



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police effectiveness 2016

An inspection of Northamptonshire Police



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## Introduction

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

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

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

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

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

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

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

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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

Northamptonshire  
Police

**269**

England and Wales

**240**



### Crime (excluding fraud)

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

Northamptonshire  
Police

**68**

England and Wales

**68**

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

Northamptonshire  
Police

**+5.5%**

England and Wales

**+7.8%**

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

Northamptonshire  
Police

**+1.3%**

England and Wales

**-3.4%**



### Crime outcomes\*

Charged/summonsed

Northamptonshire  
Police

**10.9%**

England and Wales

**12.1%**

Evidential difficulties: suspect identified but victim does not support action

Northamptonshire  
Police

**11.0%**

England and Wales

**10.6%**

Investigation completed but no suspect identified

Northamptonshire  
Police

**46.2%**

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

Northamptonshire Police

41

England and Wales

31

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

Northamptonshire Police

47

England and Wales

34



## Domestic abuse

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

Northamptonshire Police

18

England and Wales

16

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

Northamptonshire Police

14.2%

England and Wales

11.1%

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

Northamptonshire Police

11.5%

England and Wales

10.0%



## Organised crime groups

Organised crime groups per million population as at 1 July 2016

Northamptonshire Police

44

England and Wales

46



## Victim satisfaction rate

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

Northamptonshire Police

81.6%

England and Wales

83.3%

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

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

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



**Requires improvement**

Northamptonshire Police requires improvement in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment is the same as last year, when we judged the force to require improvement.

Northamptonshire Police has weaknesses across a range of areas. Crime prevention activity, investigative standards and the safeguarding provided to vulnerable victims all need to improve. The force has adequate arrangements in place to fulfil its national policing responsibilities, but needs to address shortcomings in its approach to tackling serious and organised crime.

## Overall summary

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



**Requires improvement**

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



**Requires improvement**

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



**Requires improvement**

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



**Requires improvement**

How effective are the force's specialist capabilities?

**Ungraded**

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

Northamptonshire Police's effectiveness in keeping people safe and reducing crime requires improvement.

Northamptonshire Police has introduced a force-wide approach to problem-solving long-term crime and anti-social behaviour problems, known as SARA – scan, analyse, review and assess. The SARA model is a simple problem-solving approach used by many police forces. However, it is not being used systematically because staff are too frequently taken away from their community policing roles to cover other duties elsewhere.

The quality of investigations by the force is inconsistent and needs to improve. Investigations are not always allocated to appropriately trained staff, investigation handovers are sometimes poor and there is a lack of supervisory oversight. Vacancies in the criminal investigations department have resulted in a high proportion of serious and complex crimes being dealt with by trainee detectives, which means that victims do not always receive the level of service they should.

The force's management of suspects was identified as an area for improvement in HMIC's 2015 effectiveness report and we found little evidence of progress. The level of oversight and scrutiny of outstanding suspects, forensic DNA and fingerprint identification packages is inconsistent. However, Northamptonshire Police makes good use of its integrated offender management scheme.

The force has made some improvements since HMIC's 2015 effectiveness report in the way it supports vulnerable people. People may be vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. Incidents are assessed and managed adequately by control room staff. They use a proven process known as THRIVE (threat, harm, risk, investigation, vulnerable and engagement) to inform decision-making. The workforce has a better awareness of vulnerability and of how to identify it. However, standards of investigation and safeguarding for domestic abuse victims remain inconsistent.

The force has a partial understanding of serious and organised crime, but its ability to respond effectively is hampered by an increase in gang violence. Community policing teams have limited awareness of organised crime groups and the force does not consistently involve them in tackling organised crime.

Northamptonshire Police has adequate plans to mobilise in response to the threats set out in the *Strategic Policing Requirement*, but the force needs to ensure staff know what to do in the event of a terrorist firearms attack.

Many of the problems identified in this year's inspection relate to the workforce not being aligned or suitably skilled to deal with demand. Supervisors are not given the right management information to allow them to manage their areas of responsibility effectively, and governance structures are missing. The force's change programme aims to address many of these problems.



## **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.

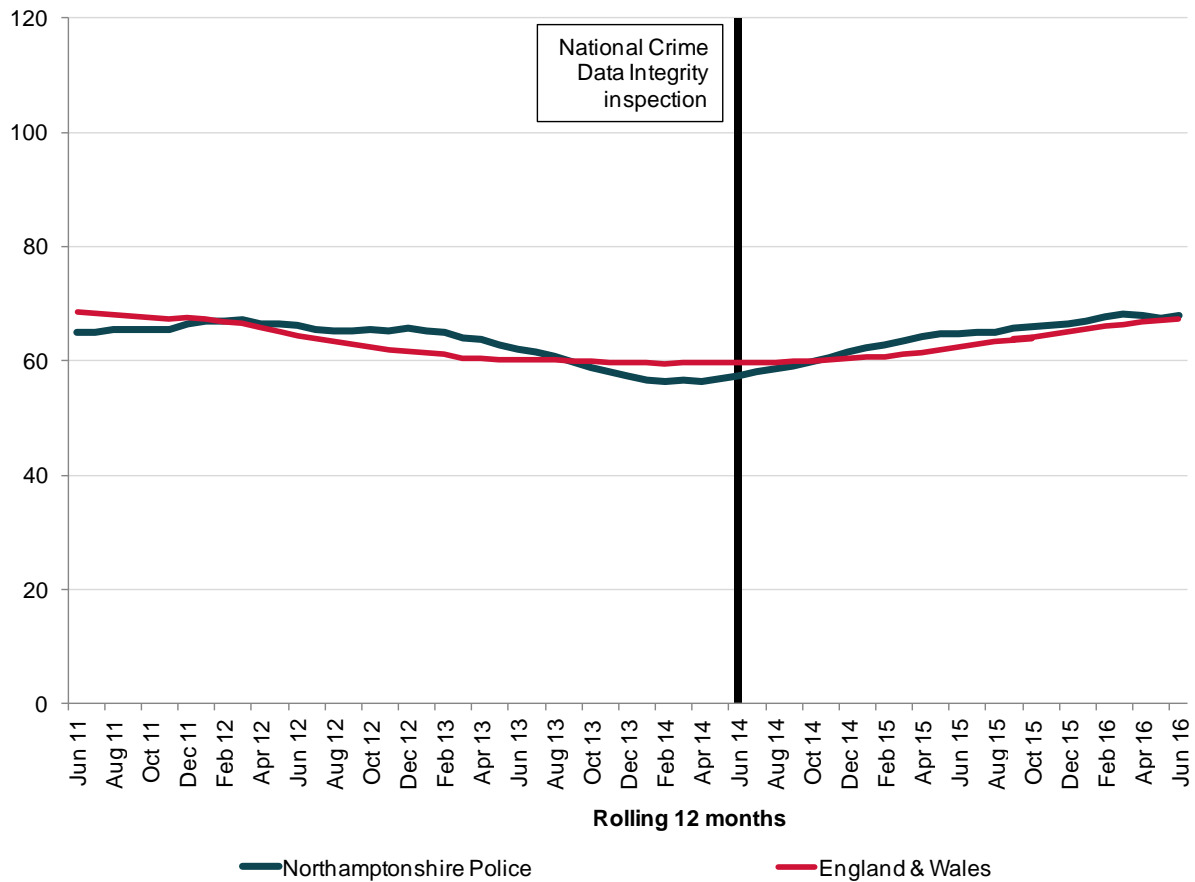
## **How much crime and anti-social behaviour is there in Northamptonshire?**

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 1.3 percent in Northamptonshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 5.3 percent in Northamptonshire, 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 Northamptonshire, 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 Northamptonshire increased by 5.5 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 Northamptonshire 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 Northamptonshire, for the 12 months to 30 June 2016**

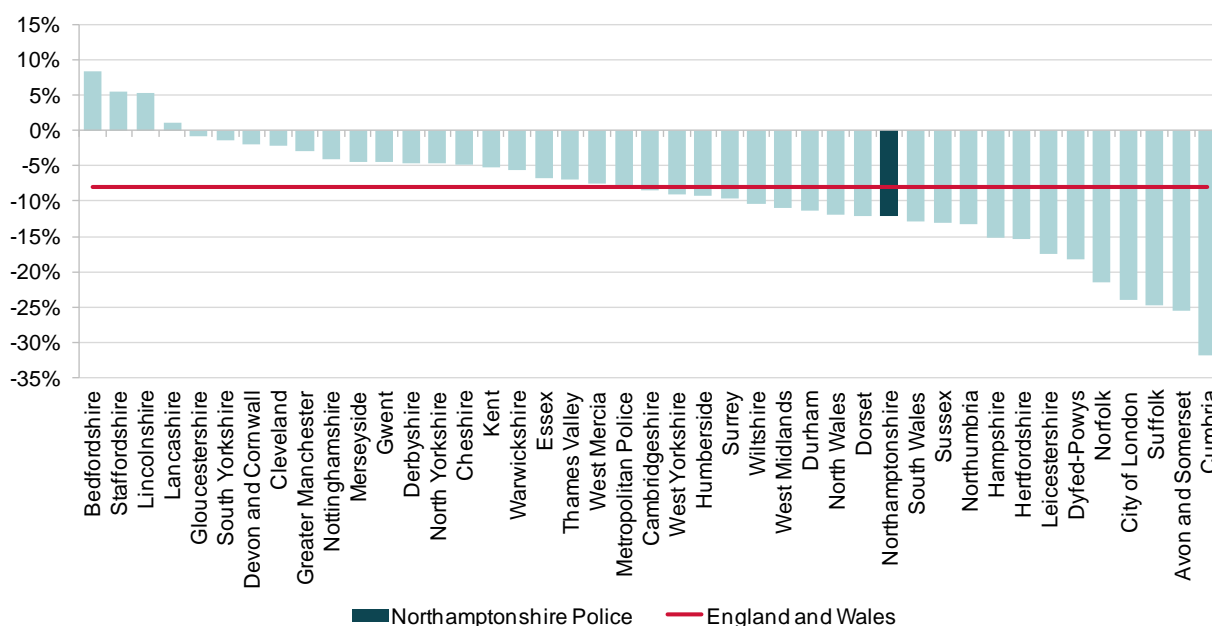
Rates per 1,000 population	Northamptonshire Police	England and Wales
Recorded crime (excluding fraud)	68.0	68.2
Victim-based crime	62.6	60.4
Sexual offences	1.7	1.9
Assault with injury	8.3	7.0
Burglary in a dwelling*	8.8	8.1

\* 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, Northamptonshire Police recorded 41 incidents of anti-social behaviour per 1,000 population. This is 12 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 Northamptonshire Police understand the risk posed to its communities?**

Northamptonshire Police has a limited understanding of its communities. The force currently operates under a single command structure with safer community teams and separate response teams based across the force area. Both PCSOs and police officers work in safer community teams and the teams' main responsibilities are problem solving, crime reduction and engagement with the public or partner organisations. All PCSOs work in safer community teams and are able to perform their role without being taken away from their main duties.

