PEEL: Police effectiveness 2016

An inspection of Northumbria Police

Contents

Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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

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

5. How effective are the force's specialist capabilities?

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

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

Force in numbers

Calls for assistance

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

Northumbria Police	England and Wales
334	240

Crime (excluding fraud)

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

Northumbria Police	England and Wales
71	68

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

Northumbria Police	England and Wales
+34.7%	+7.8%

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

Northumbria Police	England and Wales
+28.9%	-3.4%

Crime outcomes*

Charged/summonsed

Northumbria Police	England and Wales
17.4%	12.1%

Evidential difficulties: suspect identified but victim does not support action

Northumbria Police	England and Wales
10.3%	10.6%

Investigation completed but no suspect identified

Northumbria Police	England and Wales
43.5%	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

Northumbria Police	England and Wales
47	31

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

Northumbria Police	England and Wales
54	34

Domestic abuse

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

Northumbria Police	England and Wales
22	16

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

Northumbria Police	England and Wales
11.4%	11.1%

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

Northumbria Police	England and Wales
10.0%	10.0%

Organised crime groups

Organised crime groups per million population as at 1 July 2016

Northumbria Police	England and Wales
28	46

Victim satisfaction rate

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

Northumbria Police	England and Wales
90.2%	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[2]

● ● ● ○   **Good**

Northumbria Police has been assessed as good in respect of its effectiveness at keeping people safe and reducing crime. Our findings this year are the same as last year's assessment, in which we judged the force to be good in respect of effectiveness. The force has an effective approach to reducing crime and anti-social behaviour and is good at tackling serious and organised crime. Its response to the management of vulnerability is good. Certain areas of the force's work require improvement, particularly the investigation of crime and reducing re-offending.

Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?	● ● ● ○	**Good**
How effective is the force at investigating crime and reducing re-offending?	● ● ○ ○	**Requires improvement**
How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	● ● ● ○	**Good**
How effective is the force at tackling serious and organised crime?	● ● ● ○	**Good**
How effective are the force's specialist capabilities?	**Ungraded**	

Northumbria Police's overall effectiveness at keeping people safe and reducing crime is good. The force also has some elements of outstanding practice in the way that it supports vulnerable victims.

The force has an effective approach to preventing crime and keeping people safe. Designated neighbourhood teams provide policing at a community level. The force

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

understands its communities, and it has effective methods of communicating with the public, and of obtaining feedback, and it gives the public an opportunity to influence the force's priorities.

Northumbria Police has provided training in relevant powers to give its officers and staff the ability to deal with crime and anti-social behaviour effectively. However, the understanding of problem solving at a local level is mixed.

The force's initial investigation of crime is good. Officers with the appropriate investigative skills are allocated to crimes, and they complete investigations to a high standard. However, the force has an inconsistent approach to investigations of stalking and harassment, resulting in a mixed level in the quality of investigations. There are very long delays before digital evidence is examined.

In more serious cases, such as rape, the force provides an excellent service to victims. It has robust supervisory oversight, good use of risk-assessments and a very good support service to vulnerable victims. This same level of service is also given to victims of domestic abuse, and to vulnerable victims in general.

The force is very good at using a variety of methods to gather intelligence and manage organised criminals at a strategic and local level. It also makes good use of the range of powers which are available to disrupt members of organised crime groups.

Northumbria Police has effective arrangements in place to ensure that it can fulfil its national policing responsibilities.

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 Northumbria?

