



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police effectiveness 2016

An inspection of Norfolk Constabulary



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## Introduction

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

### What is police effectiveness and why is it important?

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

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

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

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

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

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

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

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

## Force in numbers



### Calls for assistance

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

Norfolk Constabulary

**211**

England and Wales

**240**



### Crime (excluding fraud)

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

Norfolk Constabulary

**54**

England and Wales

**68**

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

Norfolk Constabulary

**+3.5%**

England and Wales

**+7.8%**

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

Norfolk Constabulary

**+9.2%**

England and Wales

**-3.4%**



### Crime outcomes\*

Charged/summonsed

Norfolk Constabulary

**20.1%**

England and Wales

**12.1%**

Evidential difficulties: suspect  
identified but victim does not  
support action

Norfolk Constabulary

**12.5%**

England and Wales

**10.6%**

Investigation completed but  
no suspect identified

Norfolk Constabulary

**38.0%**

England and Wales

**47.4%**

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



## Anti-social behaviour

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

Norfolk Constabulary

England and Wales

**24**

**31**

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

Norfolk Constabulary

England and Wales

**30**

**34**



## Domestic abuse

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

Norfolk Constabulary

England and Wales

**20**

**16**

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

Norfolk Constabulary

England and Wales

**10.5%**

**11.1%**

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

Norfolk Constabulary

England and Wales

**11.4%**

**10.0%**



## Organised crime groups

Organised crime groups per million population as at 1 July 2016

Norfolk Constabulary

England and Wales

**36**

**46**



## Victim satisfaction rate

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

Norfolk Constabulary

England and Wales

**88.1%**

**83.3%**

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

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

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



**Good**

Norfolk Constabulary is good at keeping people safe and reducing crime. Investigations are conducted to a high standard, and vulnerable victims receive a good service. The force is good at tackling serious and organised crime, and its approach to preventing crime and anti-social behaviour is outstanding. Our overall judgment is the same as last year, when we judged the force to be good in respect of effectiveness.

## Overall summary

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



**Outstanding**

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



**Good**

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



**Good**

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



**Good**

How effective are the force's specialist capabilities?

**Ungraded**

Norfolk Constabulary is outstanding at preventing crime, tackling anti-social behaviour and keeping people safe. It has a good understanding of the threats to and risks of harm in the communities it serves, helped by its close working with partners, and it has achieved large reductions in the rate of anti-social behaviour in the county. Every neighbourhood is assigned a team of police officers and PCSOs, who are at the core of community work and whose primary role is to prevent crime and engage with communities. The force works closely with other partner

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

organisations, such as local councils, in developing a range of effective ways to stop anti-social behaviour from escalating. It is clear that the force's commitment to working with others improves the quality of policing services in its communities, an example being the introduction of the early help hubs that bring a range of public services together to provide help to families as soon as the need emerges.

Crime investigations are conducted to a high standard, and officers ensure evidence is collected and preserved effectively. However, the force needs to take action to reduce the backlog of crimes awaiting closure. Processes to track and arrest outstanding suspects and people who are wanted are very good. The force identifies and monitors those who pose the greatest risk to the community very well and it prepares thoroughly to manage the behaviour of dangerous offenders and sex offenders. The force has an impressive high-tech crime unit with Suffolk Constabulary and has invested in new technology and training to ensure that evidence can be secured from smartphones and other devices to support prosecutions.

The force is good at protecting those who are vulnerable from harm and supporting victims. It is effective at identifying risk and deploying resources appropriately to incidents that involve people who are vulnerable, and it works closely with partner organisations to protect those who are vulnerable or have particular needs. The force has one of the highest domestic abuse arrest rates and it prosecutes more domestic abuse offences than any other force in England and Wales, which means that victims are more likely to receive an outcome that better fits the severity of the crime committed against them.

Norfolk and Suffolk constabularies work closely together to provide an effective joint response to serious and organised crime. The force works well with partner organisations to identify and disrupt organised crime groups and actively manages criminals by imposing conditions on their financial, property and business dealings. It works with communities to help prevent young people from being drawn into gangs or organised criminality using programmes such as the Prince's Trust and its own cadet scheme to work with young people who are likely to be disaffected.

Norfolk Constabulary is well prepared to meet the threats outlined within the *Strategic Policing Requirement* (SPR)<sup>3</sup> and regularly tests its plans to ensure they are effective. The force is in a state of readiness to respond to an attack requiring an armed response, and reviewed this following the attacks in Paris in October 2015.

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<sup>3</sup> The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partner organisations, national agencies or national arrangements, to ensure such threats are tackled effectively.

## **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.

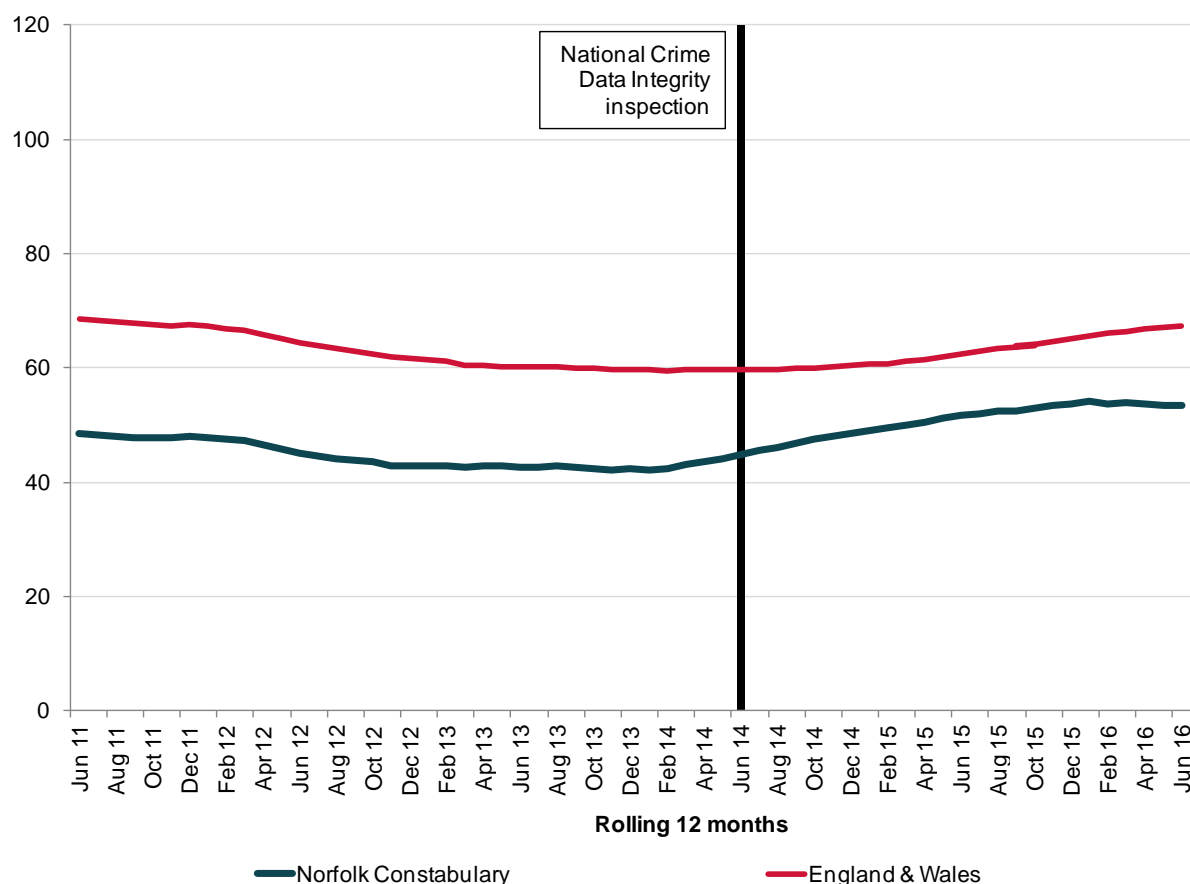
## **How much crime and anti-social behaviour is there in Norfolk?**

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

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has increased by 9.2 percent in Norfolk compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 5.4 percent in Norfolk, compared with a decrease of 0.5 percent for England and Wales as a whole.

**Figure 1: Police-recorded crime rates (per 1,000 population) in Norfolk, 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 Norfolk increased by 3.5 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

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

Rates per 1,000 population	Norfolk Constabulary	England and Wales
Recorded crime (excluding fraud)	53.6	68.2
Victim-based crime	46.2	60.4
Sexual offences	2.0	1.9
Assault with injury	5.7	7.0
Burglary in a dwelling*	3.8	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, Norfolk Constabulary recorded 24 incidents of anti-social behaviour per 1,000 population. This is 22 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 Norfolk Constabulary understand the risk posed to its communities?**

Norfolk Constabulary has an established local policing model. HMIC sometimes finds that officers and PCSOs are taken away (abstracted) from their communities to cover staff shortages in other areas of a force; this can have a detrimental effect on community policing. The policy in Norfolk is that every neighbourhood is assigned a team of officers and PCSOs, whose primary role is to prevent crime and engage with communities. Local people can find the names, photographs and contact details of officers and PCSOs on the force's website.

The public of Norfolk can be confident that officers in these teams are predominantly focused on this vital activity. The force monitors the activity of its workforce actively; this brings assurance that the daily routine of police officers and PCSOs is channelled towards their primary roles. HMIC is satisfied that PCSO duties are in line with national guidance; although there are occasions when they are asked to protect crime scenes for forensic examination or assist with crime enquires, this is not a common occurrence. There is no evidence that PCSOs are deployed to other parts of the county or asked to complete tasks that are beyond the level of their training.

Norfolk Constabulary has a good understanding of the threats to and risks of harm in the communities it serves. It has a good track record of researching the scale and extent of criminality. Historically, this has focused on traditional types of crime such as robbery and burglary; this expertise is now increasingly focused on new and emerging threats, such as child sexual exploitation and cyber-crime.

The force's understanding of crime and anti-social behaviour in communities has been enhanced by close joint working with other organisations. An analyst working

on behalf of community safety partnerships<sup>4</sup> in the county has a specific remit to collate information and data from all organisations to develop a comprehensive picture of levels of criminality and offending patterns. This is an important addition to the force's own analysis of crime and anti-social behaviour; this conforms to a nationally recognised methodology known as the national intelligence model.<sup>5</sup>

Since HMIC's 2015 effectiveness report, the increased sophistication with which the force assesses how communities and individuals can be affected by crime has led to a better prioritisation of the service provided to them. Norfolk Constabulary now makes use of a risk-assessment matrix, known as the management of risks in law enforcement or MoRiLE,<sup>6</sup> to ensure that activity to prevent crime or pursue offenders is directed to where it is most needed.

