs'.³⁰ MARAC forums draw together social services, housing authorities, drugs and alcohol treatment

²⁹ 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.

³⁰ A MARAC (multi agency risk assessment conference) is a forum where information about domestic abuse victims who are at risk of serious harm is shared with local partner agencies to ensure that comprehensive safeguarding measures are put in place.

providers, the National Health Service and education to consider how best to support vulnerable victims.

The problem for the force is how to ensure that investigations of domestic-abuse cases involving standard- or medium-risk victims are of the same standard. These cases are investigated by officers with more generalist skills and the same levels of professionalism are not guaranteed.

The force must also develop its understanding of why the proportion of domestic abuse perpetrators prosecuted in Humberside is lower than elsewhere in England and Wales. It is clear that the reluctance of victims to support police action is a contributory factor. Exactly why this is more of a factor in Humberside than elsewhere needs further exploration.

HMIC's 2016 legitimacy inspection examined how forces manage the risk of individuals being subjected to predatory acts of 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 established that the needs of the victims are handled effectively and on a case-by-case basis.

Summary of findings



Inadequate

Humberside Police is inadequate in how it is protecting those who are vulnerable from harm, and supporting victims. HMIC found that it routinely fails to identify vulnerable people when they contact the force, and that the level of service given to them is inadequate. The force's procedures to assess the risk to victims are weak and they are not subject to effective supervision. Therefore, evidence is sometimes lost and opportunities to protect victims from further harm are missed.

The force commissioned a peer review of domestic abuse that has led to a number of changes. These have seen improvements in how often preventative legislation is being used to protect victims and prohibit perpetrators from being intimidating or causing further harm.

However, inconsistencies HMIC identified in 2015 in the quality of investigations, and in the capacity of the force to respond promptly to people who need their help, have not been adequately addressed. This is a cause of concern.

More positively, the force works well with partner organisations to safeguard victims during the course of investigations. At a number of venues, officers and staff work alongside other service providers. This means that a broad range of expertise and facilities are brought together to give practical support to victims.

Cause of concern

The force's ability to assess vulnerability when victims first make contact, and the timeliness of the response they receive, are causes of concern. First, there needs to be an assured method of identifying the threat and risks faced by callers. Then, Humberside Police needs to be certain that there are officers available to respond to their needs. These topics were included in HMIC's observations about the force in 2015 and they now need to be addressed urgently.

Recommendations

- The force should improve its initial assessment and response to vulnerable people by ensuring that control room staff apply the THRIVE principles effectively.
- In order to keep victims safe, the force's response to incidents must be determined by the initial assessment of risk rather than the availability of response officers.
- Any decision to delay a response to domestic abuse must be fully justified and subject to objective supervision.
- Steps need to be taken to ensure that investigations of domestic abuse allegations are in line with the force's published standards, irrespective of the risk categorisation of the victim.

Areas for improvement

- The force should work with partner organisations to improve its understanding of the nature and scale of vulnerability within its local area.

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

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

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

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

Humbleside Police demonstrates a sound understanding of established threats as well as those from some emerging types of serious and organised crime. These threats form part of the force's strategic intelligence assessment and they are prioritised using the MoRiLE risk matrix. The force has serious and organised crime local profiles for the city of Hull and all other areas of the force but they require further development. The profiles focus on crime and intelligence records but they lack data from partner organisations and other third parties that work with the force. The force is working to address this. In particular, the force is seeking to enhance its strategic understanding of child sexual exploitation and offences committed by foreign national offenders.

At an operational level, the force shares intelligence well with other law-enforcement agencies and partner organisations. HMIC particularly noted this happening at meetings convened to map organised crime groups (OCGs) and to assign operational resources to confront their criminality.