Safer community teams maintain 'key information network' (KIN) lists detailing the names and contact details of identified people and groups in communities who are engaged with the police. The force has detailed demographic and socio-economic data in the form of MOSAIC data,<sup>3</sup> held centrally by the corporate development department. Not all frontline staff are aware of this information or how to access it. The force does not have community or neighbourhood profiles that include all available knowledge and information held by staff in safer community teams. This means that the force's knowledge of communities may be lost when staff move roles or leave the force.

The force has a limited understanding of emerging or hidden threats, such as modern-day slavery. Intelligence staff seek out information and aim to analyse it, but

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<sup>3</sup> MOSAIC: a system for classification of UK households. It is one of a number of commercially available geo-demographic segmentation systems, applying the principles of geo-demography to consumer household and individual data collated from a number of governmental and commercial sources.

they are limited mainly to information collected by the police. This means that only a narrow view of the threats is presented. Partner agencies (such as local authorities, or health and education services) may hold information that could enhance the force's understanding of such threats. The force's understanding of child sexual exploitation is more developed and a problem profile has been produced using some partnership information. The force should develop this approach further for other emerging threats by enhancing information-sharing with partners so that more meaningful analysis can be done.

### **How does Northamptonshire Police engage with the public?**

Northamptonshire Police engages with the public in an inconsistent manner, meaning that it cannot fully understand what matters to local people. As part of their engagement role, PCSOs will staff mobile police stations, attend community events and busy local venues (for example, shopping malls), and make use of social media such as Facebook and Twitter to inform and update the public. PCSOs also run surgeries and attend some parish council meetings. HMIC found that the safer community teams engage with local religious leaders and other community groups (such as those representing older people), although this is not evident across the whole force area. The force has a community engagement strategy that outlines what is expected of safer community teams. However, this has not been communicated to all safer community teams.

The force has limited analytical capacity to provide regular meaningful intelligence to safer community teams. Safer community teams receive some useful data about crime in the local area which inform their activities, but there is no consistent analysis of local problems or easily available information, such as basic mapping of crime and incidents in their area.

We found a slightly improved picture in Northamptonshire Police when compared with HMIC's 2015 effectiveness inspection. This identified that the force participates actively in partnership forums (including community safety partnerships, local strategic partnerships, and joint action groups) and also undertakes less formal community engagement to generate new partnerships such as farm watch, business watch, and neighbourhood watch. The force has continued to build on these engagement activities but further improvements could be made to ensure effective engagement activity takes place across the county. Since the 2015 inspection, the force has also developed the new, emergency services cadet scheme with fire and ambulance service colleagues. This is the first of its kind in the country and these young people will be engaged in a number of activities including engagement activities, especially with young people.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that public satisfaction with

Northamptonshire Police is the same as in 2015. Some 405 people were interviewed and 47 percent were very or fairly satisfied with local policing in their area.<sup>4</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?**

In HMIC's 2015 effectiveness inspection we found an inconsistent approach to problem solving within Northamptonshire Police's safer community teams. We were pleased to find this year that the force has introduced a problem-solving model called 'SARA'. The SARA problem-solving model is used by many police forces and is simple to follow. It involves the four stages of scanning, analysis, response and assessment. Staff are trained and confident in using the SARA approach and they share details and updates with partner agencies, such as the local authority, by using the E-CINS system.<sup>5</sup> We were briefed on Operation Rectory, which is the Northampton town centre safer community team's plan to deal with persistent street begging. This plan uses the SARA model. The plan's owner researched how similar problems are being dealt with across the country to ensure that the plan reflected good practice. Partner agencies in Operation Rectory are involved, for example drug and alcohol addiction and homeless services are involved rather than simply moving beggars on or resorting immediately to criminal justice disposals. There is regular supervisory review and a wide range of anti-social behaviour powers are being used. A review of this operation is planned for the future.

While good progress has been made to increase meaningful problem-solving activity, the force acknowledges it does not have the right number of officers and staff in the right areas to carry out consistently effective problem solving. Police officers in safer community teams are often required to support response policing teams, which limits their ability to fulfil their main duties. The force does not have a policy on such redeployments and does not monitor them, and although the redeployments ensure that the force's operational needs and some of its priorities can be met, they reduce the safer community team's visibility. They also affect

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<sup>4</sup> For further details, see annex A.

<sup>5</sup> E-CINS is a web based case recording system used by police forces and partner organisations to share information.

adversely the safer community team's ability to adopt an effective problem-solving approach to longer-term prevention of crime activities, for example.

The force will be making changes to its operating model during 2017 under the change programme's 'Service Delivery Model' (SDM). Detailed analysis of current and future demand, together with threat, harm and risk, is being carried out to inform the future model for policing and resources will be reallocated during 2017. This is a major programme of activity for the force that will bring about changes to the staffing structure and introduce improved ways of working. Many of the problems HMIC has identified in this year's inspection relate to the workforce not being aligned or suitably skilled to deal with incoming demand. Supervisors and leaders are not provided with the right management information to be able to manage their areas of responsibility effectively and supporting governance structures are not in place. The SDM programme aims to address many of these problems.

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

Northamptonshire Police makes good use of dispersal powers (under section 34 of the Anti-Social Behaviour, Crime And Policing Act 2014) to prevent crime and tackle anti-social behaviour, but it could make more use of criminal behaviour orders, community injunction notices and civil injunctions. In the 12 months to 30 June 2016, Northamptonshire Police used anti-social behaviour powers 568 times per 1 million population, which is one of the higher rates in England and Wales. This is due to the high use of dispersal powers and the force should consider making more use of other powers.

The force does not routinely use any predictive policing tools to assist in identifying places where crimes may occur in the future. The force has previously piloted a scheme, Operation Predict, but this only had limited success and so has not been implemented more widely.

The force's crime prevention team works closely with the fire prevention team to develop multi-agency approaches. For example, if information is received that someone has threatened to burn down a property, then joint target-hardening work takes place through the arson task force (such target hardening includes sealing letter boxes, fitting smoke alarms or fitting window film). The crime prevention team also works closely with domestic abuse victims. There is no clear prioritisation for the work of the crime prevention team. Its resources are limited and it is driven to focus on reactive or situational crime prevention rather than more proactive reduction of demand or building capability in new areas.

Officers and staff in safer community teams have little training, knowledge or access to force 'toolkits' that would allow them to offer the best crime-prevention advice to the public. Officers and staff routinely visit victims of crime and provide crime-prevention leaflets on burglary and vehicle crime, but the purpose of these visits is

unclear to many staff. The new emergency services cadets will also be engaged in crime prevention initiatives. The force should develop ways in which its workforce can provide crime prevention advice to the public with regards to keeping themselves safe online.

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

Northamptonshire Police is unable to demonstrate a significant impact as a result of its activity, with little evaluation or use of evidence to improve services to the public. There are various meetings in place that aim to improve performance, such as the new organisational performance group which meets quarterly and is chaired by the deputy chief constable. This arrangement was introduced shortly before our inspection and its effectiveness cannot be fully assessed at this stage. There are also some smaller sub-groups which oversee specific themes or problems, an internal quality assurance regime and victim satisfaction surveys are used to inform service improvement activities. Given the scale of challenges the force is currently facing and associated changes planned for 2017, these activities are critical to ensuring operational services continually improve.

The force is developing its use of evidence-based approaches to performance improvement, however this is in its infancy. There is no system or process in place to ensure good practice is shared across departments and 'lessons learned' from operational debriefs are not easily available. However, the force plans to address this through attaching relevant documents to its crime, intelligence, custody and case preparation system.

Northamptonshire Police rarely evaluates the impact of its activities. We found limited evidence of problem-solving plans being evaluated and the impact of this activity is unclear. We did not find any evidence of evaluation or review to test how effective particular initiatives and operations have been. Instead, staff regard reviewing or evaluating activities as onerous and so it is not done. This means that the force does not know 'what works and why' and cannot ensure that good practice is shared across the force.

In 2015 we identified that the force needed to improve its use of 'what works' drawn from other forces, academics and other agencies (such as local authorities or HM Revenue and Customs) to continually improve its approach to preventing crime and anti-social behaviour. We are therefore disappointed that officers and staff remain unsure what resources, learning and processes are available, either within the force or elsewhere, that provide tactics, advice or examples of best practice.

PCSOs are used in accordance with national guidance with 100 percent of PCSOs in Northamptonshire working within safer community teams. PCSOs are involved in community engagement activities and problem-solving activities. We found no



evidence of them being taken away from their work in communities to conduct other activities, such as to undertake investigations.

## Summary of findings



**Requires improvement**

Northamptonshire Police's effectiveness in preventing crime, tackling anti-social behaviour and keeping people safe requires improvement. The force acknowledges that it needs to review how it distributes response officers and its staff within safer community teams to meet demand. Limited direction to officers and assigning of tasks means the force may not be making the best use of its available resources for preventing crime and anti-social behaviour. Activities that safer community teams undertake may not be fully aligned with the priorities of the force.

We were pleased to find that the force has introduced a structured problem-solving model, but we found that safer community teams are frequently unable to carry out problem-solving activities because they are required to perform reactive duties.