The force collects data from a wide range of sources to facilitate a more rounded appreciation of any tensions that exist in communities; this is particularly so in the aftermath of any high-profile incidents or in planning for events in the county. This means that the service that Norfolk Constabulary provides is sensitive, flexible and adaptable to any given circumstance.

HMIC did detect that, among the many improvements the force has made to understand the scale and extent of criminality in the county, there are some neighbourhood profiles which are incomplete. Measures are in place to address this.

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

The force understands the importance of involving the public in its decision-making and priority setting; it uses a range of methods to do so. The force has recently introduced a dedicated engagement officer in each policing district; their role is to expand engagement and promote more community-based activity with the police. They have special constables, police cadets and volunteers at their disposal, who

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<sup>4</sup> Community safety partnerships (CSPs) were set up as statutory bodies under sections 5–7 of the Crime and Disorder Act 1998. Each CSP is made up of representatives from the police and police authority, the local council, and the fire, health and probation services (the 'responsible authorities'). Their mandate is to enable organisations to work together to resolve instances of crime and anti-social behaviour.

<sup>5</sup> The national intelligence model is a well-established and recognised model within policing that managers use for setting strategic direction, making prioritised and defensible resourcing decisions, allocating resources intelligently, formulating tactical plans and assigning tasks, co-ordinating the resulting activity and managing the associated risks. It is important to note that the model is not just about crime and not just about intelligence – it is a business and decision-making model that can be used for most areas of policing. It provides a standardised approach to gathering, co-ordinating and disseminating intelligence that can be integrated across all forces and law enforcement agencies.

<sup>6</sup> MoRiLE is the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes, which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

are helping to expand the neighbourhood watch programme and involve other community groups in the fight against crime.

The force communicates effectively with local communities through a variety of media. These include traditional face-to-face meetings, for example meetings with local councillors and community leaders and attendance at neighbourhood watch meetings; they also include digital communication and social media, aimed particularly at those who are accustomed to and choose to communicate mainly in that way.

Being able to draw on a range of different types of engagement has been important in ensuring that all voices are heard. We saw good examples of the force participating in social media forums with Muslim communities and forging dialogue with recently settled refugees. Other channels of communication are opened when the force holds 'meet and greet' events in local libraries and assigns diversity officers to engage with marginalised communities.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been an increase in public satisfaction with Norfolk Constabulary. Some 402 people were interviewed and 56 percent were very or fairly satisfied with local policing in their area. This is a 16 percent increase on 2015.<sup>7</sup>

## **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?**

Norfolk Constabulary works closely with other organisations in developing a means of problem solving in local communities which generally works well; it is based on the nationally recognised SARA model.<sup>8</sup>

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<sup>7</sup> For further details, see annex A.

<sup>8</sup> SARA is an acronym for scanning, analysis, response and assess. The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

The force is part of the Better Policing Collaborative<sup>9</sup> which brings together government bodies and academics with the police to evaluate plans and activities to determine 'what works' best in any given situation. There is also a short course on evidence-based policing, which is available for officers to attend.

Problem-solving plans are of good quality but they are stored on three different internal systems that are not linked; this makes it difficult for the force to identify or share best practice. HMIC was also surprised that a number of problem-solving plans had been closed without being properly evaluated and therefore opportunities to identify good practice or areas for improvement may be missed.

It is encouraging that the chief constable takes personal responsibility for promoting problem-solving techniques; it bears testament to his resolve to find sustainable solutions to problems which are of concern to people in the county. He chairs a board at which officers are invited to bid for funds to tackle anti-social behaviour, prevent crime or protect vulnerable people. Strict criteria are set to ensure that the bids are objectively based on best practice, innovation and sustainability.

The force also holds a 'problem solver of the year' competition; the winner is rewarded by representing the force at a problem-solving conference to showcase his or her achievements.

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

Norfolk Constabulary is very good at using a range of approaches to tackle crime and anti-social behaviour. Safer neighbourhood teams are actively involved in a range of activities and initiatives. They draw on a wide range of legal powers, enforcement tactics and community interventions to pursue criminals, prevent crime and help offenders turn away from criminal lifestyles.

The force is committed to early interventions and helping people to lead positive lifestyles. It makes good use of community resolutions as an alternative to prosecuting offenders in some cases; typically these are less serious cases where young offenders have been implicated and there is little likelihood of them re-offending.

Such community resolutions include: a written or face-to-face apology; repairing damage to property; cleaning graffiti; or unpaid work in the community. A further example is the force's joint work with the local Salvation Army; this is aimed at providing practical support to the homeless and discouraging incidents of anti-social behaviour.

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<sup>9</sup> The Better Policing Collaborative is a joint venture with a number of universities and the organisation Skills for Justice.

There is no doubt that Norfolk Constabulary's commitment to working with others improves the quality of policing services in its communities.

The force's involvement with early help hubs is very promising. These hubs bring a range of public services together to provide help to families as soon as the need emerges; the intention is that this will avoid crisis-level interventions at some later time. HMIC visited the hub at Long Stratton, where the police work with 27 other organisations to reduce crime and anti-social behaviour. The hub also operates as a one-stop shop for public enquiries.

Another positive example of joint working with the local community involves the CCTV facility at Goreleston; its creation was the inspiration of local officers and it now operates as a privately financed limited company. It is entirely operated by volunteers and plays a valuable role in the prevention and detection of crime.

The safer schools partnership team also provides an excellent service and works with all secondary schools to understand more about crime trends and identify any harm which might be faced by children. These officers work with education authorities, teachers, pupils and their parents; analysis of the results indicates a reduction of crime in and around schools and of the victimisation of children.

Anti-social behaviour action groups are in place across the county, with some managed by local organisations and others by police officers. HMIC saw really good examples of successful targeted activity against drink-related nuisances. One in the area of Tower Gardens in Kings Lynn is to curb street drinking and another focuses on disorder in and around late night entertainment venues in Norwich, where the force is working with door supervisors to scan identification cards. This detects forgeries as well as identifying those who have previously caused trouble, and has led to a reduction in underage drinking and a robust approach to incidents of disorder, making the city centre safer.

Safer neighbourhood teams play an active role in safety plans which support victims who are vulnerable and other individuals who are repeatedly victimised. The workforce arranges to install alarms and other technical aids to help protect people from abuse. Officers and PCSOs know these people well and how victimisation affects them. Their role in helping communities to be more resistant to crime is important.

In the 12 months to June 2016, Norfolk Constabulary was one of the highest forces in England and Wales for the use of anti-social behaviour powers. A particularly high use is made of criminal behaviour orders<sup>10</sup> and dispersal powers;<sup>11</sup> these place

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<sup>10</sup> Criminal behaviour orders replace the former powers of the court to make orders such as anti-social behaviour orders (ASBOs) or a drinking banning order on conviction. A CBO is an order designed to tackle the most serious and persistent anti-social individuals when their behaviour has brought them before a criminal court.

restrictions on persistent troublemakers and prevent groups of individuals gathering in areas which are renowned for anti-social behaviour.

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

There is a clear commitment from the top of Norfolk Constabulary to promote best practice and evidence-based practice in its style of policing. The force has links with universities, and officers are encouraged to enrol on academic courses as part of their professional development. The force is justly proud of local officers in Wymondham who achieved national acclaim, being voted as the neighbourhood policing team of the year.

There remain some challenges to the force; namely to develop a central repository for all problem-solving initiatives and a way of routinely evaluating their effect on bringing cases to a conclusion. However, the force has recently installed a new ICT platform and is commissioning an upgrade to make such improvements easier. This will bring greater certainty that best practice is available to all officers and policing tactics are routinely evaluated.

## **Summary of findings**



### **Outstanding**

Norfolk Constabulary is outstanding at preventing crime, tackling anti-social behaviour and keeping people safe. It understands the threats facing its communities and combines the intelligence it holds with information from other organisations to keep this understanding up to date.

Its safer neighbourhood teams engage well with communities and have responsibility for keeping vulnerable people safe, particularly those who have been victims of crime. The force has introduced specialist officers to work with communities which may not traditionally have had much contact with or trust in the police. The safer schools partnership team provides an excellent service, working with all secondary schools to raise awareness of how young people can become the victims of crime.

The force is effective at working with other organisations to protect communities and victims. It continues to develop new approaches to joint working, for example the early help hubs.

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<sup>11</sup> A dispersal order is a tool used by the police and the local council to help them to tackle problems with people behaving anti-socially and making life difficult or unpleasant for other people. The order empowers the police and PCSOs to take action to disperse groups of two people or more, if they believe that their presence or behaviour has resulted, or is likely to result, in any member of the community being harassed, intimidated, alarmed or distressed.

Incidents of anti-social behaviour are falling, and the force uses a wide range of methods to support victims and encourage offenders to face up to their behaviour and the effect it has on others.

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

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

## How well does the force bring offenders to justice?

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

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat<sup>12</sup> warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

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

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

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<sup>12</sup> A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

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 Norfolk Constabulary, in 12 months to 30 June 2016, by outcome type<sup>13,14</sup>**

Outcome number	Outcome type / group	Norfolk Constabulary	England and Wales
1	<b>Charged/Summoned</b>	<b>20.1</b>	<b>12.1</b>
4	<b>Taken into consideration</b>	<b>0.5</b>	<b>0.2</b>
	<b>Out-of-court (formal)</b>	<b>6.3</b>	<b>3.2</b>
2	Cautions - youths	0.7	0.4
3	Cautions - adults	4.7	2.3
6	Penalty Notices for Disorder	0.9	0.6
	<b>Out-of-court (informal)</b>	<b>5.8</b>	<b>3.6</b>
7	Cannabis/Khat warning	1.2	0.9
8	Community Resolution	4.5	2.8
*	<b>Prosecution prevented or not in the public interest</b>	<b>5.1</b>	<b>1.8</b>
	<b>Evidential difficulties (victim supports police action)</b>		
15	Suspect identified	6.9	8.3
	<b>Evidential difficulties (victim does not support police action)</b>	<b>15.6</b>	<b>13.8</b>
16	Suspect identified	12.5	10.6
14	Suspect not identified	3.1	3.2
18	<b>Investigation complete – no suspect identified</b>	<b>38.0</b>	<b>47.4</b>
20	<b>Action undertaken by another body / agency</b>	<b>1.4</b>	<b>0.6</b>
21	<b>Further investigation to support formal action not in the public interest</b>	<b>0.2</b>	<b>0.1</b>
	<b>Total offences assigned an outcome</b>	<b>99.8</b>	<b>91.3</b>
	<b>Not yet assigned an outcome</b>	<b>0.2</b>	<b>8.7</b>
	<b>Total</b>	<b>100.00</b>	<b>100.00</b>

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

**Source: Home Office crime outcomes data**

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

<sup>13</sup> Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

<sup>14</sup> 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Norfolk Constabulary's use of 'charged/summonsed', 'out-of-court (formal)' and 'prosecution prevented or not in the public interest' was among the highest in England and Wales. Its use of 'not yet assigned an outcome' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

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

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

### **Control room response**

Norfolk Constabulary is good at providing an initial investigative response. The force uses a nationally recognised decision model known as THRIVE<sup>15</sup> in its control room to determine the level of service provided to callers. The THRIVE model means that the initial service the force provides will be based on the risk of harm that the caller is facing. THRIVE works well in Norfolk; all those answering calls have been trained, they understand their responsibilities thoroughly, procedures have been quality assured by other police forces and supervision is evident and effective.