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 28.9 percent in Northumbria compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 30.5 percent in Northumbria, 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 Northumbria, for the five-year period to 30 June 2016
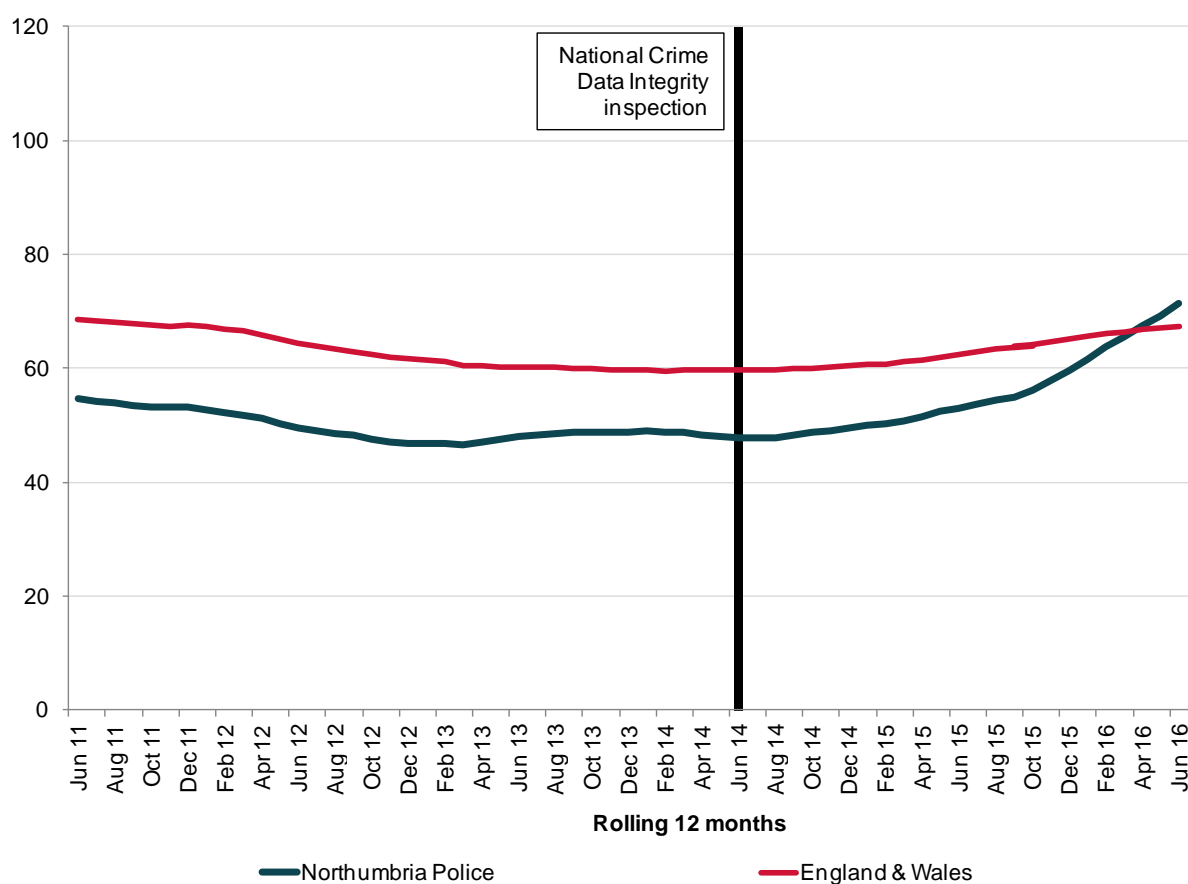
Source: Home Office data
For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Northumbria increased by 34.7 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 Northumbria 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 Northumbria, for the 12 months to 30 June 2016

Rates per 1,000 population	Northumbria Police	England and Wales
Recorded crime (excluding fraud)	71.2	68.2
Victim-based crime	61.8	60.4
Sexual offences	2.1	1.9
Assault with injury	7.5	7.0
Burglary in a dwelling*	5.1	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
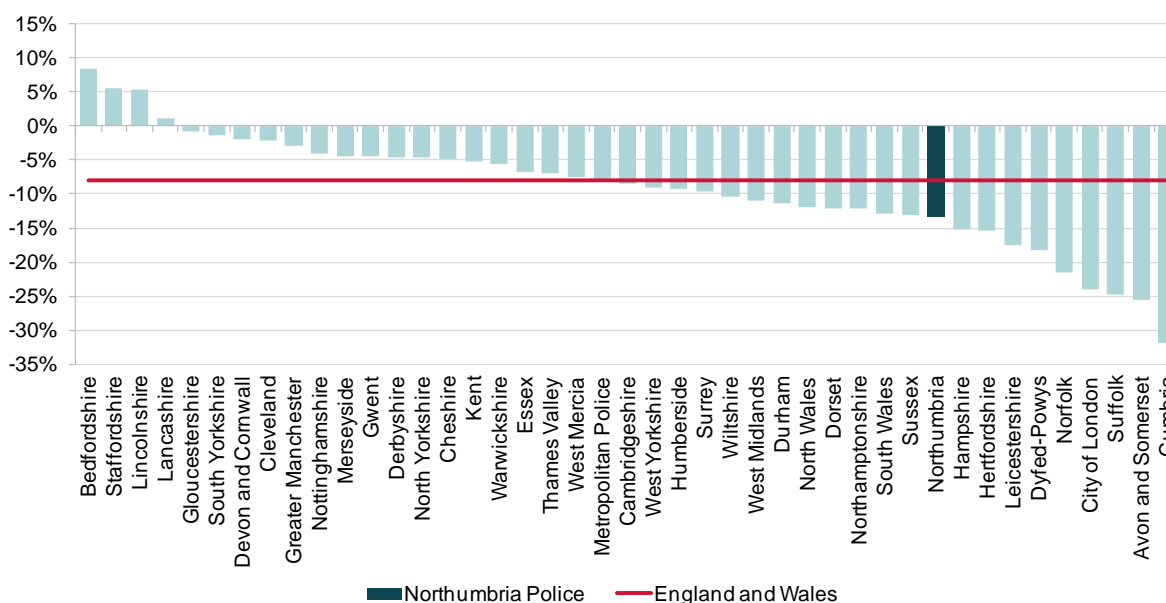
Source: Home Office data
For further information about these data, please see annex A