The force does not have the right number of officers and staff in the right areas to meet current or future demand. Police officers in safer community teams are regularly required to support response policing, so they cannot undertake meaningful crime-prevention, problem-solving or engagement activities.

### Areas for improvement

- The force should work with local people and partner organisations to improve its understanding of local communities, including those which are less likely to communicate with the police such as migrant communities or elderly people.
- The force should improve its ability to analyse information and intelligence to provide a better understanding of crime and anti-social behaviour in Northamptonshire, and enable it to focus activity effectively.
- The force should ensure that safer community teams regularly engage with local communities, and undertake structured problem-solving alongside partner organisations in order to prevent crime and anti-social behaviour.
- The force should evaluate and share effective practice routinely, both internally and with partner organisations, to continually improve its approach to the prevention of crime and anti-social behaviour.

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

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

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

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

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without the prosecution of offenders; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat<sup>6</sup> warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

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

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some

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<sup>6</sup> A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

crime types such as sexual offences, the delay between a crime being recorded and an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

**Figure 4: Proportion of outcomes assigned to offences recorded in Northamptonshire Police, in 12 months to 30 June 2016, by outcome type<sup>7,8</sup>**

Outcome number	Outcome type / group	Northamptonshire Police	England and Wales
1	<b>Charged/Summoned</b>	<b>10.9</b>	<b>12.1</b>
4	<b>Taken into consideration</b>	<b>0.6</b>	<b>0.2</b>
	<b>Out-of-court (formal)</b>	<b>3.5</b>	<b>3.2</b>
2	Caution - youths	0.4	0.4
3	Caution - adults	2.9	2.3
6	Penalty Notices for Disorder	0.2	0.6
	<b>Out-of-court (informal)</b>	<b>4.1</b>	<b>3.6</b>
7	Cannabis/Khat warning	0.6	0.9
8	Community Resolution	3.6	2.8
*	<b>Prosecution prevented or not in the public interest</b>	<b>1.2</b>	<b>1.8</b>
	<b>Evidential difficulties (victim supports police action)</b>		
15	Suspect identified	10.0	8.3
	<b>Evidential difficulties (victim does not support police action)</b>	<b>14.1</b>	<b>13.8</b>
16	Suspect identified	11.0	10.6
14	Suspect not identified	3.1	3.2
<b>18</b>	<b>Investigation complete – no suspect identified</b>	<b>46.2</b>	<b>47.4</b>
<b>20</b>	<b>Action undertaken by another body / agency</b>	<b>1.2</b>	<b>0.6</b>
<b>21</b>	<b>Further investigation to support formal action not in the public interest</b>	<b>0.1</b>	<b>0.1</b>
	<b>Total offences assigned an outcome</b>	<b>91.9</b>	<b>91.3</b>
	<b>Not yet assigned an outcome</b>	<b>8.1</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>7</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>8</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, Northamptonshire Police's use of outcomes 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.

The force has a lower proportion (10.9 percent) of charge/summons outcomes assigned to offences recorded in the 12 months to 30 June 2016, than the proportion for England and Wales as a whole. The proportion where there are evidential difficulties, a suspect is identified and the victim supports action is 10.0 percent, compared with 8.3 percent across England and Wales. This may indicate that, compared with England and Wales as a whole, fewer cases are formally passing through the criminal justice system and fewer victims may have the outcomes they should have been able to expect.

## **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**

Northamptonshire Police assesses incidents adequately on most occasions. Call takers and dispatchers working in the control room understand the THRIVE<sup>9</sup> process and apply it when taking calls from members of the public. Call handlers give advice about evidence preservation including forensic evidence and the presence of witnesses is discussed. Immediate crime prevention advice is offered and immediate vulnerability and safeguarding is discussed. THRIVE is considered and is documented on the command and control computer system as a record of decision making. In most of the cases we assessed, these were well-judged decisions, although we found a small number where the downgrading of the response appeared to be inappropriate, from immediate to prompt or from prompt to a scheduled appointment. This means that the force may be missing investigative and safeguarding opportunities.

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<sup>9</sup> A decision model known as THRIVE (threat, harm, risk, investigation, vulnerable and engagement), which helps staff to assess threat and risk and decide how best to resolve a call.

Control room staff spoke confidently about the 'golden hour' principles for investigations and provide crime prevention advice to callers. We found that staff had a good understanding of vulnerability, the golden hour principles and THRIVE and these were always considerations when prioritising incidents for deployment. Staff have appropriate access to intelligence systems and previous history, which is used to inform attending officers of threat, harm and risk.

The force has a telephone resolution unit staffed by police officers that deals with any incident not requiring a police deployment. Control room staff aim to seek advice from an officer on the resolution unit before an incident is passed over to the unit to ensure an appropriate response. Of the calls for assistance in Northamptonshire, 44 percent were dealt with on the phone or in a police station, which is higher than the England and Wales figure of 27 percent.

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

Officers have a good understanding of the golden hour principles and reported that in general they were able to spend the necessary time at incidents to ensure evidence is appropriately captured. CID staff reported that their response colleagues captured evidence as required when initially attending a scene. Crime scene investigators are dispatched to scenes in a timely manner.

The force does not ensure that investigations are allocated to appropriately skilled officers and staff. The force has a crime allocation policy so that crimes are allocated to the most appropriate person or department, but the force is not always able to apply it because of staff shortages and the skills imbalance in response policing teams and CID.

Officers have mobile devices to search systems and submit intelligence when at crime scenes. However, the quality of investigation handovers is poor. Staff in different parts of the county use different handover methods. CID staff report regularly receiving poor-quality handovers from first responders and our crime file review identified few handovers were effectively supervised.

### **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**

Northamptonshire Police's quality of investigation is inconsistent. We conducted a crime file review in advance of our fieldwork, examined cases during our fieldwork and talked with officers and their supervisors.

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

The review identified more than a quarter of cases had ineffective investigations, with lines of enquiry not pursued, house-to-house enquiries not undertaken and named suspects not followed up. Serious and major crime investigations (normally dealt with by CID officers) generally have a clear investigation plan and documented activity, with some structured scrutiny by supervisors and tasks set for those officers dealing with the case. Crimes dealt with by uniform patrol officers are less consistent; some are clearly updated and well managed, but we found some with limited investigative plans and more than half were ineffectively supervised. Supervision is even more important when the work is not appropriately allocated.

Investigations are not always allocated to appropriately trained staff. Some burglaries are investigated by officers without the right training and a high proportion of serious and complex crimes are dealt with by trainee detectives. These are symptoms of the considerable number of vacancies in CID and the work being reallocated. However, the force does ensure that all reports of rape are dealt with by trained detectives.

A significant proportion of the CID workforce is not yet trained. CID staff also have a high workload (HMIC found many officers had 15–20 live investigations) and this is affecting the quality of investigations. There is a lack of consistent supervisory oversight and support, which for some has led to extended periods of time off work with stress and a reluctance across the workforce to join CID. The force is currently recruiting staff for CID to increase its numbers of trained detectives and has advertised in other UK police forces for trained investigators to transfer. The SDM programme will also reallocate resources during 2017 to address this.

## **Support to investigations**

The force encourages consideration of digital methods as part of investigative strategies and has the capability to manage digital device examination in support of investigations. The force recognises that this is a growing area and plans to expand its capacity to ensure it can keep up with increasing demand.

Almost all cyber-crime work undertaken in Northamptonshire Police is undertaken centrally. The force has previously piloted locally-based kiosk facilities (to download mobile phone data) and has decided to route all work through a central team. There is a backlog of work in the high-tech crime unit, but there is a clear risk-assessment process to prioritise examination. At the time of our inspection approximately 200 cases were awaiting examination. The average wait time for examination of devices, based on 12 months of data, is 22 days.

All digital media investigators are based at force headquarters and the team is primarily responsible for developing information or intelligence from referrals made by the child exploitation and online protection centre. Digital media investigators ensure that early and swift safeguarding referrals are made to the public protection unit, if the identity of the victim is known. The digital media investigator team currently has around 50 impending child exploitation and online protection incidents for development, triaging and risk assessing, which is a significant amount of work.

The picture for more traditional forensics is more positive. The force made 2,185 DNA and fingerprint forensic recoveries last year, and has a small backlog of forensic recoveries awaiting examination.

Management information on cyber-crime levels, backlogs and outcomes is available and this is discussed at a quarterly meeting with the director of intelligence. More regular and intrusive oversight by senior leaders is required to ensure that suitable resource levels are assigned to tackling the growing cyber-crime problem.