The incident grading policy is well established and ensures that officers are sent quickly to victims if they need urgent help. All the force's intelligence systems are available in the control room to help in assessments. There are occasions at times of peak demand when the control room cannot send officers in accordance with agreed response times; these incidents are monitored effectively to ensure that the caller is not exposed to risks while waiting for officers to arrive.

Call takers are trained to advise callers how to preserve crime scenes, to avoid them inadvertently destroying fingerprints or other forensic traces. Additionally, call takers

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<sup>15</sup> The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

are supported by intelligence officers on a 24-hour basis; this means that each incident can be actively researched, so that officers are aware of any previous history relating to the incident that they are dealing with.

Not every call for service requires an urgent response from the force. In these cases, the force makes officers available to meet victims and other callers at a time convenient to them. Additionally, some allegations of crime and other incidents are managed without despatching officers to attend personally to callers. Typically, this occurs when the realistic prospects of tracing an offender are limited, and enquiries at the scene are unlikely to be productive. Sending officers to a scene only in cases of absolute necessity makes much better use of their time; in cases when officers do not attend, the customer service desk<sup>16</sup> can still ensure that the service provided is professional. This desk is well managed and backlogs in the workload are minimal.

HMIC also examined the procedures to allocate allegations of crime for investigation. The force manages this pragmatically: there is clear policy guidance with a degree of flexibility allowed, based on the complexity of the crime. The vast majority of crimes are allocated to investigators who have the skills, accreditation and training necessary to manage the demands of each case.

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

The quality of response officers' initial investigation is good; their considerations include the availability of fingerprints or other forensic evidence, the safety of victims, tracing witnesses and identifying suspects. The police service refers to these priorities as the 'golden hour' principles; getting the golden hour immediately following a crime right is crucial to ensure 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 the victims of crime, whose trust and confidence in the police are essential for effective investigations. All frontline officers have been trained in these principles and are aware of their significance.

There are occasions when cases have to be handed over from one investigator to another; it is important that this process ensures a smooth transition of responsibilities and that all necessary immediate action has been completed before this takes place. In Norfolk, the incident management unit (IMU) is responsible for handovers, and procedures work well. In-depth evidential reviews are conducted by supervisors before investigations are handed over, which reduces the possibility of important lines of enquiry being overlooked.

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<sup>16</sup> The customer service desk forms part of the Norfolk contact and control room.

## **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**

Overall, the public can have confidence that Norfolk Constabulary investigates crimes effectively. However, there are areas of supervision that need improvement.

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

Our review of these files found that generally the force investigates crimes well, irrespective of the type of crime that has been committed, with effective investigations in most cases. The majority of cases had good victim care, and officers have a sound appreciation of how victims can be vulnerable and the various support mechanisms available to them. More complex cases, such as online child abuse and serious sexual assaults, are investigated by specialists who are accredited to national standards for these enquiries. These investigations are characterised by high levels of professionalism.

Supervision of investigations is more mixed and is of particular concern in relation to the caseload of 999 response officers. We found cases where supervision is limited to generic comments – for example, advising officers to ‘continue enquiries’. Similarly, supervisory reviews are not recorded consistently in the correct part of the crime file; this makes it hard for investigators to follow the advice they are being given. We also found limited evidence that a consistent approach is taken to the setting of initial investigation plans by supervisors. These plans are important to ensure that all lines of enquiry are followed up and that investigations are brought to a logical conclusion. By way of contrast, in other areas of the force we saw standards of supervision that were excellent.

Effective supervision is being hampered by the large number of reported crimes that await a decision to close the investigation. The force has recently implemented a new crime-reporting computer system, and unfamiliarity with its applications has led to officers using their own spreadsheets to track the number of crimes that they are responsible for investigating. The IMU is a joint unit with Suffolk Constabulary; one part of its remit is the final quality assurance and closure of investigations, but at the time of the inspection there were over 2,000 that were awaiting the unit's attention. A final endorsement that all lines of enquiry have been exhausted before an investigation is closed is an important supervisory function; the force is aware of this and is working to improve this position. However, the process is bureaucratic and places a burden on operational officers.

### **Support to investigations**

Many investigations are becoming increasingly reliant on securing evidence from computers, mobile phones and tablets. Historically, police forces have found that forensic examination of these devices has been time-consuming and has led to investigations being unnecessarily protracted. Norfolk Constabulary has invested in new technology to download evidence digitally and shares a high-tech crime unit with Suffolk Constabulary; this ensures that there is greater capacity available to manage these responsibilities. HMIC visited the unit and found it to be impressive; it has the ability to download data from several machines, and the number of devices awaiting examination was low. The ability to analyse devices quickly to secure evidence provides effective and timely support to investigations. The unit is managing demand effectively and at the time of the inspection there were 49 devices awaiting examination across both forces. This is low compared with the England and Wales rate.<sup>17</sup>

Each of the force's custody suites and policing districts is equipped with facilities which can download digital evidence. A mobile facility for digital recovery is also being piloted; this allows officers using legal powers to search premises to assess the evidential value of devices found, without having to remove the items for examination. These developments are improving the standards of investigations and making them more efficient.

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<sup>17</sup> The joint unit had 0.06 devices per 1,000 population awaiting examination compared with the England and Wales rate of 0.28 devices per 1,000 population.

## Supporting victims

Chief officers accept that the force is not fully compliant with the statutory obligations to victims set out in the *Code of Practice for Victims of Crime*:<sup>18</sup> there is an action plan to address the issues, which includes a training day for officers. Despite this, we found that officers have a sound appreciation of the code and were able to explain the different levels of the understandings they should have with the victims on how they should be supported during the course of investigations.

The crime-reporting system generates automatic reminders for officers to make contact with victims during an investigation. In the investigations reviewed by HMIC, many of the victims had either opted out of the requirement periodically to be kept up to date with the progress of enquiries or were being contacted every 28 days, which is the system's default setting. HMIC considered that this may be because victims are not being made fully aware of the benefits of the code.

However, the force is good at making sure it offers victims the opportunity to make a victim personal statement; these statements make courts aware of the psychological effect on victims of their experiences. This means that victims have the opportunity to explain how the crime has affected them, which strengthens their voice in the criminal justice system.

Of those who have been the victim of a crime in Norfolk in the 12 months to 30 June 2016, 88.1 percent were satisfied with their whole experience with the police. This is higher than the England and Wales victim satisfaction rate of 83.3 percent over the same period.

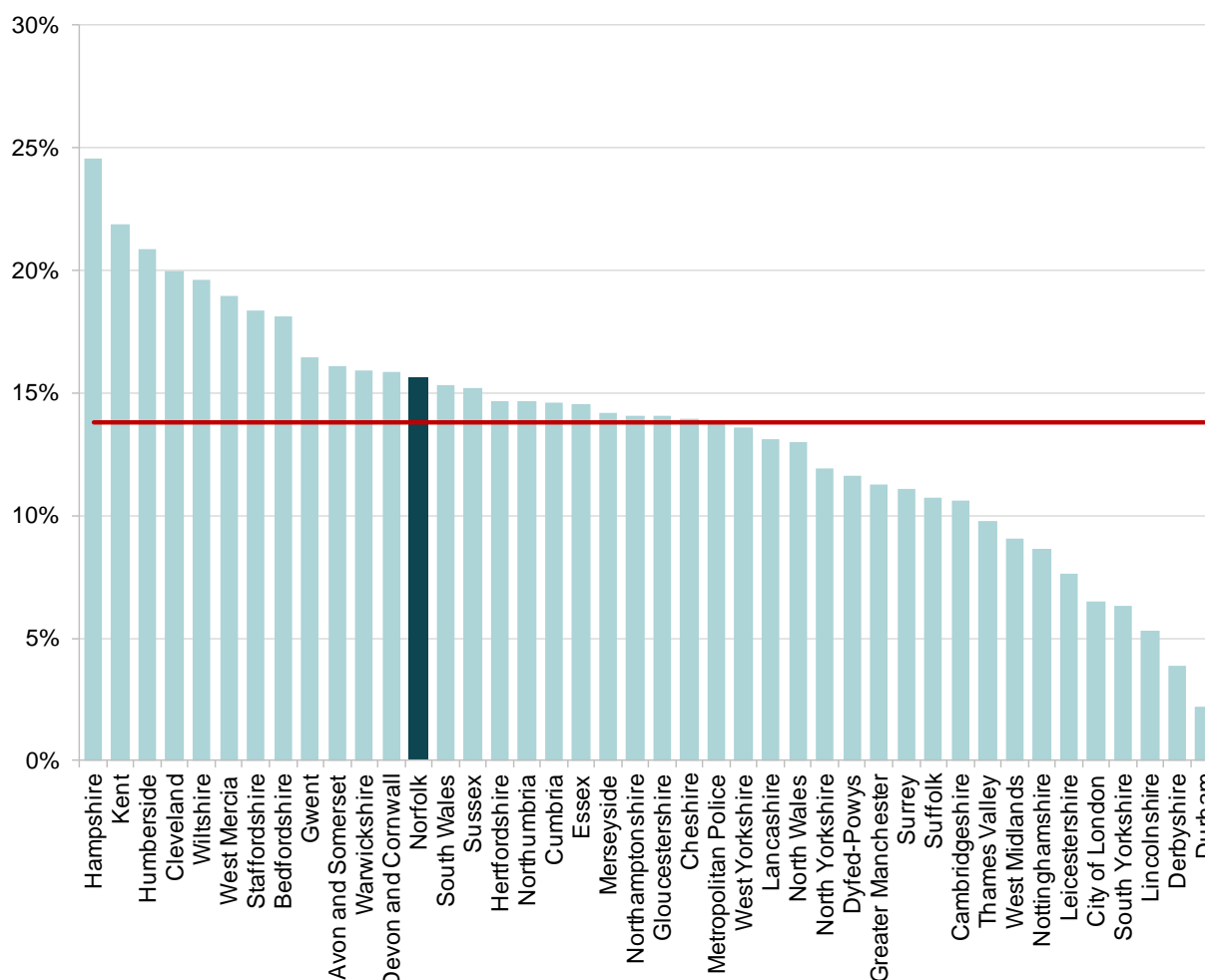
The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,<sup>19</sup> which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

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<sup>18</sup> All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case.