In order to identify active OCGs and to assess the harm that they present to communities, the force uses a national assessment tool to ensure that they are accurately mapped and risk-scored. To ensure a consistency of approach, the force scores OCGs in conjunction with the Yorkshire and Humber ROCU. The ROCU works with other forces in the region and provides oversight of OCG scoring. This is

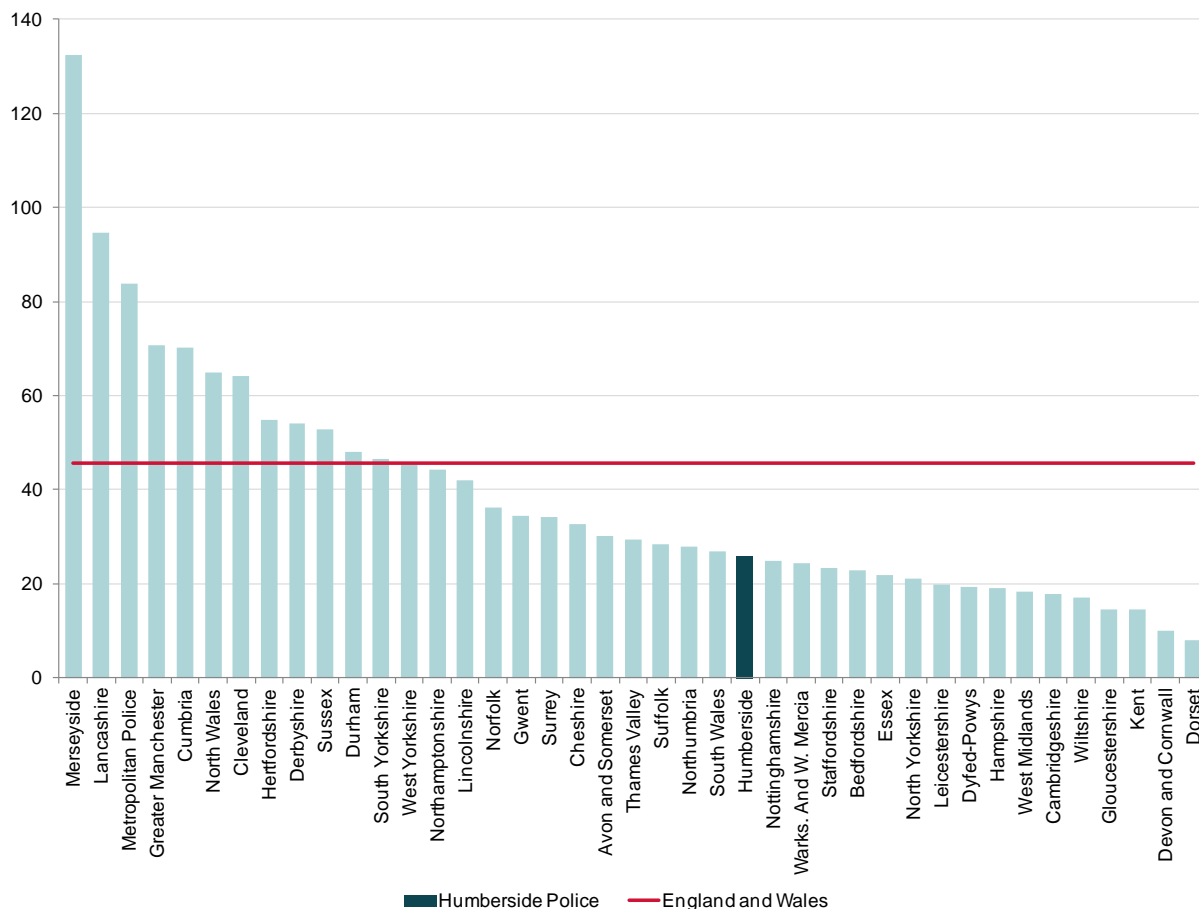
a positive development but falls short of HMIC recommendations that ROCUs should take primacy for this responsibility in England and Wales.

On a four-weekly cycle, the force reviews OCG risk scoring to assess whether the OCGs need more active management or whether they can be downgraded. Humberside Police also works closely with other forces in the region to tackle OCGs when criminality transcends county boundaries. HMIC reviewed a number of investigations of OCG activity in Humberside. They were of a high standard and representative of the firm commitment of the force to protect its communities from organised crime.

Local officers are able to spot the signs of organised crime in their communities. Officers and PCSOs we spoke to are kept up to date regarding active criminals through briefing materials and other bulletins. They also routinely contribute to the management of OCGs by passing on information and intelligence that can be used by the force to deepen its understanding of their activities.