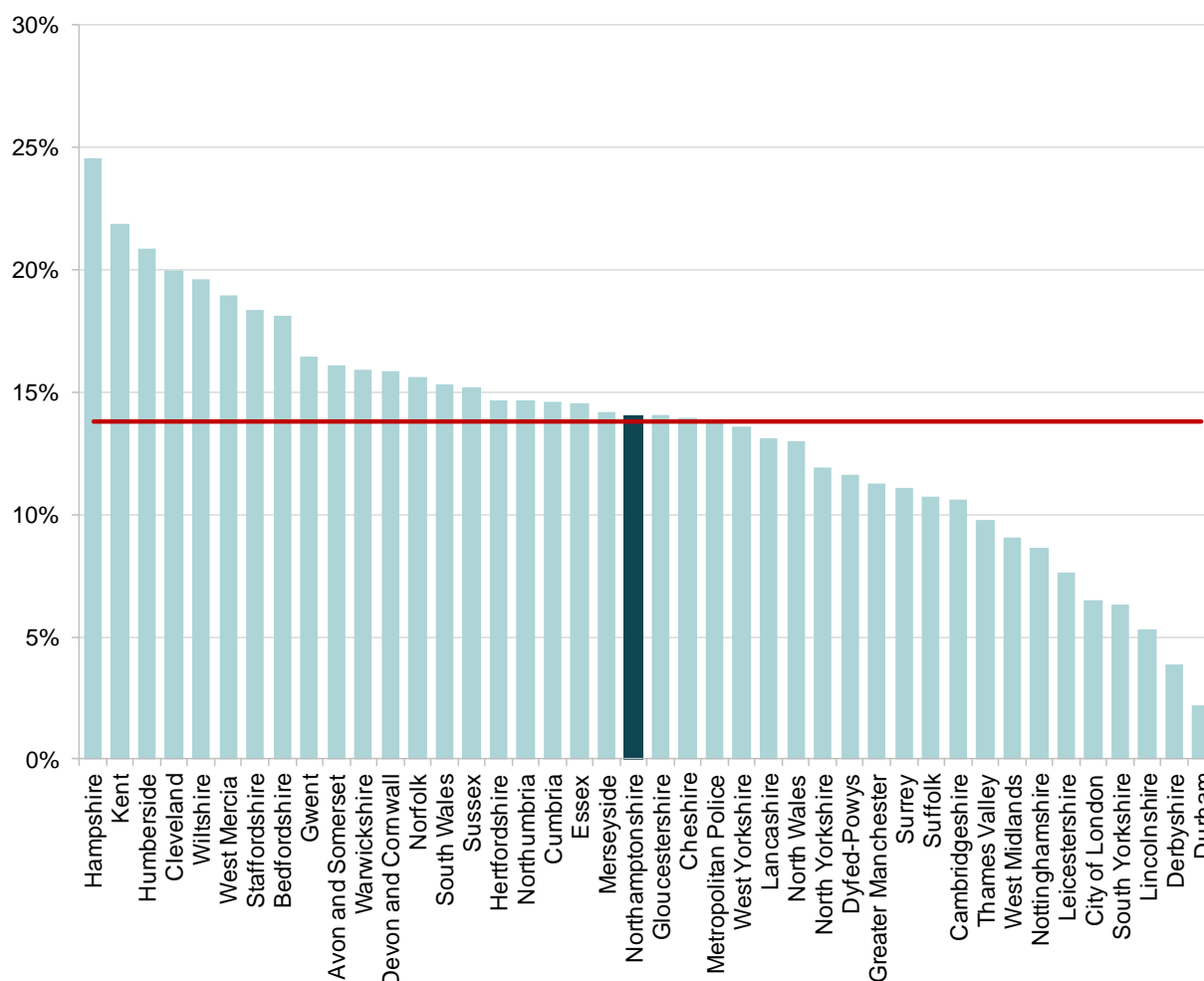
### **Supporting victims**

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,<sup>10</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>10</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>11,12</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, Northamptonshire Police recorded 14.1 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

The force provides an inconsistent service to victims. Our file review showed that most victims received good victim care, but in some cases there was insufficient contact made by officers. However, compliance with the *Code of Practice for Victims*

<sup>11</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>12</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.



of *Crime*<sup>13</sup> is 93 percent for the period from 8 March 2016 to 30 June 2016. Although this is not for a full year, it is promising performance when compared to the compliance with the code in those other forces in England and Wales who were able to provide monitoring rates for the year to 30 June 2016.

## **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?**

In HMIC's 2015 effectiveness report we identified that the management of suspects was an area for improvement for Northamptonshire Police. We are disappointed to find that the force has made limited progress to improve the position. The level of oversight and scrutiny of outstanding suspects yet to be arrested by the force is inconsistent. Although there is some operational activity to arrest high-risk suspects, the force does not know how many outstanding suspects it has, nor are there sufficient governance mechanisms to hold staff and supervisors to account. There are no arrangements in place to manage and track forensic DNA and fingerprint identification packages, including developing intelligence around the crime or the individual. The force cannot identify how many forensic packages it has, what they are for, or at what stage they are at. This means that the force is unable to understand accurately the level of risk within those investigations, or reassure itself that it brings offenders to justice swiftly.

Northamptonshire Police is somewhat passive in its approach to offender management. The force completes a police national computer check on all arrested suspects. In the 12 months to 30 June 2016, the force made 10,486 arrests, 2,737 of which were of foreign nationals. The force's policy is that all arrested foreign nationals should be subject to an ACRO<sup>14</sup> check, which provides enhanced information on criminality and allows the force to identify and manage risk better. ACRO also sends data to forces to act upon. Northamptonshire Police carried out these checks in 58 percent of cases sent to it in the 12 months to 31 March 2016, compared with an England and Wales rate of 69 per cent.

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<sup>13</sup> *Code of Practice for Victims of Crime*, Ministry of Justice, 2015. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/476900/code-of-practice-for-victims-of-crime.PDF](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/476900/code-of-practice-for-victims-of-crime.PDF)

<sup>14</sup> ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

The force has recently changed its daily management process but it remains ineffective. Three protecting public from harm conference calls now take place instead of one morning meeting. The purpose of these conference calls is to ensure operational risks are being appropriately managed and resourced. The new process is ineffective because only a small number of operational leaders participate (three inspectors), the information used to inform the conference calls does not cover all aspects of policing and there is no consistent senior leadership involvement.

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

Northamptonshire Police makes good use of its integrated offender management (IOM) scheme.<sup>15</sup> The force operates a single IOM structure based across two hubs. Partner agencies are not currently co-located with police colleagues; however, probation staff work closely with the IOM team. There are plans to co-locate in the future. Of the 166 offenders managed on the scheme, 93 are involved in offences other than acquisitive crime,<sup>16</sup> such as violence. This demonstrates good progress since our previous inspection, when we found all offenders on the scheme were involved in acquisitive crime. Some violent offenders, including domestic abuse perpetrators, are now on the scheme. The force and its partner organisations, such as the probation service, plan to broaden the cohort further and develop the support the scheme gives to offenders, so that it can manage offenders who present the biggest risk to the community.

However, the force achieves few reductions in re-offending among serial perpetrators with the re-offending rates for those on the IOM scheme being 93 percent, which is much higher than the England and Wales rate of 57 percent. Some operational meeting structures are in place to assess potential offenders for the scheme and assess progress, but the force and its partner organisations have no clear governance arrangements to drive activity and understand performance. The high re-offending rate confirms the need to increase focus on the scheme.

The E-CINS system is used by some IOM partner organisations to case-manage offenders. However, some information is also recorded on the force's crime, intelligence, custody and case preparation system and some information is recorded on local 'running logs' which are not viewable by other police employees or partner organisations. As a result, opportunities to locate suspects and offenders may be being missed.

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<sup>15</sup> Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

<sup>16</sup> Serious acquisitive crime is defined as domestic burglary, car crime (theft of or from a vehicle) and robbery.

The force is insufficiently prepared to manage the risk posed by dangerous and sexual offenders. The management of sexual offender or violent offender (MOSOVO) unit is a small team managing some of the highest-risk individuals in the county. There are 677 registered sex offenders in Northamptonshire of whom 2 are very high risk and 77 high risk. Sexual harm prevention orders (SHPOs) are designed to protect the public from serious sexual harm from an offender by detailing a series of prohibitions designed to protect the community from future offending; for example, an order may prohibit certain activities on the internet or a particular type of employment such as the tuition of young people. Sexual offences prevention orders (SOPOs) are civil preventative orders that can be made by a court at the point of sentence or by a complaint to a court in respect of someone previously convicted of a sexual offences where that person's behaviour suggests there is a possibility of re-offending. Breaches of SHPOs and SOPOs are criminal offences. In the 12 months to 30 June 2016, Northamptonshire Police issued 81 SHPOs and SOPOs and reports that 28 of these orders have been breached.

The MOSOVO unit is currently staffed to approximately 70 percent of its establishment, but even with a full team the ratio of offender managers to registered sex offenders would be approximately 1:80. This has resulted in about 200 home visits not being completed within recommended timescales (almost all of the missed visits relate to medium and low-risk offenders). The unit is well-led and has committed, well-trained staff. It has been re-organised recently to try to manage the demand better (particularly in relation to high and very high-risk offenders) with its limited resources.

All registered sex offenders have been assessed using a national active risk management system. The MOSOVO unit has a clear control of multi-agency public protection arrangements<sup>17</sup> and makes use of the additional (or ancillary) orders such as SOPOs and SHPOs. However, although some performance information is submitted each month, there are insufficient governance or accountability mechanisms to discuss performance and risks. To reduce demand, the unit is piloting new approaches to managing low-risk registered sex offenders, including not visiting those who have been low-risk for three years. This is not without risks to the organisation and the community and relies on intelligence obtained from communities and neighbourhood staff to inform about changes in risk level. Safer community teams are not routinely informed about, or actively engaged in, the management of sex offenders in their area and the force does not have a comprehensive understanding of the threat its communities face, so this requires an appropriately managed response.

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<sup>17</sup> Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

## Summary of findings



**Requires improvement**

Northamptonshire Police requires improvement in investigating crime and reducing re-offending. The force manages most incidents adequately, with control room staff using a standard risk assessment process to inform decision making. However, staff shortages in response teams and CID mean that opportunities to capture evidence from crime scenes are sometimes missed because response staff are diverted to deal with other incidents.

Investigations are not consistently allocated to appropriately trained staff. The force conducts investigations of inconsistent quality and investigation handovers are sometimes poor. Investigations lack supervision.

The vacancy problem in CID has resulted in a high proportion of serious and complex crimes being dealt with by trainee detectives. However, the force does ensure that all reports of rape are dealt with by trained detectives.

The management of suspects was identified as an area for improvement in HMIC's 2015 effectiveness report and we found little evidence of progress. The level of oversight and scrutiny of outstanding suspects, forensic DNA and fingerprint identification packages is inconsistent. We found some signs of progress to broaden those offenders managed by the Integrated Offender Management (IOM) scheme.

Staff shortages have resulted in about 200 home visits to some registered sex offenders not being completed within recommended timescales.

### **Areas for improvement**

- The force should ensure that all reported incidents are thoroughly and promptly assessed to determine the most appropriate response.
- The force should ensure that all investigations are completed to a consistently good standard, and in a timely manner.
- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should ensure that the risks posed by registered sex offenders are managed effectively.
- The force should ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects and suspects identified through forensic evidence are swiftly located and arrested.