In the 12 months to 31 March 2016, Northumbria Police recorded 47 incidents of anti-social behaviour per 1,000 population. This is 13 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 Northumbria Police understand the risk posed to its communities?

Northumbria Police is committed to providing neighbourhood policing. It has maintained a local policing model which ensures that officers and PCSOs are based within local communities, and they spend most of their time working with and talking to members of the community, solving problems and preventing crime. Neighbourhood officers are rarely abstracted from their day-to-day role of policing their local areas. Each local policing area has designated and dedicated officers, as well as a neighbourhood profile. We found that the profiles were of an acceptable quality, and contained demographic and community information including important contacts. However, we found during the course of the inspection that the profile documents were not used by all officers, and some officers did not even know that they existed, or what they were for.

The force understands the threats and risks to its communities. A force level strategic assessment is undertaken annually by the force's crime department. It has been developed in line with the National Crime Agency (NCA) format and MoRiLE.[3] It includes a wide range of available data, including demographic data and some

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

limited information from other public services. The force acknowledges that more could have been done to gather data from other public services to identify emerging problems and threats. However, information-sharing agreements across all districts are not consistent, and can be limited or insufficient, which affects the force's ability to gain a consistent and comprehensive picture across all the force.

Since HMIC's 2015 effectiveness report, Northumbria Police has continued to improve its understanding of the risks faced by its communities through analysis of the threats it faces, including child sexual exploitation, for which it has completed individual problem profiles for all of its six local authority areas. It has also completed an analysis of the children and vulnerable adults who have been reported as missing from home, and an analysis of sex workers, and has commissioned an analysis of rape and sexual offences.

How does Northumbria Police engage with the public?

Northumbria Police understands the importance of involving the public in setting priorities and it uses a range of methods to do this. Communication with, and work with, the community is extensive. It takes place across the force and is managed by local policing teams. The force has a detailed communications strategy and regularly communicates with the public in different ways. These include PACT meetings,[4] surveys, and surgeries. It consults the public about the force's priorities using a structured method called 'we asked, you said, we did'.

The force has ways of assessing the effectiveness of its problem-solving methods. Examples include PACT meetings, local residents' meetings and partnership meetings at which local residents or designated community representatives give feedback about projects and their effectiveness, and also identify policing priorities for future projects.

The force victim contract element of the *Code of Practice for Victims of Crime* also provides an opportunity for further communication about the quality of police response to community problems, and allows people to give feedback. Social media, and local Facebook and Twitter accounts, as well as the external websites of other public services are used to communicate with the public, and gather information about matters of public concern. These methods also allow the police and other public services to respond. Although this work does take place, the force may benefit from evaluating which of its methods of communicating with the public are both meaningful and constructive. The force should review and improve its range of communications, the methods it uses to talk to new and emerging communities as well as to some established communities which might not, in the past, have been willing to talk to or work with the police.

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

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a slight increase in public satisfaction with Northumbria Police. Some 404 people were interviewed and 59 percent were very or fairly satisfied with local policing in their area. This is a 1 percent increase on 2015.[5]

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?