<sup>19</sup> Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

**Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force<sup>20,21</sup>**



**Source: Home Office crime outcomes data**

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

For all offences recorded in the 12 months to 30 June 2016, Norfolk Constabulary recorded 15.6 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

It is essential that forces understand why victims are not supporting police action and what the evidential difficulties they are recording actually are, and they should be working to reduce the levels of both to ensure that victims are being properly supported.

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

<sup>21</sup> Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

## **How effectively does the force reduce re-offending?**

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

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

The public can have confidence that Norfolk Constabulary pursues known suspects and makes efforts to identify foreign national offenders who may pose a risk to the public.

The number of individuals who are suspected of committing a crime but are yet to be arrested in Norfolk per 1,000 population is low compared with England and Wales as a whole. There are operational procedures in place to ensure that wanted people are arrested promptly. However, the force is facing some challenges to maintain momentum during the bedding in of the new crime-reporting system; once the migration of data to the new ICT platform has been completed, operational procedures will be far more assured.

The force makes frequent use of the Association of Chief Police Officers Criminal Records Office (ACRO). ACRO was founded in 2006 and facilitates the exchange of criminal records with European and other signatory nations. It is important that police forces make use of this facility when foreign nationals are arrested. If an individual's offending history in other countries is not known to police forces in England and Wales, it is difficult to make an accurate assessment of their likelihood of re-offending or the level of harm they might present to the public.

The force's use of ACRO is encouraging but there are some inconsistencies. Statistics held by the force show that not all foreign nationals arrested over a 12-month period were checked against the database. This is because foreign nationals who are arrested on subsequent occasions are not always re-checked. HMIC has concerns regarding this practice; low-cost air travel means that a foreign national could visit his or her home country frequently and could commit further offences during the course of these visits. To be certain that the force is aware of foreign nationals' full offending histories, they should be subject to ACRO checks on every occasion they are arrested.

HMIC also detected some anomalies in how suspects who are identified by forensics are managed. The force uses a tracker system to monitor the action taken from the moment that suspects are identified by fingerprints, DNA or other means. At the time of the inspection, the force submitted data showing that 461 forensic examinations resulting in a named suspect were awaiting action. The force believes this problem is the result of poor administration, as there are processes in place to track down

offenders promptly. The force needs to ensure that operational practices in this area are effective.

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

In relation to the most prolific offenders who pose a risk to the public, the force recognises that a joint approach by all organisations involved in criminal justice is important. The force has long-established integrated offender management (IOM) arrangements and works closely with other organisations with the common goal of rehabilitation and resettlement.

Norfolk has a joint IOM scheme with Suffolk Constabulary, called the '180 programme'. In Norfolk, there are two IOM hubs, one at Norwich and one at Kings Lynn. Both are co-located with the probation service and officers link effectively with other organisations to discuss the arrangements for managing individuals on the scheme. At the time of our inspection, there were 151 individuals on the IOM programme; a slight increase from the previous year.

In many of the IOM schemes that HMIC inspects in forces, the cohort of offenders mainly includes individuals who have committed acquisitive crimes: acquisitive crimes are offences which include property being stolen, for example burglary, robbery and shoplifting. In Norfolk, violent offenders are included in the cohort, but this does not extend to domestic abuse perpetrators or other types of offenders.

HMIC found the 180 programme teams to be dedicated, committed and enthusiastic. Offenders are selected for the programme following a discussion among all relevant organisations. It is encouraging that local officers are involved in offender management and play an important role in monitoring the activity of individuals in their communities.

Re-offending rates are carefully monitored by the force; for the 12 months to 30 June 2016, the re-offending rate for offenders managed by the 180 programme was 53 percent, this compares with a re-offending rate of 57 percent across England and Wales as a whole. There are other examples of joint working to manage offenders, including schemes for perpetrators who sexually exploit children and a programme led by the police and crime commissioner to reduce re-offending by women, called Women in Norfolk.

The force identifies and monitors those who pose the greatest risk to the community very well; it prepares thoroughly to manage the behaviour of dangerous offenders and sex offenders. Norfolk Constabulary works closely with other organisations within nationally recognised multi-agency arrangements known as MAPPAs.<sup>22</sup> This

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<sup>22</sup> MAPPAs are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, such as the Youth Offending Teams.

ensures that the risks associated with each offender are thoroughly assessed, there is active management of each of them and effective use is made of legal powers to curb their offending behaviour. There are 1,196 registered sex offenders (RSOs) in Norfolk, of whom 28 are very high risk and 159 high risk.

Safer neighbourhood teams are aware of RSOs within their neighbourhoods and they regularly accompany offender managers when they visit them. The force intends to allocate the management of low-level RSOs to the safer neighbourhood teams to enable closer local monitoring.

Sexual harm prevention orders are designed to protect the public from serious sexual harm by placing restrictions on offenders; these can include use of the internet or entry into employment that involves access to young people. The force makes good use of this legislation; if offenders fail to comply with the conditions, this constitutes a criminal offence. Investigations by the force identified 19 occasions on which offenders had breached either their sexual harm prevention order (SHPO)<sup>23</sup> or sexual offences prevention order (SOPO)<sup>24</sup> orders; all were promptly arrested and taken back before the courts.

Representatives of the prison and probation service speak highly of the force's involvement in offender management, particularly the training it provides for the multi-agency team. Management and supervision are good, and these are very important in this high-risk area. HMIC established that all officers working in offender management are fully trained and accredited; each manages a caseload of about 70 offenders which appears appropriate given the allocated resources.

In HMIC's 2015 effectiveness (vulnerability) report, we said that more needed to be done to ensure that all officers are aware of and contribute to the identification and management of potentially dangerous offenders. In this inspection, we found that local officers had better knowledge of dangerous offenders in their areas; furthermore, there is now a nominated detective who has the role of co-ordinating the activity of neighbourhood officers in support of offender management.

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<sup>23</sup> 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.

<sup>24</sup> 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



**Good**

Norfolk Constabulary is good at investigating crime and managing offenders. Those answering calls from the public in the force's control room are well trained and thorough in assessing calls for service.

Crime investigations are conducted to a high standard, and officers ensure evidence is collected and preserved effectively. Processes to track and arrest outstanding suspects and people who are wanted are very good. The introduction of a new crime-reporting system has presented some problems in the management of crime, and there were many investigations that were awaiting closure at the time of our visit.

Norfolk Constabulary has an impressive high-tech crime unit with Suffolk Constabulary and has invested in new technology and training to ensure that evidence can be secured from smartphones and other devices to support prosecutions.

The force is aware of the obligations to victims set out in the *Code of Practice for Victims of Crime*, and knowledge levels among frontline officers are good. The force has identified some areas where it is not fully compliant with the code and is addressing these through improved training. The force retains very high levels of victim satisfaction.

Norfolk Constabulary is good at protecting the public from the most prolific, serious and dangerous offenders. Its integrated offender management scheme is well managed and fully supported by other organisations.

### **Areas for improvement**

- The force should reduce the backlog of crimes awaiting closure in the incident management unit.
- The force should ensure that it is fully compliant with the *Code of Practice for Victims of Crime*.

## 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 both HMIC's 2015 effectiveness (vulnerability) report and on this occasion, we judge the force as being good at protecting vulnerable people and supporting victims. We also note a number of improvements which have been put in place in response to comments we made in 2015.

In particular, specialist investigators are now used more frequently in complex cases. Also the multi-agency safeguarding hub and the sexual offences referral centre have developed as joint agency support structures and provide a high standard of service to victims.

Frontline officers have developed their knowledge and understanding of vulnerability, particularly the link between missing children and child sexual exploitation. The force remains effective at investigating offences involving vulnerable victims; however, legal powers to protect domestic abuse victims could be used more frequently.

The force has re-energised its support to vulnerable victims and strives continually to provide better outcomes for them. The frequency with which domestic abuse perpetrators are prosecuted is higher than in many forces and the level of confidence that victims have in the service that the force provides is high.

### **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**

Norfolk Constabulary has a good understanding of the nature and scale of vulnerability in its local areas. It uses a nationally recognised definition of vulnerability to inform its work in this area.<sup>25</sup> The force has developed 'problem profiles' of the main areas of risk, including a pictorial assessment of the prevalence of child sexual exploitation in the county. A problem profile is developed using intelligence and information to better understand a particular crime type or emerging issue. Bringing together data and intelligence in a profile can help a force to identify victims, reveal gaps in knowledge and recognise opportunities to prevent crime and reassure the public. There is some evidence of data from other organisations being included in the force's profiles, for example hospital admissions relating to drug abuse and information from other services regarding child sexual exploitation, but this should be developed still further.

The force's understanding of mental health is developing well. Frontline staff are benefitting from a new training module on this subject, and mental health counsellors work in the force's control room to support callers in crisis. The rate of callers being identified as suffering from mental health is improving and exceeds the proportion of calls for England and Wales as a whole. This is a positive sign; knowing conclusively that an individual is suffering from mental health problems when they contact the force helps the force to provide a better standard of service.

Those in the control room are trained effectively to identify risk using the THRIVE decision-making model. There is an aide-memoire available for operators to assist them to identify risk and harm and determine the level of service that a caller needs.

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 escalating levels of intimidation or violence, and they can become psychologically traumatised as a consequence. HMIC found that the force's aide-memoire to guide the questioning of all callers includes finding out whether the individual has previously been a victim.

In addition to the careful questioning by call handlers, the force has developed technological solutions to identify historical information relating to the caller, the place they are calling from and the type of service they have previously required. This ensures that their needs are more readily understood by call handlers, and that

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<sup>25</sup> *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-publicprotection/vulnerable-adults](http://www.app.college.police.uk/app-content/major-investigation-and-publicprotection/vulnerable-adults) The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council.

the service provided is in line with their immediate circumstances. The force makes use of flags and warning markers, which alert staff to individuals or addresses which are of specific interest. In instances where this information needs to be passed to other organisations, a referral form is completed which is attached to the crime record for future reference.