## 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?**

Northamptonshire Police has improved its approach for dealing with vulnerable people. In HMIC's 2015 effectiveness (vulnerability) report, we required the force to improve its initial assessment of risk to vulnerable people by ensuring its staff who take calls are appropriately trained and the force has done this.

We highlighted that the force should improve its investigation of cases involving vulnerable victims by ensuring it carries out investigations to required standards, with proper supervision and recording of plans and actions. There is still work for the force to do to address this.

The force has improved its response to missing and absent children and those at risk of sexual exploitation through closer working with partner agencies. The force now has a partnership problem profile and the multi-agency reducing incidents of sexual exploitation (RISE) team investigates allegations of child sexual exploitation, targets offenders, manages and develops intelligence and engages with vulnerable children and young people.

HMIC has also seen improvements in the force's response to persistent and repeat missing children. The force is ensuring it uses information from previous missing episodes to develop a co-ordinated and prioritised response.

There is still work for the force to do to improve its investigation and safeguarding of domestic abuse victims. Initial responders carry out risk assessments to an appropriate standard and use body-worn video cameras to record evidence at scenes. However, the force has insufficient staff with appropriate professional skills and experience to investigate and safeguard victims.

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

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

### Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,<sup>18</sup> others use the definition referred to in ACPO guidance<sup>19</sup> and the remainder use their own definition.

Northamptonshire Police 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 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”

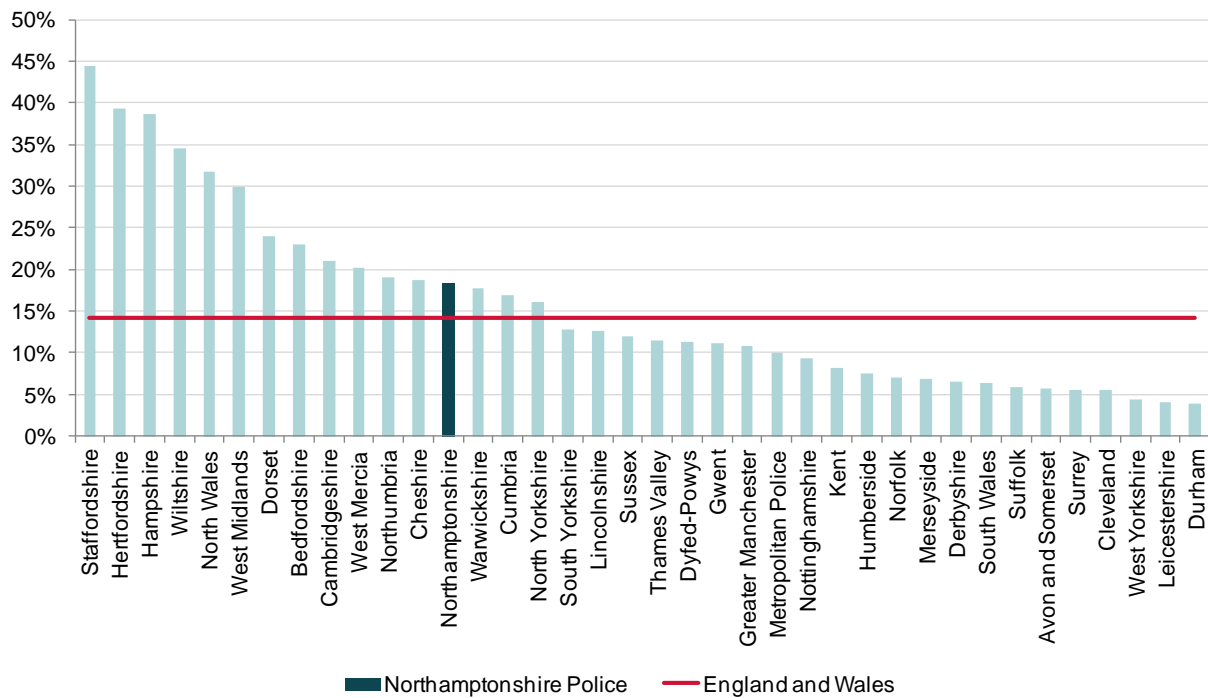
Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 18.4 percent of all recorded crime in Northamptonshire was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

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<sup>18</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>19</sup> The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/)

**Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016<sup>20</sup>**



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

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

Northamptonshire Police demonstrates an adequate understanding of the nature and scale of vulnerability in its local area. The force has developed several ‘problem profiles’ for some vulnerable groups, such as those at risk of child sexual exploitation and missing people. A ‘problem profile’ uses intelligence and information to understand a particular crime type better or emerging crimes. Bringing together data and intelligence in a problem profile can help the force identify possible victims, intelligence gaps and prevention or reassurance opportunities. The force’s problem profiles (and those prepared for the force by the regional intelligence unit) are adequate, giving data broken down by ethnicity and location, and containing a wealth of information and intelligence. Shorter, more concise reports would ensure that the range of interested parties can understand and act on the information detailed within problem profiles.

All staff understand the force’s definition of vulnerability. Frontline officers and staff have received relevant training and know how to identify and protect those who are vulnerable.

The force control room has fully implemented THRIVE. This is improving the identification of threat, harm and risk, and helps call handlers gather initial evidence in an appropriate manner. Control room staff are aware of different types of

<sup>20</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.



vulnerability and how to identify it. They correctly identify vulnerable people on most occasions and a child sexual exploitation marker on the command and control system assists with this.

Processes for control room staff to identify repeat victims are manual, slow and inconsistent. Staff manually check the command and control system and the crime, intelligence, custody and case preparation system, but this is time-consuming. The force should ensure the relevant available markers are used and that data-quality checks are carried out to merge any duplicate person records.

The force does not consistently use other vulnerability or domestic abuse flags on the command and control system, meaning that staff need to search multiple systems to assess accurately the risk to the victim, the public or attending officers. In the 12 months to 30 June 2016, 3.2 percent of incidents recorded on the command and control system in Northamptonshire were flagged to identify mental health. This is in line with the 2.4 percent for England and Wales as a whole. A mental health professional, with access to health systems, is located in the force control room during the evening and at weekends and the force plans to expand this.

HMIC identified cases where vulnerable victims had not been assessed adequately, due to a lack of intelligence checks being undertaken, leading to an inappropriately graded response. Although some quality control processes are in place, the force needs to improve its risk assessment process at the point of call receipt to ensure that all vulnerable victims are responded to correctly.

The force identifies vulnerability well in most cases, but some potentially vulnerable people may not be being risk assessed swiftly enough. Some domestic abuse cases are not being graded as requiring an immediate or prompt response and are being managed through scheduled appointments. While these decisions are being made to assist in managing incoming demand, safeguarding and investigative opportunities may be missed.

The process for identifying repeat domestic abuse victims is manual, inefficient and not reliable. Previous caller information can provide essential information in the risk assessment process and currently only information relating to locations is immediately presented to call handlers. A case was identified where a domestic abuse victim called from a telephone box and not from her home address or personal mobile number. This meant the call handler needed to review information across multiple systems in order to realise this was a repeat victim and likely to be at greater risk.

The force has a comprehensive domestic abuse action plan. The force is training, developing, and rewarding staff, and ensuring that safeguarding and vulnerability experience forms part of selection and promotion. The force has a policy and process in place to address perpetrators and victims within the force and is using staff training, information sharing, peer support/challenge and supervisor reviews

and case management to influence frontline attitudes. Domestic abuse forms part of the performance framework and five years worth of data are used to identify long/short term trends to predict and project future performance. The force has a victim and witness services board and has introduced victim satisfaction audits to gather feedback from victims. This means that the force is ensuring its current and future structures enhance the service provision for domestic abuse victims.

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

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

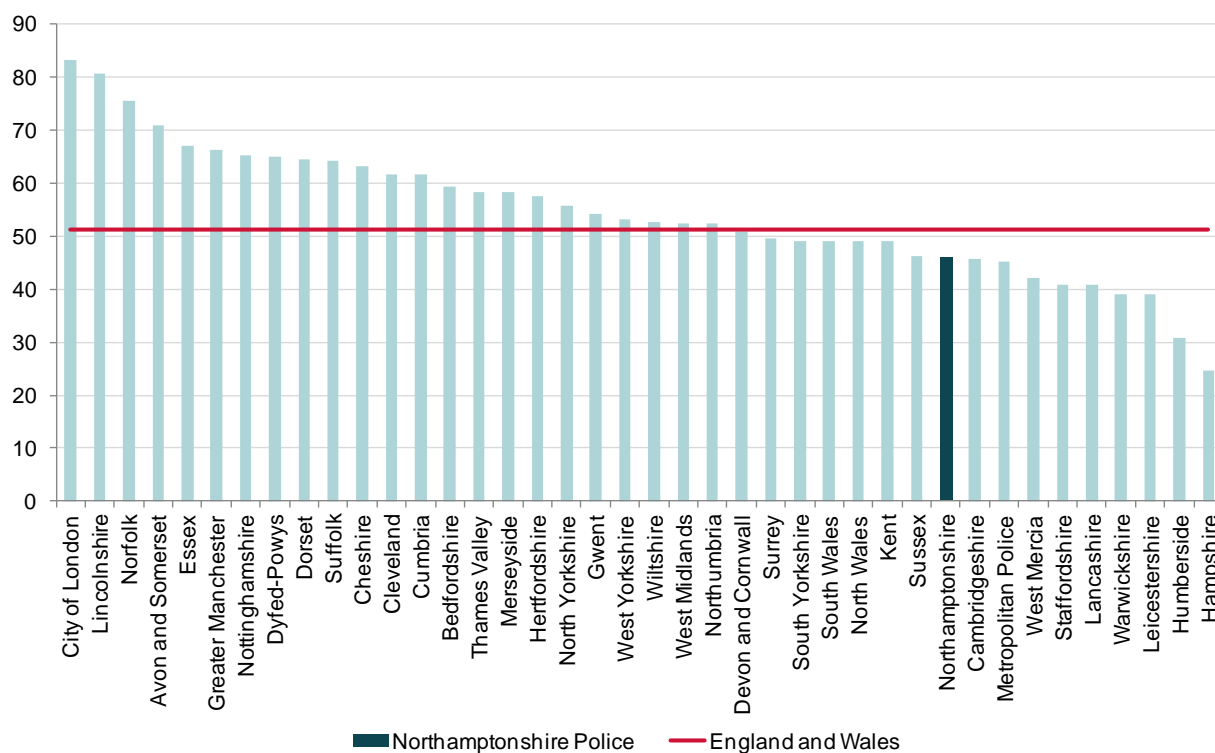
### **Do officers assess risk correctly and keep victims safe?**

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in Northamptonshire increased by 32 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 14 percent of all police-recorded crime in Northamptonshire, 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 Northamptonshire Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 46 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>21</sup>**



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

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

In HMIC’s 2015 effectiveness report , we required the force improve its investigation and safeguarding of domestic abuse victims by ensuring that frontline staff carry out risk assessments to the appropriate standards, staff attending incidents of domestic abuse consistently use body-worn video cameras and that the force has sufficient staff with the appropriate professional skills and experience to investigate cases and safeguard victims. This year we have seen good progress against all of these aspects.