Northumbria Police has a good approach to problem solving in communities. The force does regular problem-solving work, and works with communities and other public services to resolve community concerns. The force uses harm reduction plans to assist problem solving, but since HMIC's 2015 effectiveness report, the force has adopted OSARA[6] as the main element of its problem-solving model. Problem-solving plans are now supervised more effectively, are stored electronically for all to view, and there is a system of review to identify what works and to assist learning. This requires further acceptance and understanding before the new system is in use fully, but the force is already improving the way that problem solving is structured and implemented.

The force has developed effective working arrangements with other public service organisations to work together to resolve community problems locally. Local officers know who to contact in other public services, there is a clear process for problem solving, and officers are able to refer concerns in order to get extra resources if they are needed.

The force uses intelligence to help prevent crime and anti-social behaviour. An example of how the force has used intelligence to identify and tackle threats and risk within its communities is Operation Dragoon. This was put in place approximately two years ago in response to several road deaths. The intention is to prevent road deaths by innovative enforcement and education. The team uses automatic number plate recognition (ANPR), as well as intelligence and evidence-gathering, to target

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[5] For further detail, see annex A.

[6] OSARA – problem-solving model based on Outcomes, Scanning, Analysis, Response and Assessment.

offenders and to use road traffic legislation to disrupt criminal activity. The team also works in primary and secondary schools to prevent young people from being enticed into criminal use of the roads.

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

The force is effective at using tactics to tackle crime and anti-social behaviour. Crime prevention advice is accessible to all officers via the crime department and the force intranet. Help is available to protect victims in their homes. Victims First Northumbria (an independent victim referral service and registered charity) provides personal attack alarms and improved security for victims' homes, and officers have been trained about the options which they have for referring cases to other public services. Officers have access to phones for domestic abuse victims, and personal attack alarms are available within the force.

To ensure that the force is using anti-social behaviour powers to good effect, all neighbourhood officers and staff received multi-agency training about the new anti-social behaviour legislation.[7] Closure orders, civil injunctions, criminal behaviour orders, dispersal notices and community protection notices have all been used successfully, and are now accepted operating practices within force neighbourhood teams. Work on public space protection orders is continuing. Officers who are considering using this legislation are supported by specialist legal advisors. Examples of good practice in tackling anti-social behaviour, and using legal enforcement powers have been added to the force's 'learning zone' to ensure that good practice and case studies are disseminated. The force has worked jointly with other public services to take out civil injunctions against people who engage in anti-social behaviour. This was evident during reality testing at a police station where there were three posters on display about civil injunctions which had been put in place to tackle anti-social behaviour in the local area. These injunctions establish conditions in order to protect the community.

The force and local authorities have made full use of available powers to tackle anti-social behaviour. The force ensures that the use of such powers is appropriate and proportionate, and community confidence is maintained through local arrangements to agreed priorities, plans and decisions. Changes have been made to the Northumbria Police integrated computer and communications system (NPICCS – a force computer system for recording incidents, crimes and intelligence) to ensure that there is appropriate supervisory oversight of dispersal powers at inspector level. Further consultation and agreement about the appropriate use of all anti-social behaviour powers is achieved through the local multi-agency problem-solving groups

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[7] The Anti-Social Behaviour, Crime and Policing Act came into force in October 2014 and gave new powers to the police, local councils, social landlords and other agencies to better tackle anti-social behaviour.

(LMAPS) and community safety partnerships (CSPs). For the 12 months to 30 June 2016 the force has issued 14 criminal behaviour orders, 67 community protection notices, 27 civil injunctions and used section 34 dispersal powers 1,278 times.

Northumbria Police is also considering the threat posed by digital crime. It now has a force lead who oversees the implementation of a digital crime project plan to enhance force capability. The force has signed up to the service from 'Get Safe Online' (a government website which offers advice about online safety) to ensure that officers can get up-to-date advice. Specialist advice is also available to officers from the force's cyber-crime unit. Digital policing has been identified as a main theme for force development, and a project is being established to progress this work.

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

The force reviews its performance and acts to improve services although in-depth evaluation of 'what works' was limited. The force encourages all its inspectors to register on, and to use, the police on-line knowledge facility (POLKA) so that they can raise concerns, and disseminate ideas and good practice. However, during the inspection, inspectors we spoke to said that they rarely use POLKA as a resource. The force also disseminates ideas for problem solving to its staff via the force's newly created 'Learning Zone'. This is a repository for good practice, but the work that is put there has not always been fully evaluated, which could lead to its credibility as 'good practice' being questioned.