HMIC found a few anomalies regarding domestic abuse incidents; these mainly involved cases where a response to a victim had been scheduled for a later time. In a small number of these cases, we found some lines of enquiry which needed more immediate action. Also, there was no evidence, in cases where further information was received about these victims, that a re-assessment of risk had been made. This is important, as a change in circumstances may indicate that the case should be escalated for more urgent attention. HMIC also noted that these incidents are not recorded as a crime until an officer attends to the victim. This delays the victim's referral to the multi-agency safeguarding hub (MASH),<sup>26</sup> and may mean that victims do not receive timely assistance.

The force deploys resources appropriately to incidents that involve people who are vulnerable; its grading policy for incidents is directly linked to the THRIVE assessment. There are ample quality assurance processes in place to ensure that those in the control room have taken the correct action.

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,<sup>27</sup> others use the definition referred to in ACPO guidance<sup>28</sup> and the remainder use their own definition.

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

“any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or

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<sup>26</sup> A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

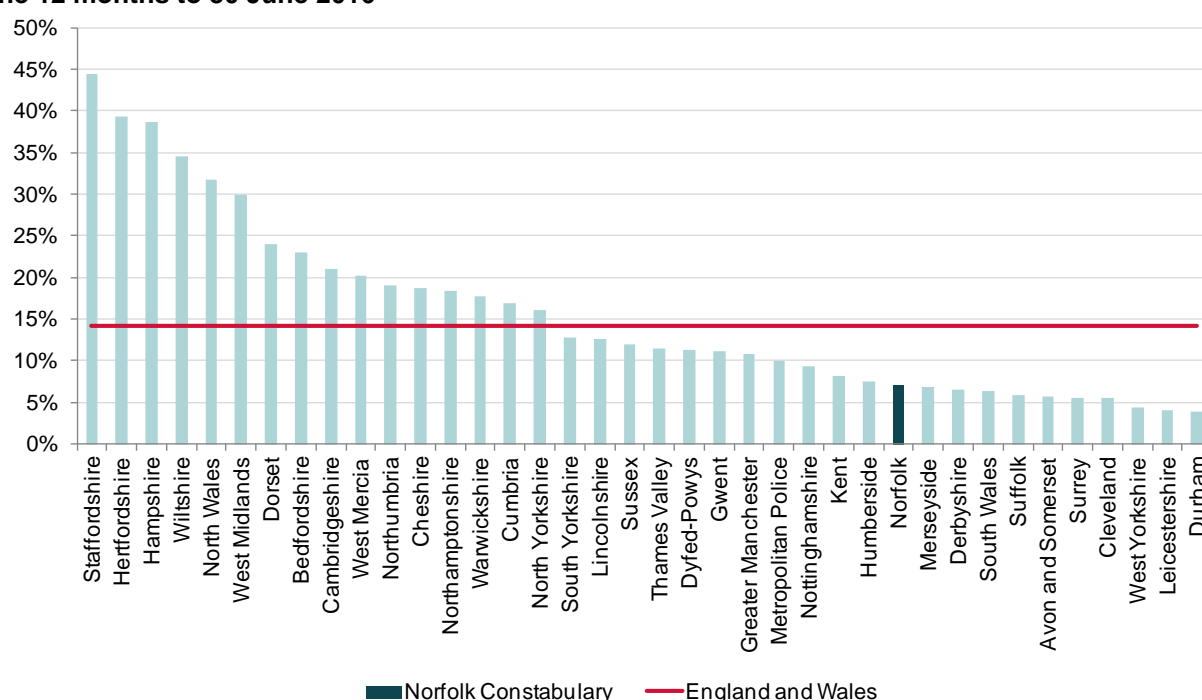
<sup>27</sup> *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/254459/code-of-practicevictims-of-crime.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf)

<sup>28</sup> The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). *ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults*, NPCC, 2012. Available from: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/)

illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 7.0 percent of all recorded crime in Norfolk was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

**Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016<sup>29</sup>**



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

## 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

<sup>29</sup> 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.

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?**

Norfolk Constabulary continues to respond well to the immediate and longer-term needs of victims who are vulnerable. The force has established procedures to ensure that their officers' response to vulnerable victims is appropriate and reflects their needs; these include making a precise assessment of risks and safeguarding victims. The force works with a variety of different organisations in order to protect those who are vulnerable. This work is focused at the MASH, which serves the whole county; the MASH brings together representatives of the health service and social care with the police so that risk can be better identified and comprehensive plans can be put in place to keep people safe.

The MASH operates as a hub to which vulnerable individuals can be referred for a variety of reasons; these can include those who are frequently reported missing or who are subjected to domestic abuse, child sexual exploitation, abuse of the elderly, so-called honour-based violence or female genital mutilation. We found that frontline officers understood the link between missing children and the risks of child sexual exploitation and human trafficking. Representatives of other organisations spoke highly of frontline officers' knowledge of how to identify and support children who are at risk.

HMIC found that there are clear pathways to refer vulnerable victims for safeguarding support in the MASH. Risks relevant to domestic abuse victims are identified through a nationally recognised risk matrix known as the domestic abuse and stalking and harassment risk (DASH)<sup>30</sup> assessment. All DASH notifications are subject to a secondary assessment in the domestic abuse safeguarding team (DAST) in the MASH.

Norfolk is currently conducting a pilot scheme with Suffolk Constabulary to reduce the number of DASH forms being completed; it no longer requires them to be completed for domestic abuse incidents that do not involve intimate partners, such as those that involve parents and children. The force needs to reassure itself that vulnerable victims are being appropriately identified and necessary safeguarding measures are taken.

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<sup>30</sup> DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

The force has limited access to body-worn video cameras to capture 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 the courts are fully aware of the seriousness of the offence. This evidence can also help prosecutors to secure convictions if victims are reluctant to testify. Such cameras are currently only available to a small number of officers; the force has announced its intention to introduce more devices during 2017/18. This will enhance officers' ability to record evidence, particularly at domestic abuse incidents where this type of evidence is proving highly effective in bringing about better outcomes for victims.

Local officers play an effective role in safeguarding high-risk victims. Constables we spoke to were knowledgeable about high-risk victims living in their communities and contribute to safeguarding plans actively; this can include visiting victims or installing alarms or CCTV. Guidance and best practice is included in a vulnerability handbook<sup>31</sup> issued to all frontline officers, and the force's intranet has links to third parties which also provide victim services.

HMIC has concerns regarding how the risks facing missing children are assessed. In line with national guidance, the force classifies missing children as either missing or absent. The latter classification relates to cases where a child is not where they are expected to be but is not considered to be at any risk. There is a presumption that police activity to find missing people will be stepped up in line with the prevailing risks.

We were told that carers responsible for looked-after children<sup>32</sup> find it difficult to persuade control room staff to record the child as missing; they often insist that they are reported as absent. Local policies allow for children to be categorised as absent for up to four hours before they are reported as missing. In that period, care workers are sometime asked to check addresses themselves before an officer is assigned to help them.

We reviewed one case where a 15-year-old child was recorded as absent, despite the child being subject to a care order. Control room staff did not conduct any research to establish the risk to the child. The care worker was told that, before the child could be recorded as missing, she should make some enquiries regarding the child's whereabouts. Subsequent intelligence checks revealed that the house the child frequented was a harmful environment for a young person; additionally, it would also have presented a risk to the care worker had she attended without the police.

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<sup>31</sup> The *1 Chance to Get it Right* booklet is provided to frontline staff and includes useful information and guidance on recognising and supporting vulnerable victims, as well as where to go for advice and guidance.

<sup>32</sup> A looked-after child may either be accommodated (which means that the council is looking after them with the agreement, at the request or in the absence of their parents) or subject to a care order made by the Family Courts.

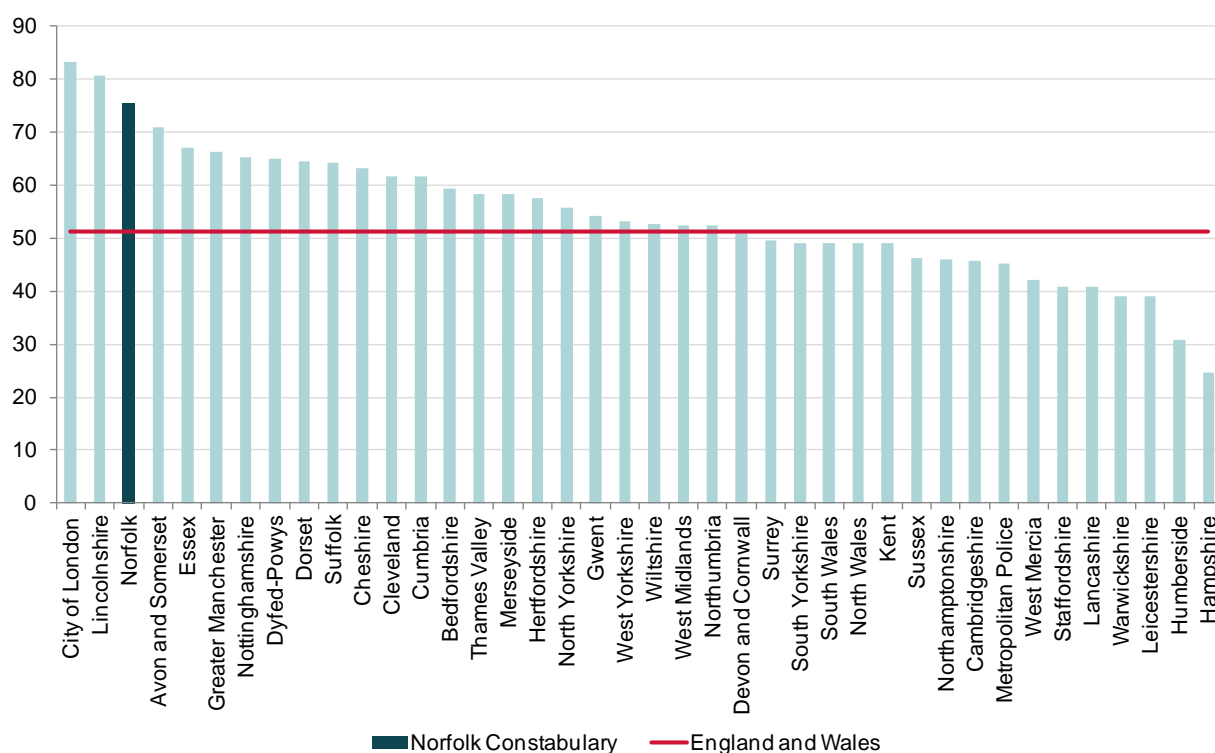
Some forces we visit are no longer using the absent category for missing children; they believe that in such cases risks may be overlooked. In Norfolk, the force is advised to double-check that, in instances of children being reported as absent, their well-being and safety are properly considered.