As at 1 July 2016, Humberside Police was actively disrupting, investigating or monitoring 26 organised crime groups (OCGs) per million of the population. This compares to 46 OCGs per million of the population across England and Wales.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016³¹



Source: HMIC data return

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.

Humberside Police objectively prioritises its activity to tackle serious and organised crime. To help with this, the force has brought together senior representatives from the four local authorities in Humberside, the fire and rescue service and the Government Agency Intelligence Network (GAIN). The GAIN network facilitates the sharing of information for the purpose of law enforcement. Participating

³¹ City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

organisations include HM Revenue and Customs, the Department for Work and Pensions and Action Fraud (the UK's national fraud and cyber-crime reporting centre).

HMIC found good evidence of accountability and responsibility in how OCGs are managed. All OCGs are assigned to designated lead responsible officers (LROs). The LROs are held responsible for the creation and management of plans to tackle OCGs, and to provide updates on activities— for which they are responsible— undertaken to disrupt and dismantle OCGs. HMIC found them all to have been trained in these responsibilities and effective in limiting organised crime in Humberside's communities. OCGs are managed through action plans that conform to national best practice and are aligned to the 4Ps. All LROs have been given a toolkit that provides them with a range of operational tactics that support the 4P plans. They also have access to specialist tactical advisers for additional expertise.

Should the force need to increase activity against a particular OCG, it has access to the specialist capabilities of the ROCU through a process of planning and co-ordination meetings that identify greatest need against threat and risk and allocate specialist resources. Recognising the pressure on demand for these resources, the force maintains its own serious and organised crime team to ensure that the proactive targeting of OCGs is a priority part of everyday practice. A senior detective reviews the progress of LROs and their assigned OCGs on a monthly basis. This provides frequent oversight of developments and ensures that the resources available to the force are aligned to the OCGs that are presenting the greatest threat.

The force also makes good use of local officers in the enforcement effort. This can involve targeting a criminal's use of the road networks in vehicles for which they are not properly insured, or working with housing providers to evict tenants and families who are involved in organised crime.

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.

Humberside Police has an established track record of involvement with youth programmes that help young people develop positive lifestyles and turn away from gangs and crime. The force's strong leadership in this area means that a range of

sustainable and effective programmes are operating in Humberside. These include: the 'Lifestyle project', which connects children to community projects; the 'Rock challenge', which dispels positive messages about substance misuse through performing arts; 'Not in our community', which is a social media programme in schools and youth clubs raising awareness about child sexual exploitation; and the 'Night challenge', which sees youngsters taking part in a night hike with volunteer role models from the emergency services.

To build on this, the force is currently working with local authorities in the area to develop a number of early intervention hubs. The hubs will link with the government's 'Troubled families' programme supporting children in households that are associated with criminal lifestyles. This will bring additional opportunities to focus on preventing organised crime in those areas where it is most needed.

HMIC examined whether the force made use of preventative legislation to curb offending behaviour. In some forces we visit, serious crime prevention orders are used effectively to place restrictions on convicted criminals. These orders can impose conditions on an individual's financial, property or business dealings, and prohibit their contact with criminal associates. Humberside Police is keen to make use of these orders but there have been occasions where Crown prosecutors have not supported the force in obtaining them. The force is currently addressing this.

HMIC is also satisfied that the force has the necessary arrangements in place to publish positive outcomes of OCG investigations.

Summary of findings



Good

Humberside Police is assessed as good at tackling serious and organised crime. It has maintained this level of performance since HMIC's 2015 effectiveness report. The force generally has a good understanding of organised crime. This could be developed still further if the force had access to data held by third party organisations to improve its knowledge.

The force has good procedures in place to scrutinise the activity against organised crime groups (OCGs). Each group is effectively managed by a nominated officer. These officers are well trained, knowledgeable, and have access to appropriate resources and tactics to help prevent, disrupt or detect criminality. Its organised crime team works well with local officers who also play an important role in containing criminality.

Humberside Police has a proud track record of youth involvement, much of which is directed at steering youngsters away from gang violence and substance misuse. The establishment of joint agency hubs will soon supplement established programmes in

Humberside. As part of the national 'Troubled families' programme, these hubs will bring resources together from several organisations to work with households with long-running associations with organised crime.

Area for improvement

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

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)³² 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.