As part of its new performance reporting structure the force produces case studies from actual incidents. A recent example used the case of a victim of domestic abuse who was, at first, unwilling to support a prosecution. The force secured charges against a long-term partner of 16 years and the case study was used to highlight good practice and 'what works'. The case studies are initially presented to the strategic management board and are made available on the learning zone section of the force intranet.

The force undertakes some evaluation of its tactical activity although this could be done more consistently. There are, however, some good examples where evaluation had taken place. One such example is Operation Forager, a project in Newcastle about burglary. The force has commissioned some evaluation by a local university to look at cocooning, optimal and super cocooning,[8] which will be used to inform future problem-solving methods, as well as predictive analytics to identify vulnerable locations.

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[8] Cocooning is a crime prevention technique where addresses in the locality of a recent crime are visited to provide reassurance and crime prevention advice.

Summary of findings

Good

Northumbria Police is good at preventing crime, tackling anti-social behaviour and keeping people safe. The force is aware of the threats it faces and it works with other public service organisations at a local level to understand the nature of these threats. The force is committed to neighbourhood policing, and local teams spend most of their time working within the communities they serve. The force intends to improve its problem-solving model by using a more structured method which will allow it to learn from good practice. The force does extensive regular work engaging with the public, and it uses a variety of methods to do this. The force should review and improve the range of methods it uses to communicate with new and emerging communities, and with some existing communities which might not, in the past, have been willing to take part in traditional forms of engagement.

The force is making efforts to develop its evidence on good practice. It has started to obtain independent evaluation of projects and it has established a 'learning zone' as a database of good practice so that officers can learn lessons in order to improve the service which the force provides to the public.

Areas for improvement

- The force should evaluate and share effective practice routinely, both internally and with partners, 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. Some offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat[9] 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 with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

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[9] A plant, 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.

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

Figure 4: Proportion of outcomes assigned to offences recorded in Northumbria Police, in 12 months to 30 June 2016, by outcome type[10,11]

Outcome number	Outcome type / group	Northumbria Police	England and Wales
1	**Charged/Summonsed**	**17.4**	**12.1**
4	**Taken into consideration**	**0.4**	**0.2**
	Out-of-court (formal)	**4.4**	**3.2**
2	Caution - youths	0.8	0.4
3	Caution - adults	3.4	2.3
6	Penalty Notices for Disorder	0.3	0.6
	Out-of-court (informal)	**3.6**	**3.6**
7	Cannabis/Khat warning	0.6	0.9
8	Community Resolution	3.0	2.8
*	**Prosecution prevented or not in the public interest**	**1.7**	**1.8**
	Evidential difficulties (victim supports police action)		
15	Suspect identified	9.6	8.3
	Evidential difficulties (victim does not support police action)	**14.6**	**13.8**
16	Suspect identified	10.3	10.6
14	Suspect not identified	4.3	3.2
18	**Investigation complete – no suspect identified**	**43.5**	**47.4**
20	**Action undertaken by another body / agency**	**0.1**	**0.6**
21	**Further investigation to support formal action not in the public interest**	**0.1**	**0.1**
	Total offences assigned an outcome	**95.4**	**91.3**
	Not yet assigned an outcome	**4.6**	**8.7**
	Total	**100.00**	**100.00**

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

Source: Home Office crime outcomes data
For further information about these data, please see annex A

In the 12 months to 30 June 2016, Northumbria Police's use of outcomes was broadly in line with those in England and Wales as a whole. However, any

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[10] 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.

[11] '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.

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 proportion of offences recorded by Northumbria Police, in the 12 months to 30 June 2016, which were assigned an outcome where action was taken against a suspect was 26 percent; this is higher than the England and Wales proportion of 19 percent.

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

Northumbria Police is good at providing an initial investigative response. From our observations within the communications centre we found that call handlers ask relevant questions and gather enough information to assist the initial investigation. The call handlers assess risk well and accurately in order to ensure an appropriate response, and there is good management of risk. Call handlers have immediate access to force intelligence systems which enable a timely identification of vulnerability and instances in which the caller is a repeat victim.

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.

During the review we assessed whether there was evidence that the call handler had considered the reported incident thoroughly, had recorded accurate information and evidence, and had determined the appropriate response, such as the use of specialist resources or staff to progress the investigation. In every case the call handler had acted correctly.