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 Norfolk decreased by 1 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 11 percent of all police-recorded crime in Norfolk, compared with 11 percent of all police-recorded crime across England and Wales.

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

In Norfolk Constabulary, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 76 arrests made in the same period.

**Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016<sup>33</sup>**



**Source: HMIC data return, Home Office data**

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

Norfolk Constabulary has one of the highest arrest rates for domestic abuse offences. The public of Norfolk can have confidence that the force is taking positive action to safeguard victims and hold offenders to account for their actions.

## How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims may appear to be reluctant to support the work of the police, often because they are being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

<sup>33</sup> 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.

In previous inspections, we have found Norfolk Constabulary to be generally good at identifying vulnerability and at case management, including the provision of safeguarding support to victims. However, we occasionally found that investigators overlooked risk in the course of investigations; this was particularly the case if they were not specialist detectives. This inspection revealed that this has been addressed; supervisors from the force's public protection unit, a specialist unit supporting vulnerable victims, provide guidance for less experienced officers.

As part of the inspection, we reviewed 60 cases, half of which were identified as having a vulnerable victim. In the majority of these cases, the risks faced by victims had been properly identified and action had been taken to mitigate them through effective safeguarding support to victims. These standards were reinforced in the conversations that we had with frontline staff, all of whom had a good understanding of what makes a victim vulnerable and the options available to safeguard them from further harm. Additionally, the force has nominated a complex-case manager, who manages the twenty most difficult cases in the county. The manager advises and assists the investigating officer in progressing these cases, seeking to ensure the best outcome for the victim.

The force has a joint interim stalking and harassment policy with Suffolk Constabulary that follows national guidance closely; however, more could be done to engage effectively with victims and seek their views. Local arrangements for the issuing and recording of police information notices (PINs) are in place. PINs are notices issued to individuals advising them that their behaviour constitutes stalking or harassment and that, should they refuse to desist, they are liable to prosecution. The force has appointed a senior officer to co-ordinate and standardise the management of harassment cases. This officer communicates operational procedures effectively and, in the cases we reviewed, the use of PINs and standards of investigations were consistently good.

HMIC has some concern about how sexual offences in the force are investigated. The constabulary has historically retained a number of officers who are accredited in sexual offences investigation training. These officers are specially trained to support victims who have been traumatised by the attack they have endured. Their responsibilities are varied and include taking intimate samples which may help to identify victims and helping victims to prepare to give evidence. Such officers are no longer available on a 24-hour basis to support victims, which means there are occasions when this role is undertaken by untrained staff or the investigator assigned to the case. The force has recognised the risks associated with this and is currently reviewing procedures.

HMIC examined the force's use of legal powers to protect victims and found this to be an area that needs attention. Forces are encouraged to make use of preventative

legislation in the form of domestic violence prevention notices<sup>34</sup> and orders,<sup>35</sup> which prohibit an offender from contacting a victim or returning to their home. The force's use of these orders has reduced since this area was last examined in HMIC's 2015 effectiveness (vulnerability) report. It is the policy of the force to use this legislation in high-risk cases only. This means that victims of medium and standard-risk cases are potentially exposed to unnecessary harm. HMIC is satisfied that, if any of these orders are breached, immediate steps are taken to arrest offenders.

We also found some unacceptable delays regarding the use of Clare's Law.<sup>36</sup> Clare's Law is further preventative legislation which allows disclosure of a perpetrator's violent past to their partner(s) to make them more aware of the level of violence they may face. Disclosure can be made, either when a victim asks for this information – 'right to ask' – or when domestic abuse professionals consider that an individual should be notified as a precautionary measure – 'right to know'. In some right to know cases, we were made aware of lengthy delays before the disclosure was made. The disclosure period in these cases, which are generally directly linked to a domestic abuse incident, should be as short as possible, as often it forms part of the safeguarding plan for the victim. We found disclosure being made some months after the original decision had been made. Since many of the cases are high risk, including cases where children are present in the family home, opportunities are being missed to provide better support to victims. The force should re-evaluate procedures in this high-risk area.

The force contributes effectively to multi-agency work with other organisations to safeguard vulnerable victims. The county's MASH consists of a wide range of service providers, and referrals for its services are considered daily. In particular, the presence of child social care representatives working with the DAST ensures that families affected by domestic abuse receive immediate and effective support.

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<sup>34</sup> Domestic Violence Disclosure Scheme, often referred to as Clare's Law. Rolled out across all 43 police forces in England and Wales on 8 March 2014, it enables the police to disclose information about a partner's previous history of domestic violence or violent acts. Under the scheme, an individual can ask police to check whether a new or existing partner has a violent past.

<sup>35</sup> Domestic Violence Protection Order is a power that enables the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days. This gives the victim an opportunity to consider their options and get the support and guidance they need from a dedicated domestic abuse service.

<sup>36</sup> A disclosure under the Domestic Abuse Disclosure Scheme which allows sharing of specific information with partners or a third person for the purpose of protecting them from domestic abuse.

There is also a daily MARAC<sup>37</sup> conference to consider the needs of high-risk domestic abuse victims and develop safety plans. HMIC observed a MARAC conference and found the meeting to be well managed with excellent participation from other organisations. A healthy number of referrals are made to MARACs by organisations other than the police. In the 12 months to 31 March 2016, the number of referrals to MARAC had declined when compared with the same period in the preceding year; however, data held by the force now show an increasing trend in the frequency of referrals.

A monthly multi-agency group meets to discuss the needs of children who are sexually exploited. This meeting considers the best way to protect these young people and discusses plans to address the behaviour of sexual predators. The meeting is well structured and participants are held to account for their contributions to protect the well-being of young people.

Good arrangements are also in place to support victims of rape and sexual offences. The county's sexual assault referral centre (SARC) brings together independent sexual violence advisers, investigators and the health service in a professional setting.

The SARC's accommodation is well presented and comfortable; it includes a separate assessment room for children, which is equipped with toys and child-friendly furniture. The SARC manager also contributes to detective training and works with those in the control room to make them aware of the services the centre has to offer. We saw cases of those in the control room actively urging victims to make use of the SARC's facilities.

SARC staff complete victim surveys to help develop their understanding of the victim's experience and improve the service. These reveal that victims consistently speak positively of the care that they are afforded by the force. We found the SARC to be a good facility, and the joint working arrangements are highly effective.

Norfolk Constabulary is also playing an active role with education authorities in the county to support children in families which are blighted by domestic violence. The MASH is now sharing details of its referrals with schools, when it becomes known that there is a child in an abusive household. The focus of this work is currently in 19 schools in the Great Yarmouth area; feedback from all parties has been positive and the scheme is leading to a more rounded support programme being provided to families. Consideration is now being given to extending the programme to all of the county's 450 primary and secondary schools.

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<sup>37</sup> Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

## **Victims of domestic abuse**

Norfolk Constabulary's response to domestic abuse is generally effective. The force's support to victims of high, medium and standard-risk domestic abuse is good; positive action is taken at the scenes of domestic abuse and structured joint working with other organisations leads to better outcomes for victims. Officers in attendance assess the risk to victims using the nationally recognised DASH matrix; this information is passed to the DAST team in the MASH for a secondary assessment and all domestic abuse incidents are reviewed daily. The force needs to ensure that the pilot scheme it is currently running to reduce the number of DASH forms completed does not inadvertently mask risk to individuals.

The MASH is working well and offers a professional service to victims. High-risk cases are managed by the force's specialist teams while medium and standard-risk cases are referred to local officers and the early help hubs to develop safety plans for victims. High-risk victims receive an attentive service from officers in their communities who help with practical measures and provide reassurance.

The force could make better use of preventative legislation: orders to prevent perpetrators from contacting victims or returning to their homes should be used more widely. Additionally, the practice of disclosing a partner's violent past to help protect victims can be subject to unacceptable delays.

Since 2009, the force has had a policy to double-check the quality of investigation of medium and standard-risk domestic abuse cases. These investigations are made by non-specialist officers and additional supervisory oversight is a sensible precaution. Before these investigations are closed, two sergeants have to certify that all opportunities to find the best possible outcome for victims have been exhausted.

The force has established a focus group comprising victims of domestic abuse, which meets senior police managers to discuss the force's domestic abuse policies and practices. The group meets every six weeks, which ensures that policies are kept under constant review and that refinements are made.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.<sup>38</sup>

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<sup>38</sup> Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

Figure 8 shows the rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences. These figures are not comparable to overall outcomes proportions in Figure 4 as a different methodology is used.<sup>39</sup>

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

**Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Norfolk Constabulary<sup>40</sup>**

Outcome type / group	Norfolk Constabulary	England and Wales
Charged / Summoned	29.0	23.2
Caution – adults	8.8	5.6
Caution – youths	0.7	0.3
Community resolution	1.6	1.4
Evidential difficulties prevent further action; victim supports police action	21.8	24.1
Evidential difficulties prevent further action; victim does not support police action	34.7	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, Norfolk Constabulary's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes. It is encouraging that the frequency

<sup>39</sup> The rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to June 2016. The domestic abuse related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. It is important to note that statistics in this table cannot be directly compared to figure 4, as they are based on different methodologies.

<sup>40</sup> Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

that offenders are prosecuted in Norfolk exceeds the rate for the rest of England and Wales, as this means better outcomes for victims.

## Summary of findings



**Good**

Norfolk Constabulary is good at protecting those who are vulnerable from harm and supporting victims. Those in the control room are effective at identifying risk and deploy resources appropriately to incidents that involve people who are vulnerable, but the force needs to ensure that victims of domestic abuse awaiting an officer are not being exposed to harm.

The force responds well to the immediate and longer-term needs of vulnerable victims; it works closely with a variety of organisations to protect those who are vulnerable and support victims. Joint working arrangements to support victims of sexual and other offences where victims have particular needs are effective. However, the force should review its approach to missing and absent children.

Frontline officers follow a clear process to assess risk and support victims; the standards of initial investigations are thorough. There are some areas where more could be made of preventative legislation to support victims; this involves orders which prohibit further contact with victims and laws which allow the offending history of a perpetrator to be disclosed to a potential victim. There are unacceptable delays in the disclosure of information in some Clare's Law cases.

Positive action is taken to arrest offenders whenever this is possible, and the force prosecutes more domestic abuse perpetrators than elsewhere in England and Wales. The public of Norfolk can be confident that a good service will be provided to victims of crime and it is clear that they have confidence in the service that the force provides.