Response staff understand vulnerability well and acknowledge it as one of Northamptonshire Police’s priorities. Staff spoke with confidence about their responsibilities and they complete domestic abuse, stalking, harassment and honour-based violence (DASH)<sup>22</sup> risk assessments to a good standard. During our case file review, we assessed how well the force identified vulnerability at initial response. We found that that vulnerability was correctly identified at initial response in a large majority of cases.

<sup>21</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.

<sup>22</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 front-line practitioners identify high risk cases of domestic abuse, stalking and so-called honour-based violence.

During our fieldwork, officers demonstrated they could assess risk and conduct safeguarding. Officers know that when attending any incident, but particularly domestic abuse incidents, they are required to gather details relating to all persons in the address including children and ensure their welfare. Officers explained the need to capture unborn children's details with details of expected birth due date. Officers highlighted a number of forms available (most notably the DASH form) for assessing risk and to signpost to other agencies, with relevant sections for making a child or vulnerable adult referral.

Response staff prepare effective safety plans and make appropriate safeguarding referrals to other units or partner agencies at initial response. Quality assurance processes are in place to ensure response officers complete an accurate assessment of vulnerability and risk, in particular with victims of domestic abuse. Response sergeants supervise all DASH risk assessments and inspectors dip sample these in order to maintain high standards.

The potential risk of child sexual exploitation is understood by initial responders. HMIC is encouraged by officers' sound awareness of child sexual exploitation and found good examples where this had led to referrals to a multi-agency co-located reducing incidents of sexual exploitation (RISE) team. The RISE team investigates allegations of child sexual exploitation, targets offenders, manages and develops intelligence and engages with vulnerable children and young people. We found good examples of schools liaison officers making referrals to the RISE team based on information received through schools.

Response officers and safer community team staff all have personal issue body-worn video cameras and they should be used at domestic abuse incidents. Compliance data are not currently available, but all staff we interviewed were wearing their cameras and knew that they should be used at domestic abuse scenes.

## **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).

Northamptonshire Police makes good use of domestic violence prevention notices and orders.<sup>23</sup> HMIC examined the force's use of legal powers to protect victims. In the year to 30 June 2016, applications for 151 DVPOs were made and 113 were granted by the courts. Some 24 of the DVPOs were breached. The force was unable to provide data on its use of DVPNs.

The force also uses the domestic violence disclosure scheme (Clare's Law).<sup>24</sup> In the 12 months to 30 June 2016, the force used the "Right to Ask" if a partner has a violent past 52 times and the force used the "Right to Know" element 51 times. Both are increases on the previous 12 months and Northamptonshire Police's rate of usage is above that of England and Wales per 1,000 population. This indicates that members of the public can make more informed choices about potentially dangerous future partners.

An effective county-wide multi-agency safeguarding hub (MASH) is in place which includes representatives from housing, police, education, health and the local authority. The MASH enables safeguarding of children to be addressed by all agencies within a shared location. All domestic abuse incidents where the police are involved are recorded on a public protection notice on the force's crime, investigation, custody and case preparation system and linked to the relevant crime report if a crime has been committed. The MASH assesses the level of risk to the child and responds appropriately with partner organisations.

The force is effective in ensuring that schools are made aware of any incident in which a child has been exposed to domestic abuse. All domestic abuse cases on the force's crime, intelligence, custody and case preparation system where there are children (present or not, including unborn children) generate an automatic summary. This is sent to the school's representative in the MASH for circulation to the relevant

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<sup>23</sup>A Domestic Violence Prevention Notice (DVPN) is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN. Domestic Violence Protection Orders (DVPOs) are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

<sup>24</sup>The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law)

educational establishment. In this way, the force is ensuring, with partner organisations, that these children can be better monitored and understood in school through greater knowledge of their domestic experiences. The force is looking to extend MASH services beyond children to vulnerable adults. In this way, the force is ensuring that it will continue to maximise and extend its effectiveness in dealing with and responding to safeguarding and vulnerability. In HMIC's 2015 effectiveness (vulnerability) report we highlighted that the force should improve its response to persistent and repeat missing children by ensuring it uses information from previous missing episodes to develop a co-ordinated and prioritised response. We are pleased to find this year that Northamptonshire Police has now ensured a consistent approach to gathering intelligence between police and the local authority after the child returns home.

Force policies or local guidelines on stalking and harassment are important as their purpose is to clarify local implementation of national guidance. Northamptonshire Police has a comprehensive force policy on stalking and harassment. The policy was revised in July 2016 incorporating a number of changes, and the policy was comprehensive and fit for purpose. To allow effective and early consultation between the Crown Prosecution Service (CPS) and the police, all police forces, and all CPS areas should have in place single points of contact (SPOCs) for stalking cases. Northamptonshire Police has a SPOC for stalking cases, as required, at inspector rank within the adult safeguarding team.

### **Victims of domestic abuse**

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.<sup>25</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).

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<sup>25</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: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Northamptonshire Police<sup>26</sup>**

Outcome type / group	Northamptonshire Police	England and Wales
Charged / Summoned	15.5	23.2
Caution – adults	4.0	5.6
Caution – youths	0.2	0.3
Community resolution	3.8	1.4
Evidential difficulties prevent further action; victim supports police action	25.1	24.1
Evidential difficulties prevent further action; victim does not support police action	43.4	35.4

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

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

In the 12 months to 30 June 2016, Northamptonshire Police's use of 'charged / summonsed' was among the lowest in identified domestic abuse cases in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Northamptonshire Police is not managing domestic abuse investigations effectively and consistently. In HMIC's 2015 effectiveness (vulnerability) inspection we acknowledged the commitment to safeguarding the force had made in setting up a department dedicated to protecting vulnerable people. This was through its dedicated domestic abuse team, which consisted of multi-agency staff co-located to ensure that a range of enforcement and prevention activity can be considered. Since this inspection, the force has disbanded this team and the majority of high and medium-risk domestic abuse investigations were transferred to the CID. Owing to unmanageable workloads, the majority of cases were then transferred to the prisoner investigation unit. The force has retained a small unit to deal with the more complex domestic abuse investigations, but its remit is unclear. Cases within the CID are retained on the basis of complexity and/or seriousness of offence rather than the level of safeguarding required. As a result, victims (especially those who are high- and medium-risk) are receiving an inconsistent service with some cases being investigated by the specialist domestic abuse team, some by the CID and some by the prisoner investigation unit. This is a retrograde step on our 2015 inspection findings.

<sup>26</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.

Equally, the safeguarding support mechanisms for victims are not clear and victims, independent domestic abuse advisers (IDVAs) and other victim support services are often unsure about which unit is dealing with their case. The force acknowledges that the current structure is not satisfactory and plans to implement a new staffing structure and work flow as part of the SDM change programme during 2017. There are good, strong relationships between partner agencies and police in relation to supporting and safeguarding domestic abuse victims. IDVAs work with officers at weekends and attend incidents of domestic abuse with them. This has helped improve officer knowledge about domestic abuse.

Multi-agency risk assessment conferences (MARACs)<sup>27</sup> are well managed and the attendance of police and partner organisations is good.

In some parts of the county, domestic abuse victims are supported by a domestic abuse response team, but this is not in place for all victims across the county. The force needs to adopt a consistent approach to follow-up safeguarding support of all victims. This is especially important in relation to those who are not deemed as high risk and therefore not eligible for the services of the Sunflower Centre (this is a partnership-funded service providing non-judgmental specialist support to victims of domestic abuse).

The force is supported by a domestic abuse prevention worker, employed by Women's Aid, who works within the MASH and works closely with IDVAs from the Sunflower Centre, to support victims of abuse with families graded as medium risk. These families are subject to an early help review by the local authority children's safeguarding team. The domestic abuse prevention worker also acts as a referral pathway into a strategy meeting in circumstances where the abuse of a child is identified. In this way, the MASH system further supports the police in relation to safeguarding victims of domestic abuse where children are involved but whose cases are not graded as high risk.

Domestic abuse victims in Northamptonshire are also less likely to support the police in going on with a case and cases involving evidential difficulties are above the England and Wales rate. The force needs to understand why so many victims of domestic abuse lack confidence in the service it provides. Since fewer victims support the police in going on with their cases, fewer domestic abuse suspects are charged and then tried in court.

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<sup>27</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.



## Summary of findings



**Requires improvement**

Northamptonshire Police has made improvements since HMIC's 2015 effectiveness (vulnerability) report, but still requires improvement in protecting those who are vulnerable from harm and supporting victims. Staff across the organisation have a good awareness of vulnerability and how to identify it. Some good safeguarding activity is taking place.

The force continues to respond effectively to those at risk of child sexual exploitation, working closely with partners to keep victims and potential victims safe. Vulnerability factors are identified by control room staff, but the process is manual and inefficient because of the limited use of 'flags' and markers on relevant computer systems.

The force's structures and staffing levels currently mean that domestic abuse victims receive inconsistent standards of investigation and safeguarding, depending on where they live. Some domestic abuse cases are being managed through a scheduled appointment, which could lead to missed investigative and safeguarding opportunities.