Northumbria Police uses THRIVE[12] in its communications centre to assess the initial risk of each incident. All staff have been trained to use THRIVE and the model is used effectively to assess the level of threat, harm and risk to the caller correctly. The level of risk will dictate the required level and the speed of response. We found that the force was good at ensuring that the deployment of resources was appropriate to the level of threat, harm and risk involved in the incidents.

Force call handlers are all fully trained to give advice to callers about the preservation of forensic evidence, and about crime prevention. THRIVE is accepted and understood within the force's communication centres and is understood by all call handlers. Investigative opportunities are a significant consideration during most incident-related calls. Safeguarding and personal safety advice is also given during the initial report through the assessment of threat, harm, risk and vulnerability.

The force has a resolution without deployment (RWD) team. This team deals with incidents which can be resolved without officers having to be deployed, and where incident details can be taken over the telephone. This process is quality-assured by supervisors within the communications centres, and by the RWD team sergeants to ensure that no investigative opportunities have been missed because officers have not been deployed. All staff in RWD and the communications centres are fully trained in the criteria for deployment of officers, and performance is monitored every day to ensure that incident resolutions without deployments are always appropriate and in line with force procedure.

This has enhanced the force's ability to provide the most appropriate response for incidents. Peer assessment and supervision has demonstrated a 94 percent accuracy rate (force's own internal review) in THRIVE assessment, and work is continuing to improve this further. The force has also improved attendance rates in all incident categories based on the previous 12 months' data. The force monitors its performance in this area and make improvements where it can.

The force has identified that further training and monitoring is needed in methods of dealing with fraud. This includes training call-handlers and the RWD team in methods of dealing correctly with fraud incidents and the correct process for using Action Fraud (the UK's national fraud and cyber-crime reporting centre). The force has worked with Action Fraud to train staff and to increase awareness of this problem. Referrals to and from Action Fraud are assessed using THRIVE and then processed accordingly. There is a clear process in place for the force to receive referrals and this is done within the communications centre. If the initial report identifies that a victim is vulnerable, then the force will seek to investigate the matter before it is sent to Action Fraud.

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[12] THRIVE is a structured assessment based on the levels of threat, harm, risk, investigation, vulnerability and engagement faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

How well do response officers investigate?

Response officers in Northumbria are good at investigating crime. Our file review and reality testing found that 'golden hour' principles were generally adhered to in a timely and appropriate manner for lower level crimes, but were always completed to a high standard for more serious offences. Getting the 'golden hour' right is crucial to ensuring that all lines of enquiry can be followed up in the subsequent stages of the investigation. It also provides an opportunity for the force to develop an effective relationship with victims of crime, whose trust and confidence in the police are essential if investigations are to be effective.

The standard of handover packages from response to investigative teams was variable. Although most were good we found little evidence that handovers were managed and checked by sergeants before they were submitted. Officers and staff who receive the handover packages said that they were of a mixed quality, and that work often had to be redone. On some occasions not enough initial evidence gathering had been completed. Part of the handover package is a checklist which should be completed, but many boxes had been marked as 'not done' for a variety of reasons.

Concerns about investigative capacity can be raised at the daily management meeting (DMM). This will direct work to remedy the gaps, particularly when prisoners have been detained pending interview. However, the inconsistency in the standard of quality of handover packages means that some investigations are delayed, which reduces efficiency, and means that lines of enquiry are being missed, which affects the quality of the subsequent investigation.

In more serious cases, all 'golden hour' enquiries are completed. There is detective capability and cover until 3am each day, and a there is call-out facility for senior investigating officers to ensure that this happens in a timely fashion, and to the required standard, so that the initial investigations of more serious incidents are completed to a good standard. The force operations manager and the communication centre team leaders oversee critical incidents to ensure that crimes with 'golden hour' implications are flagged and directed to the appropriate supervisor as soon as possible. Officers of the rank of sergeant and above are trained using simulation exercises. Their role is to give supervisory guidance at crime scenes to maximise the potential of 'golden hour' opportunities.

The crime allocation policy is documented on the force's instructional information system. Deployment decisions are made by supervisors based on demand and risk. Crimes and incidents are reviewed every day to ensure that threat, risk and harm are considered and incidents are allocated to the best possible resource.