### Areas for improvement

- The force should review how it handles domestic abuse cases which are waiting for an officer to be assigned; in particular, it should ensure that victims are not being exposed to harm because of unnecessary delays.
- The force should review its absent and missing children procedures in the control room to ensure that it is properly investigating the cases of children who are categorised as absent.
- The force should review its use of preventative legislation, particularly Domestic Violence Protection Orders (DVPOs), Domestic Violence Protection Notices (DVPNs) and Clare's Law, to ensure that it is making best use of these powers to safeguard victims of domestic abuse.

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

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

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

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

Norfolk and Suffolk constabularies work together under the leadership of an assistant chief constable to provide an effective joint response to serious and organised crime. HMIC advised the force in 2015 to make better use of data held by other organisations to enhance its serious and organised crime local profile;<sup>41</sup> the force was also asked to develop a joint board with other organisations to address organised crime.

Some progress has been made in relation to these comments. For example, health service data on hospitalisations caused by drugs misuse have been included in the profiles. Also, good assessments exist in relation to child sexual exploitation, human trafficking and drugs misuse. This progress is encouraging, but the profile is now overdue review.

There is now a local joint structure in place with responsibility for tackling serious and organised crime. This board has good representation from the local authorities, the construction industry, the fire service, HM Prisons and a victims-based charity called GYROS (Great Yarmouth Refugee & Outreach Support), which supports non-English speakers.

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<sup>41</sup> A local profile is a report that outlines the threat from serious and organised crime within a specific local area.

The force is making increased use of the Government Agency Information Network (GAIN).<sup>42</sup> The GAIN network facilitates the sharing of information for the purpose of law enforcement; participating organisations include HM Revenue and Customs, the Department for Work and Pensions and Action Fraud. An officer is present from GAIN at the monthly organised crime group (OCG) management meetings, which is a positive step forward and gives the force access to the intelligence and enforcement powers of other organisations.

Local policing teams have an improving knowledge of organised crime within their communities. Although the position is mixed across the county, some officers we spoke to were familiar with OCGs and are receiving regular briefings on their activities. Some are also encouraged to enter intelligence about sightings and movements of OCG members on the force's intelligence system.

The force is taking steps to understand new and emerging threats better, such as human trafficking and cyber-crime. A cyber unit has been established and an initial baseline assessment of this area has been completed. Analysts are working alongside advisers on cyber-crime and human trafficking to develop plans to disrupt the activity of OCGs. These plans are based on the nationally recognised operating model of the 4Ps approach (prevent, pursue, protect, prepare) set out in the Home Office serious and organised crime strategy.<sup>43</sup> Our review of the force's use of the 4Ps model revealed that the force mostly focused on the pursue and prevent elements, but we did find evidence of the prepare and protect elements in a number of operations, including operations against OCGs involved in modern-day slavery, human trafficking, indecent images and drugs.

The force is also represented on the modern slavery<sup>44</sup> co-ordination group at the Eastern Region Special Operations Unit (ERSOU).

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it undertakes a nationally standardised 'mapping' procedure.

This involves entering the details of the group's known and suspected activity, associates and capability into a software program which assigns a numerical score

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<sup>42</sup> The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

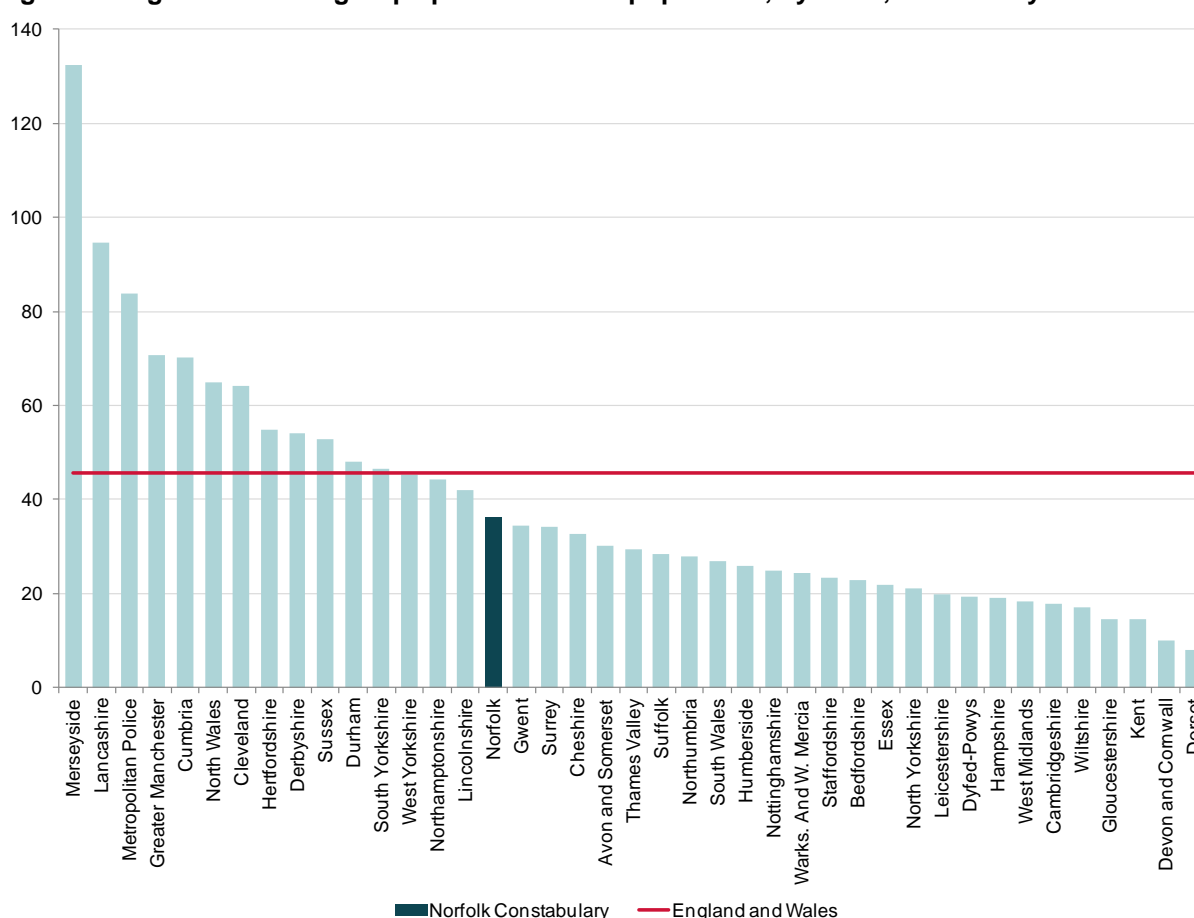
<sup>43</sup> The 4Ps approach: prosecuting and disrupting people engaged in serious and organised crime (Pursue), preventing people from engaging in this activity (Prevent), increasing protection against serious and organised crime (Protect), and reducing the impact of criminality when it takes place (Prepare).

<sup>44</sup> Modern slavery includes forced and bonded labour, child slavery, early and forced marriage and all forms of trafficking in persons. This includes, but is not limited to, for the purposes of forced prostitution or other forms of sexual exploitation, forced labour, forced begging, forced criminality, the removal of organs and domestic servitude.

to each OCG. This places the OCG into one of several bands which reflect the range of severity of harm the group can cause. The force maps OCGs thoroughly in accordance with national guidance. All OCGs are mapped at a monthly joint force intelligence meeting, but in line with HMIC recommendations, agreement is being sought to move the OCG mapping capability to ERSOU to improve quality and consistency across the region.

As at 1 July 2016, Norfolk Constabulary was actively disrupting, investigating or monitoring 36 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales. The force's procedures for mapping OCGs are thorough and conform to national best practice.

**Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016<sup>45</sup>**



**Source: HMIC data return**

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

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

<sup>45</sup> City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

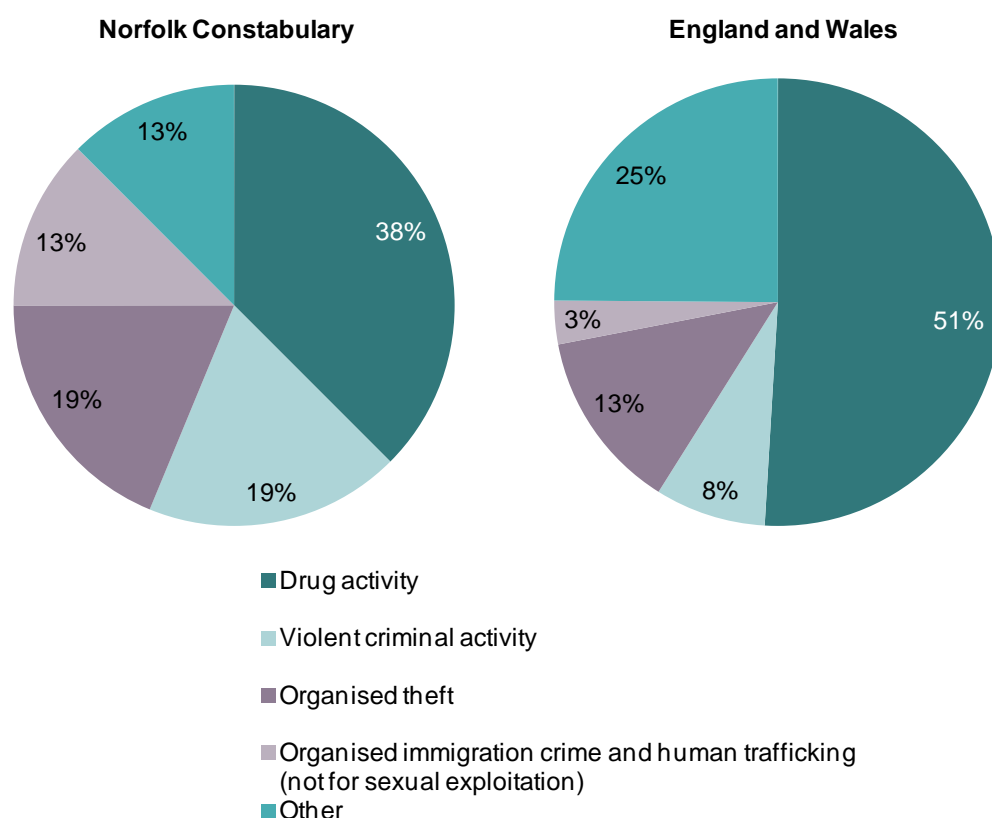
be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed by Norfolk Constabulary as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

The force records and assesses the threat from urban street gangs through the monthly OCG meeting process. Where an urban street gang is identified, it is scored and managed in a similar way to OCGs. At the time of our inspection, Norfolk Constabulary had no recorded urban street gangs, although their prevalence is prone to fluctuate. The force also works intensively to research criminals that exploit 'county lines';<sup>46</sup> these are offenders who operate in areas away from their home address on the premise that they are less likely to be identified and pursued by the local police.