Humberside Police has effective arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has completed a strategic assessment of the six threats specified in the SPR, and its preparation to respond to them is led by a chief officer on behalf of the four forces in the Yorkshire and Humber region. This assessment has recently been completed and includes a review of the force's capability and capacity to address them. The chief officer has a mandate to drive through improvements in all four forces and chairs an SPR action plan group to provide a continued focus on these threats in the region.

HMIC also found that the force is committed to testing its ability to respond to the SPR threats. A good example we examined was 'Operation Sandpiper', which drew together the emergency services and partner organisations to examine their joint response to an emerging firearms threat. This exercise took place to examine the adequacy of the Humber local resilience forum emergency procedures manual. Resilience forums are statutory bodies with responsibility for developing joint crisis

³² 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

management protocols and disaster recover procedures. Also, to ensure that it can meet its national responsibilities, the force often participates in mobilisation exercises with other forces in the region. These exercises test the ability of the force to assemble large number of officers to deploy to any given emergency.

The force has also had experience of a cyber attack. Its contingency plans were effective and helped contain the consequences of the attack and prevent it from disabling its entire information and communications technology infrastructure. During the crisis, the force communicated effectively with other forces in England and Wales to enable them to be more vigilant. The force's response to the attack was subject to a thorough debrief and the lessons learned were circulated to other forces to strengthen their contingency plans for this type of criminal attack.

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

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

Humberside Police has similar arrangements in place for armed policing as it does for The Strategic Policing Requirement. The management, command, deployment and training of armed officers are the responsibilities of a chief officer who is the designated lead for the four forces in the Yorkshire and Humber region.

The force has a sound appreciation of the danger and risk to the public that armed criminals and terrorists could present in the region. This extends to the tactical capabilities and weaponry that would be needed to respond to these threats. Humberside Police has achieved this by researching the capability and intent of individuals who present a threat requiring an armed response. This research takes account of what is known locally, regionally and nationally, and includes an assessment of the potential for a marauding terrorist attack of the type seen in Paris in October 2015. This research has recently been consolidated into a nationally recognised assessment framework known as the 'armed policing strategic risk assessment' (APSTRA). It is refreshed annually.

A specific intention of the national APSTRA framework is to identify gaps in a force's tactical capability, velocity of weapons, training and command arrangements. In Humberside, these matters are addressed by the chief officer lead. In addition, the region is part of the national armed policing uplift programme to boost police firearms capabilities throughout England and Wales. As part of the programme, forces in the region are midway through a cycle to increase their numbers of armed officers as well as the availability of firearms instructors in the training facility that they share. Additional personnel are scheduled to be in place by the end of the 2016/17 financial year.

Summary of findings

Ungraded

Humberside Police is in an advanced state of preparedness to fulfil its expected contribution to the national threats set out in the *Strategic Policing Requirement*.

The force has reached this position through the part it plays in the Humber and Yorkshire regional collaboration with three other forces. The four forces in the region have appointed a chief officer as the strategic lead to co-ordinate the development of the region's ability to counter the national threats.

The region's resilience forum draws together police forces, fire and ambulance services, and local councils as well as other organisations, to test the joint agency response to crisis management. The forum has developed the region's emergency procedures manual and the joint protocols within it are tested in an annual cycle of exercises.

In conjunction with other forces in the region, Humberside Police is boosting its numbers of armed officers as part of the national armed policing uplift programme. The force expects to increase its resources in this area within the scheduled timescale.

Next steps

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

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

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

Annex A – About the data

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

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

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

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

Methodology

Data in the report

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

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

Population

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

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

Survey of police staff

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

Ipsos MORI survey of public attitudes towards policing

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

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

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

Review of crime files

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

Force in numbers

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

Calls for assistance (including those for domestic abuse)

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

Recorded crime and crime outcomes

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

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

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

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

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

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

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

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

Anti-social behaviour

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

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

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

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

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

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

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

Domestic abuse

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

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

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

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

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

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

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

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

Victim satisfaction

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

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

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

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

Figures throughout the report

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Anti-social behaviour' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

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

Please see 'Domestic abuse' above.

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

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

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

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

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

Please see 'Domestic Abuse' above.

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

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

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

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

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

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

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

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

Please see 'Organised Crime Groups' above.