Multi-agency risk assessment conferences (MARACs) are well managed. The attendance of partner agencies, such as health, education and social services is maximised through having several different MARACs held regularly across the county.

The multi-agency safeguarding hub responds effectively, with police and partner organisations working together to safeguard families and children.

### **Areas for improvement**

- The force should review how it deals with open domestic abuse cases in the control room to ensure that initial opportunities to safeguard the victim and investigate the offence are not being missed due to unnecessary delays.
- The force should improve its investigation of domestic abuse cases by ensuring officers and staff with the appropriate professional skills and experience investigate cases, especially complex cases, and are able to provide the ongoing safeguarding required. The force should ensure that these investigations are supervised effectively.

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

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

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

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

As at 1 July 2016, Northamptonshire Police was actively disrupting, investigating or monitoring 44 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.

Northamptonshire Police has a partial understanding of the threat and risk posed by serious and organised crime. The force tackles serious and organised crime in collaboration with the East Midlands Special Operations Unit (EMSOU), a specialist unit comprised of police officers and staff drawn from five neighbouring forces in the region.<sup>28</sup> EMSOU produced a serious and organised crime local profile in June 2015, which is of good quality but has not been updated. OCGs are mapped, scored and reviewed in accordance with the national guidelines in a timely manner by EMSOU.

Partner organisations, such as HM Revenue and Customs and the local authority, do not routinely receive information about OCGs or emerging threats from the police and are not able to provide intelligence to assist in understanding these groups better. While partner organisations are involved in some serious and organised crime operations, operations are normally police-led and other disruptive tactics that partner organisations have are not being used consistently at force level. Greater

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<sup>28</sup> East Midlands Special Operations Unit (EMSOU) provides specialist crime services related to major crime investigation, organised crime group management, forensic services and intelligence to five police forces: Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire.

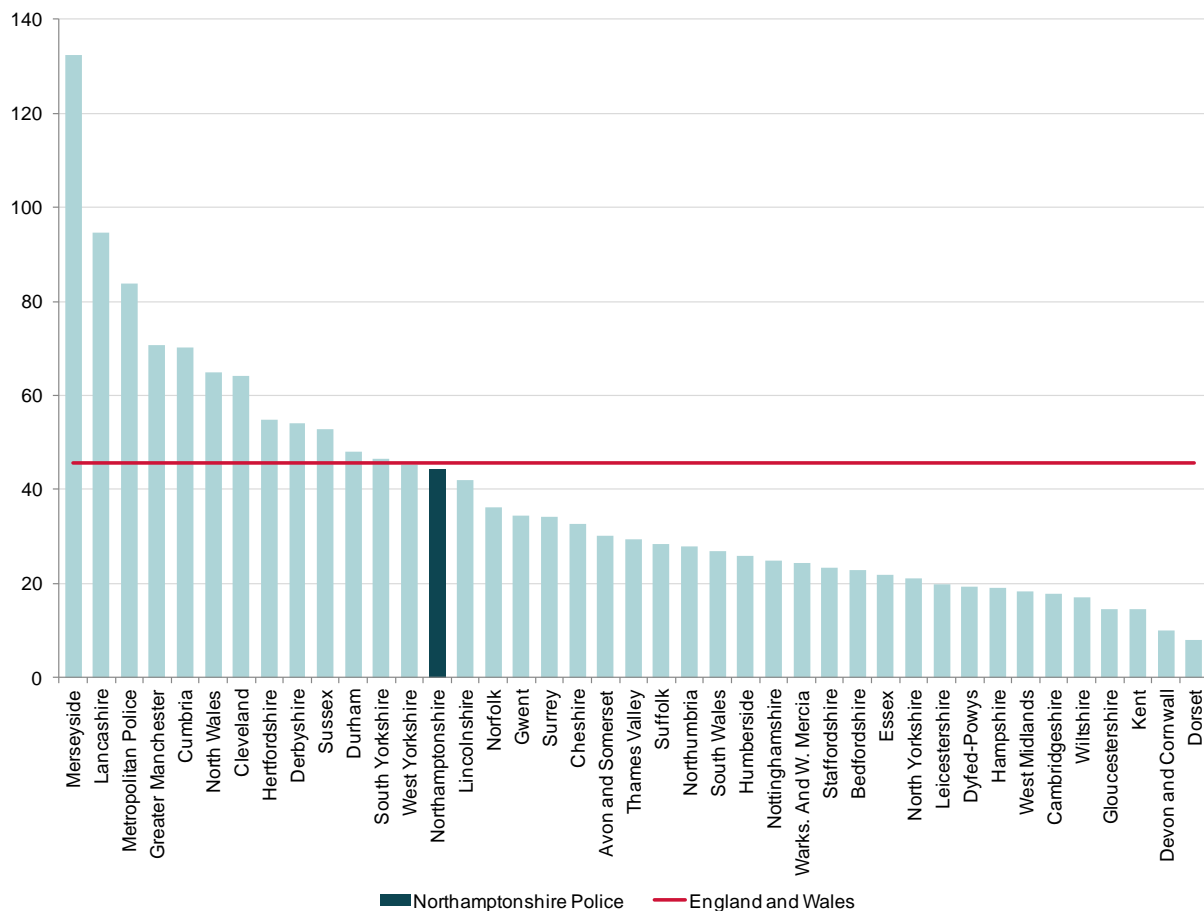
use of partner organisations in tackling serious and organised crime would have a greater long-term impact on disrupting these criminal groups. For example, the Border Force can support intelligence gathering exercises and investigations for OCGs who are believed to be travelling abroad to extend their offending.

Northamptonshire Police has focused a significant proportion of its intelligence and investigative staff on tackling gang violence in response to the increasing threat posed by these groups. While this may be appropriate, remaining resources to identify, tackle and disrupt other types of serious and organised crime are depleted as a result. In addition, the force's organised crime and drugs teams, made up of experienced detectives, are also investigating complex crimes (such as rape) because of the staffing shortages in CID. The impact of these two factors is compromising the force's ability to tackle serious and organised crime.

The force intelligence bureau (FIB) gathers and develops intelligence on serious and organised crime, but it does not have any staff dedicated to OCGs. Safer community teams and response staff are not aware of which OCGs are active in their area; OCG information is not included in briefing material and staff cannot easily find it on force systems. Safer community teams are not given intelligence-gathering tasks and are not suitably trained on how to identify serious and organised crime. As a result, local staff are unable to contribute to the overall picture of serious and organised crime.

The force is taking steps to improve its understanding of newer threats through FIB staff identifying and developing intelligence on child sexual exploitation, human trafficking and modern-day slavery.

**Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016<sup>29</sup>**



**Source: HMIC data return**

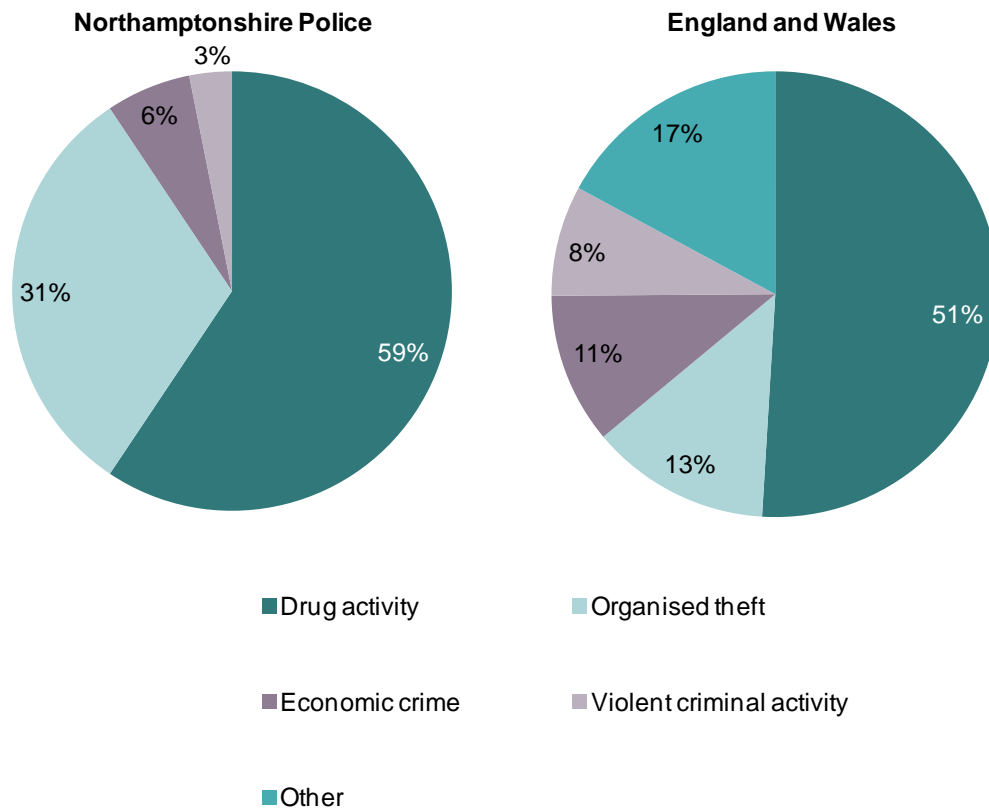
**For further information about these data, please see annex A**

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

Northamptonshire is experiencing an increase in gang violence and some of these groups can also be regarded as OCGs because of their level of criminality and organisation. Some groups are more chaotic and therefore do not meet the definition of an OCG, but are still worthy of police action because of the threat they pose to communities. The force has prioritised tackling these gangs because they have been associated with a number of firearms discharges.

<sup>29</sup> City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

**Figure 10: Active organised crime groups by predominant crime type in Northamptonshire, 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.

Northamptonshire Police is not consistent in its approach to tackling serious and organised crime. There is no force-wide organised crime partnership board. The force is developing local community safety partnership activities to tackle serious and organised crime. This in the initial stages, with each community safety partnership having been briefed on OCGs in their area and introduced to the respective lead responsible officers. In Northamptonshire, detective inspectors have been appointed recently as lead responsible officers and training has been provided. This system is in its infancy and an assessment of its effectiveness cannot be made at this stage.