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<sup>46</sup> County lines or 'going country' means groups or gangs using young people or vulnerable adults to carry and sell drugs from borough to borough, and across county boundaries. It is a tactic used by groups or gangs to facilitate the selling of drugs in an area outside the area they live in, reducing their risk of detection. This issue is affecting all London boroughs and its effect can be seen in the Home Counties and many other towns and cities.

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



Source: HMIC data return

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

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

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

Norfolk Constabulary has a strong and effective response to serious and organised crime. Every month it reviews OCGs, supported by analytical reports that score the OCGs against national criteria to assess the risk and harm they could cause to communities. On a monthly basis, the force meets to consider where it needs to allocate resources, both officers and equipment, in order to tackle OCG criminality. In local policing areas, OCGs are managed by lead responsible officers (LROs) who oversee and direct local activity throughout the active lifespan of the OCG as part of

a 4Ps approach. LROs in Norfolk are capable and have a good understanding of their responsibilities.

The force regularly disrupts and investigates serious and organised crime in collaboration with a range of other organisations. The local organised crime joint board is the forum with the remit of deepening a joint understanding of OCG activity and promoting joint action to disrupt the harm that OCGs cause in Norfolk.

We found examples of the force working effectively with other agencies to disrupt OCGs at a local level, including a multi-agency operation (Operation Rockville) that targeted an OCG involved in acquisitive crime and sexual exploitation. The force worked with a number of organisations, including housing and education, which helped encourage victims to come forward; this in turn resulted in the force breaking up the OCG, with the imprisonment of its members and the safeguarding of the victims. Evidence of the force using closure notices – court orders evicting the occupants of premises habitually associated with criminality – in association with local authorities was evident. In Norwich, 20 closure orders had been put in place for houses being used for drug dealing. This approach makes it harder for organised crime to flourish in the county.

The force was also able to show us numerous local operations being directed against OCGs, including activity directed against prominent criminals involved in human trafficking and child sexual exploitation.

The force has invested in automatic number plate recognition (ANPR) technology and deploys a dedicated team of officers to use this facility intelligently to intercept criminals using the county's road network.

The speed by which intelligence can be used to direct the team's activity was shown to us by the ANPR team; an ANPR alert had identified a vehicle fleeing the scene of a burglary, and the driver was arrested in possession of stolen property a short time after the offence had been committed.

Specialist support to disrupt OCGs can be readily obtained, either by formal request to the OCG management meeting or, if required quickly, by a case being made at the force's morning daily management meeting. The force retains a level of specialist capacity: for example, each OCG is allocated a digital media investigator, and the force has a joint surveillance capability with Suffolk Constabulary. The force has good links with ERSOU, which provides a range of additional capabilities such as intelligence development and other covert policing tactics. This regional team can enhance the force's capabilities and help it produce a more accurate and detailed picture of serious and organised criminality.

Norfolk Constabulary works closely with the National Crime Agency (NCA); it has a strong focus on developing intelligence on OCGs involved in human trafficking and refers an increasing number of cases to them for enforcement action. The force also

has strong links with ERSOU's prison liaison function; this is an important function, as the behaviour of prisoners and the associations they develop while serving sentences are valuable in determining the likelihood of them re-offending on release. HMIC has some concern that the force itself is making some of these enquiries, which appears to be an overlap with ERSOU's role and a duplication of effort.

In 2015, HMIC made recommendations that a number of forces develop action plans to maximise joint working with ROCUs. The force has not produced a specific plan but stated that it is addressing HMIC's comments in a wider change programme. HMIC's position is that this will not be sufficient to address HMIC's recommendations comprehensively.

The force uses the national framework to assess the success of its efforts to disrupt OCGs; activity is considered against the national scale which measures disruption in terms of major, moderate, minor, none and negative on a monthly basis.

## **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.

Norfolk Constabulary works closely with communities to help prevent young people from being drawn into gangs or organised criminality. Youth programmes are prevalent and include outreach work, the Prince's Trust and assigning its cadet force to work with young people who are likely to be disenfranchised. The force also engages actively with Family Focus, the brand name for the government's troubled families' programme<sup>47</sup> in Norfolk. This programme provides support for children in households where criminal lifestyles are common.

The force's LROs also identify children at risk of being drawn into organised crime and pass this information on to local officers so that the children can be channelled to one of the county's youth diversion programmes. The safer schools partnership

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<sup>47</sup> 'Troubled families' is a programme of targeted intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

officers are also involved in programmes promoting good lifestyle choices in schools and in children's homes.

The force works well with a variety of media and communication channels to promote successful investigations of OCGs. These include local TV, radio and social media broadcasts. When the force has made high-profile arrests of OCG members, leaflet campaigns are used to make local residents aware of the tough stance the constabulary takes on criminality.

Preventative legislation is used by the force to curb the offending of prominent OCG members. Serious crime prevention orders (SCPOs)<sup>48</sup> enable the police to impose conditions on an individual's financial, property or business dealings and prohibit their contact with criminal associates.

Prison intelligence officers managed by ERSOU ensure that all prisoners linked to organised crime within prisons are tracked through the prison system and that the force is notified at least four weeks before their release. The prison intelligence officers conduct exit interviews with these prisoners and pass this information on to the force. However, the force could do more to involve the relevant LRO in this notification to help them develop action plans for released prisoners.

The release of prisoners features prominently in how the force manages OCGs; however, there is little evidence of engagement with other organisations to develop a 'lifetime' approach to offender management. This means that opportunities to divert individuals away from further offending are being missed.

## Summary of findings



**Good**

Norfolk and Suffolk constabularies work together under the leadership of an assistant chief constable in providing an effective joint response to tackle serious and organised crime. A recently formed local organised crime joint board provides a focus for this task and brings a range of organisations together to disrupt organised crime. Local policing teams have an improved knowledge of organised crime within their communities, and enforcement activity against organised crime groups is common.

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<sup>48</sup> A court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person, for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

The force is taking steps to understand newer and emerging threats such as human trafficking and cyber-crime better. The force maps organised crime groups thoroughly in accordance with national guidance. Specialist support to disrupt serious and organised crime can be quickly accessed, and there are good links with the regional organised crime unit.

The force actively manages criminals by imposing conditions on their financial, property and business dealings.

The force works with communities to help prevent young people from being drawn into gangs or organised criminality but could do more to work with other organisations in the lifetime management of offenders.

#### **Areas for improvement**

- The force should further develop its serious and organised crime local profile in conjunction with other organisations; this would enhance its understanding of the threat posed by serious and organised crime and inform joint activity aimed at reducing this threat.
- The force should enhance its approach to the lifetime management of organised criminals to limit their offending.

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

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

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

The *Strategic Policing Requirement* (SPR)<sup>49</sup> specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

Norfolk Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. An assistant chief constable has this responsibility, which provides a firm level of oversight.

The force's assessment of SPR threats and its plans to respond to them are detailed and cover a wide range of areas including investigative capabilities, logistics and joint working with other organisations. HMIC found evidence that the force takes part in regular exercises to test its operational capabilities in relation to these threats. These include joint mobilisation with Suffolk Constabulary, a major exercise in a shopping centre in Norwich and testing the response to a cyber attack on the force's ICT infrastructure.

The force also routinely assesses its ability to gather and mobilise large numbers of officers should this be necessary to support the policing of large-scale events such as protests.

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<sup>49</sup> The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

## **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.

Norfolk Constabulary completes an annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The assessment is in line with the national guidance and codes of practice. The force updated its APSTRA after the Paris terrorist firearms attack in 2015 and has specifically considered the implications for Norfolk. The force's threat assessment is reasonably well developed and it is using bespoke software to develop 3D plans of venues.

Norfolk Constabulary is aware of its broader national responsibilities to support other forces in response to national threats. The public can have confidence that the force understands the threat posed by a firearms attack and that it is actively working to ensure it has appropriate response plans in place.

Norfolk and Suffolk constabularies are not part of the national armed policing uplift programme; however, as a result of its threat assessment, the force has improved its firearms capability by increasing the skills base of its armed officers. Additional firearms instructors have been recruited to support this increase in capability.

The force has carried out joint firearms training programmes with other forces and there is a memorandum of understanding (MOU) among the eastern region forces.<sup>50</sup> The MOU provides for the movement of firearms officers across the region if there is an operational need. Control room supervisors are accredited to take command of the deployment of firearms officers and they are supported by firearms team leaders who are available to them on a 24-hour basis.

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<sup>50</sup> The eastern region forces signed up to the memorandum are: Cambridgeshire, Bedfordshire, Hertfordshire, Norfolk, Suffolk, Essex and the Ministry of Defence Police.

## Summary of findings

### Ungraded

Norfolk and Suffolk constabularies work together under the leadership of an assistant chief constable in providing an effective joint response to tackle serious and organised crime. A recently formed local organised crime joint board provides a focus for this task and brings a range of organisations together to disrupt organised crime. Local policing teams have an improved knowledge of organised crime within their communities, and enforcement activity against organised crime groups is common.

The force is taking steps to understand newer and emerging threats such as human trafficking and cyber-crime better. The force maps organised crime groups thoroughly in accordance with national guidance. Specialist support to disrupt serious and organised crime can be quickly accessed, and there are good links with the regional organised crime unit.

The force actively manages criminals by imposing conditions on their financial, property and business dealings.

The force works with communities to help prevent young people from being drawn into gangs or organised criminality but could do more to work with other organisations in the lifetime management of offenders.

### Areas for improvement

- The force should ensure that its armed policing threat and risk assessment considers and specifies plans to deal with attacks on places that attract large crowds.

## Next steps

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

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

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

## Annex A – About the data

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

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

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

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

## Methodology

### Data in the report

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

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

### Population

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

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

## **Survey of police staff**

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

## **Ipsos MORI survey of public attitudes towards policing**

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

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

[www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/](http://www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/)

## **Review of crime files**

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

## **Force in numbers**

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

### **Calls for assistance (including those for domestic abuse)**

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

## Recorded crime and crime outcomes

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

[www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)

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

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

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

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

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

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.
- It is important to note that the outcomes that are displayed in figure 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/policeforcesareadatatables](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforcesareadatatables)

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

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

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

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

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

## **Domestic abuse**

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

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

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

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016)

## **Organised crime groups (OCGs)**

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

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

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

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

### **Victim satisfaction**

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

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

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

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

## **Figures throughout the report**

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Anti-social behaviour' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

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

Please see 'Domestic abuse' above.

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

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

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

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

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

Please see 'Domestic Abuse' above.

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

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

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

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

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

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

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

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

Please see 'Organised Crime Groups' above.

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

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.