Lead responsible officers and community safety partnerships will be expected to develop plans using the 4Ps (pursue, prevent, protect, prepare) approach<sup>30</sup> for each organised crime group. Current plans and operations against OCGs are focused on prosecuting and disrupting those involved in serious and organised crime, with little activity focused on preventing people from engaging in serious and organised crime, increasing protection against serious and organised crime and reducing the impact of serious and organised crime. The force is aware of this and plans to develop a broader range of initiatives to tackle serious and organised crime in order to have a greater long-term impact.

The director of intelligence chairs a monthly OCG meeting and proposes which OCGs should be referred to the region for EMSOU assistance. This process lacks an overall strategy or chief officer level scrutiny, which would enhance a whole-force (with partner organisations) approach to tackling serious and organised crime.

The force rarely involves safer community teams in OCG management plans. This means the majority of the PCSOs and officers in these teams are unable to ascertain which OCGs are operating in their area, and are unable to identify them on police systems.

Northamptonshire Police makes some effective use of EMSOU's capabilities (specialist crime services related to major crime investigation, organised crime group management, forensic services and intelligence) to assist in its approach to managing serious and organised crime, with the regional unit currently leading on tackling three Northamptonshire OCGs. The force does not have any capabilities that duplicate those in the region. The Government Agency Information Network (GAIN<sup>31</sup>) is used, and prison intelligence-sharing opportunities and effective working with HM Revenue and Customs are evident. The force disrupts and investigates some OCGs with occasional partner collaboration but does not consistently involve safer community teams. The force should ensure it receives a comprehensive service from EMSOU to maximise the impact on serious and organised crime in the county.

The force is able to show some effect of its activity on serious and organised crime, for example the high number of firearms recovered and drugs trafficking offences

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<sup>30</sup> 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps:

- Pursue – prosecuting and disrupting people engaged in serious and organised crime
- Prevent – preventing people from engaging in serious and organised crime
- Protect – increasing protection against serious and organised crime
- Prepare – reducing the impact of this criminality where it takes place

<sup>31</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.

relating to Operation Worcester (a major gang operation). The force reports 33 positive disruptions of OCGs between 1 January 2016 and 30 June 2016. The force does not routinely measure the impact in communities following operations to tackle OCGs. However in the future, each lead responsible officer will be expected to build this into their plans using the 4Ps approach. Any long-term sustainable impact is minimised due to the lack of mature partnership with the community safety partnerships and the staff shortages the force is experiencing.

## **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.

Northamptonshire Police has several initiatives in place to deter people from becoming involved in serious and organised crime or gang violence. Operational staff know to consider the safeguarding of those involved in, and at risk of being drawn into, serious and organised crime. Staff submit police protection notices using its crime, intelligence, custody and case preparation system so that safeguarding interventions can be put in place through the MASH. However, the lack of knowledge among local policing teams about OCGs means this has minimal impact.

The force has started several initiatives in relation to gangs and in one case it made 150 child protection referrals for youths at risk of violence. A number of other community initiatives are taking place, including community training, youth outreach work and the establishment of a youth forum to inform the community about police decision-making that affects them. One recent example of this is the authorisation of a section 60 [of the Criminal Justice and Public Order Act 1994] stop and search, which allows a police officer to stop and search a person without suspicion, following consultation with the local community after intelligence relating to gang violence was received.

Northamptonshire Police is developing its approach to preventing people from becoming involved in serious and organised crime. While its Troubled Families<sup>32</sup>

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<sup>32</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'.

initiative is not currently linked to the force's approach to serious and organised crime, it is developing an early intervention scheme and this is being championed by the police and crime commissioner. The scheme will be implemented as part of the SDM change programme and will involve partner agencies such as education and social services in preventing young people from becoming involved in crime. It will include primary and secondary school age children.

The force is limited in its approach to managing those already involved in serious and organised crime to prevent them from re-offending. It has one active serious crime prevention order<sup>33</sup> and is waiting for the application of a number of gang injunctions and community behaviour orders. The force currently relies on EMSOU to undertake lifetime offender management for those involved in serious and organised crime who are in prison. EMSOU does not have the capacity to undertake this, which the force acknowledges and is addressing.

The force publicises successes about its disruption of serious and organised crime via local and social media. However, it is increasingly seeking to communicate directly with the local community in order that more detailed information, pertinent to local people, can be shared, the genuine impact of the police activity can be assessed and prevention messages based on the shared experience can be promoted. The force is aiming to reach members of the community that are at most risk from serious and organised crime or gang related activity. An example of this includes work with young females in Wellingborough. The force's corporate communications team develops media strategies with lead responsible officers to promote operational successes in tackling serious and organised crime.

## Summary of findings



**Requires improvement**

Northamptonshire Police requires improvement at tackling serious and organised crime. The force has a partial understanding of emerging and traditional serious and organised crime threats. Organised crime groups are mapped, assessed and reviewed as per national guidance.

The force's ability to tackle serious and organised crime is currently hampered by an increased gang problem. Resources aligned to tackle serious and organised crime are currently focused on gang violence or are required to support CID with complex investigations because of CID's staff shortages.

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<sup>33</sup> SCPO is 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 does not have a force-wide strategic partnership board but relies on the local community safety partnership arrangements to undertake joint problem-solving. These arrangements are in their infancy. Community policing teams have limited awareness of organised crime groups and the force does not consistently involve community teams in organised crime group management plans. The force is able to show some effect of its activity on serious and organised crime, but any long-term sustainable impact is minimised because of its lack of mature partnership with community safety partnerships, current resourcing challenges and increasing gang threats.

Preventative activity is not widespread. The force makes some use of the media to help raise awareness of serious and organised crime.

### **Areas for improvement**

- The force should further develop its serious and organised crime local profile in conjunction with partner organisations to enhance its understanding of the threat posed by serious and organised crime and to inform joint activity aimed at reducing this threat.
- The force should engage routinely with partner agencies at a senior level to enhance intelligence sharing and promote an effective, multi-agency response to serious and organised crime.
- The force should engage routinely with partner organisations in order to increase its ability to disrupt and investigate serious and organised crime.
- The force should assign capable lead responsible officers to all active organised crime groups as part of a long-term, multi-agency approach to dismantling them. These officers should have a clear understanding of their responsibilities, and adopt a 4Ps structure for organised crime group management plans.
- The force should improve the awareness of organised crime groups among neighbourhood teams to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity.
- The force should improve the quality of its action plan that sets out the steps it will take to maximise use of regional organised crime unit capabilities, minimise duplication at force level and ensure that the use of shared ROCU resources is prioritised effectively between forces in the East Midlands region.
- The force should ensure that it has sufficient operational and investigative resources aligned to tackle serious and organised criminals who do not meet the threshold for EMSOU to deal with.

## 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>34</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.

Northamptonshire Police has adequate provision in terms of leadership, threat assessments and planning in place to meet the needs presented by the *Strategic Policing Requirement*. This is supported by the necessary arrangements being in place in the event of a cyber-attack or loss of power.

The force is part of a collaboration with Leicestershire, Lincolnshire and Nottinghamshire police forces, which started in May 2015. Firearms (standard authorised firearms and specialist), roads policing, POLSA<sup>35</sup> and search, emergency planning and dog patrol officers and staff from the forces work together as part of the East Midlands operational support services (EMOpSS). The region has well-defined firearms governance arrangements. A strategic threat and risk assessment has been developed by the regional unit, which complies with College of Policing guidelines and Home Office codes of practice. It uses all appropriate intelligence sources to

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<sup>34</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)

<sup>35</sup> POLSA refers to police search advisers who are trained to plan and manage search activity.

assess threat and risk and includes an analysis of major sites and crowded places, for example sporting events, which it grades to identify more important sites.

## **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.

Northamptonshire Police, as part of the EMOpSS policing area, is well prepared to respond to a firearms attack and has formal arrangements in place to mobilise effectively. The threats posed from a marauding terrorist firearms attack are assessed adequately and EMOpSS has a comprehensive testing and exercising regime. The training unit is compliant with the national firearms training curriculum. Officers from one force will train at different sites with officers from the other forces in the collaboration. Table-top and live exercises involving the military and emergency services take place regularly to test skills and interoperability. These exercises have not yet included control rooms, meaning that staff may not be suitably prepared to deal calmly and confidently with such a situation.

The force, through EMOpSS, is part of the national armed policing uplift programme, which will increase the number of armed response vehicles. The EMOpSS region is implementing an interim plan and has already increased its firearms capability with officers working overtime. As new officers are recruited, the need for overtime will be reduced to achieve the uplift by March 2017

The regional strategic threat and risk assessment was last reviewed in March 2016 in light of revised armed policing assumptions following the attacks in Paris in October 2015. There is an evidenced link between threats and the number of firearms officers and their capability. The availability of armed response vehicles and armed capability meets the needs defined in the regional strategic threat and risk assessment to provide an immediate response for the EMOpSS policing area. However, the assessment identifies that the actual number of firearms officers is under the establishment figure because some officers, have left in the last six months to join neighbouring forces. Recruitment began in April 2016 and a further

intake in January 2017 will bring the number of firearms officers to their establishment number.

HMIC has raised a concern with the force regarding the control room's preparedness for a terrorist attack which the force should address as a matter of urgency..

## **Summary of findings**

### **Ungraded**

Northamptonshire Police has adequate plans to mobilise in response to the threats set out in the *Strategic Policing Requirement*.

The force is partially prepared to respond to a marauding terrorist firearms attack. However, not all staff have been trained to know what to do in such a scenario.

The force is part of a collaboration called the East Midlands operational support services, which has adequately assessed the threat of an attack requiring an armed response. Plans are in place to increase firearms capability by March 2017. Progress is being made with an interim plan and the recruitment of officers to achieve the budgeted number of firearms officers.

## 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/policeforceareadatatables](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables)

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

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

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

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

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

### **Domestic abuse**

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

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

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

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016](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.