The force's crime system highlights outstanding crimes and enables allocation of appropriate investigations to specialist departments or investigators. Routine discussions take place between the initial responders and investigators in order to

assess the threat, harm and risk associated with the victim and offender. Processes are in place for supervisory reviews and for oversight of proportionate investigations.

Sergeants and inspectors are actively involved in more complex investigations. We examined several cases including historic allegations of both sexual assault and firearms discharges. In all of the cases, there was evidence of strong and robust supervision. The crimes had clear investigation plans and direction. Updates had been recorded and management of risk around both the victim and offender had been considered.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

Overall the public can have confidence that Northumbria Police investigates crimes to a high standard. As part of the review of police files during the inspection, we reviewed a sample of files which demonstrated that the force investigates crimes well, across a range of types of crime. Volume crimes such as theft, burglary and common assault, are investigated effectively, with good investigation plans and high levels of supervisory oversight.

During the course of the inspection we found that specialists investigated more complex cases effectively. These include crimes such as rape and grievous bodily harm. The force has sufficient capacity and capability to ensure that high-risk cases are investigated by officers who have the appropriate levels of skills to provide an effective investigation. Officers have been given training commensurate with the level of investigations they undertake.

Most of the case files HMIC reviewed had evidence of an effective investigation, and made appropriate use of specialist officers to conduct complex investigations.

Supervisors and managers conduct regular reviews and direct investigations. Previous concerns about accurate crime recording led to the force's implementation of Operation Crystal. In this operation, the investigations of more than 50 rape reports have been re-opened amid concerns they had been incorrectly classified by the detectives who first dealt with them. Supervisory oversight is now viewed by the

force as essential. Oversight and review are now in place and performance is managed centrally.

Senior managers have oversight of complex and serious cases. This is made possible by the crime-recording system which flags crimes for supervision and oversight to detective sergeant and detective inspectors within the CID. Complex investigations are also highlighted and discussed during the DMM each day.

Support to investigations

Northumbria Police can provide intelligence professionals who can support investigations. Digital media investigators are based within the CID. These investigators are the first point of contact for research of internet-based and other intelligence sources during investigations. There is also support from the force intelligence bureau (FIB) if the level of research requires more advanced skills and abilities.

The force intelligence units are making good use of a wide range of sources to gather intelligence to support investigations. One local intelligence unit has three intelligence officers who are trained to exploit all intelligence opportunities in order to help investigating officers. This is a positive step and one that provides valuable support to officers with their investigations.

The fingerprint bureau manager is able to provide a list of all forensic hits packages that can be sent to the area commands. The returns provided during the inspection showed that 57 percent of all forensic hits packages are completed within the force target times. Although there is a system in place, a large number are still not being completed within the target time. This is an area the force may wish to review.

The force has the capability to examine digital devices, but this is under-resourced, and there is a backlog, which means that urgent investigations cannot be carried out quickly. The current waiting time in the high tech crime unit (HTCU) for computer examinations is 12 to 15 months, and there is a large backlog of devices which are waiting to be examined. Triage officers within the CID are trained to download data from mobile phones but this is not being done routinely. These delays in digital examinations can result in victims waiting longer for the results of investigations. The HTCU has a force intranet page which informs officers of the current waiting times. We examined this during our inspection and it stated that the latest update (dated 27 October 2016) showed that that even the agreed service level times, which are lengthy, are not being met.

A triage system is in place to help assess mobile devices at an early stage in an attempt to reduce the number of unnecessary items which are seized, and to relieve the pressure on the forensic services. However, the backlog has been caused by a shortage of suitably qualified experts who are able to examine digital devices. The force has invested £330,000 to solve the problem and is actively recruiting qualified

and experienced staff to prepare for future demand. We found no evidence that the force is forecasting future demand, nor any evidence that the force is conducting any impact analysis to identify the consequences of the delays. The force may be carrying serious risks within seized but untouched exhibits. There was no evidence of any prioritisation process other than the seriousness of the offence when considering what should be examined as a priority.

The force's chief officer team is aware of this and they have decided to intervene and reduce the backlog by outsourcing work. This was an area for improvement in HMIC's 2015 effectiveness report and since then it appears that the position has deteriorated. This is now a cause of concern for HMIC and the force needs to give this urgent attention.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,[13] 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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[13] 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[14],[15]
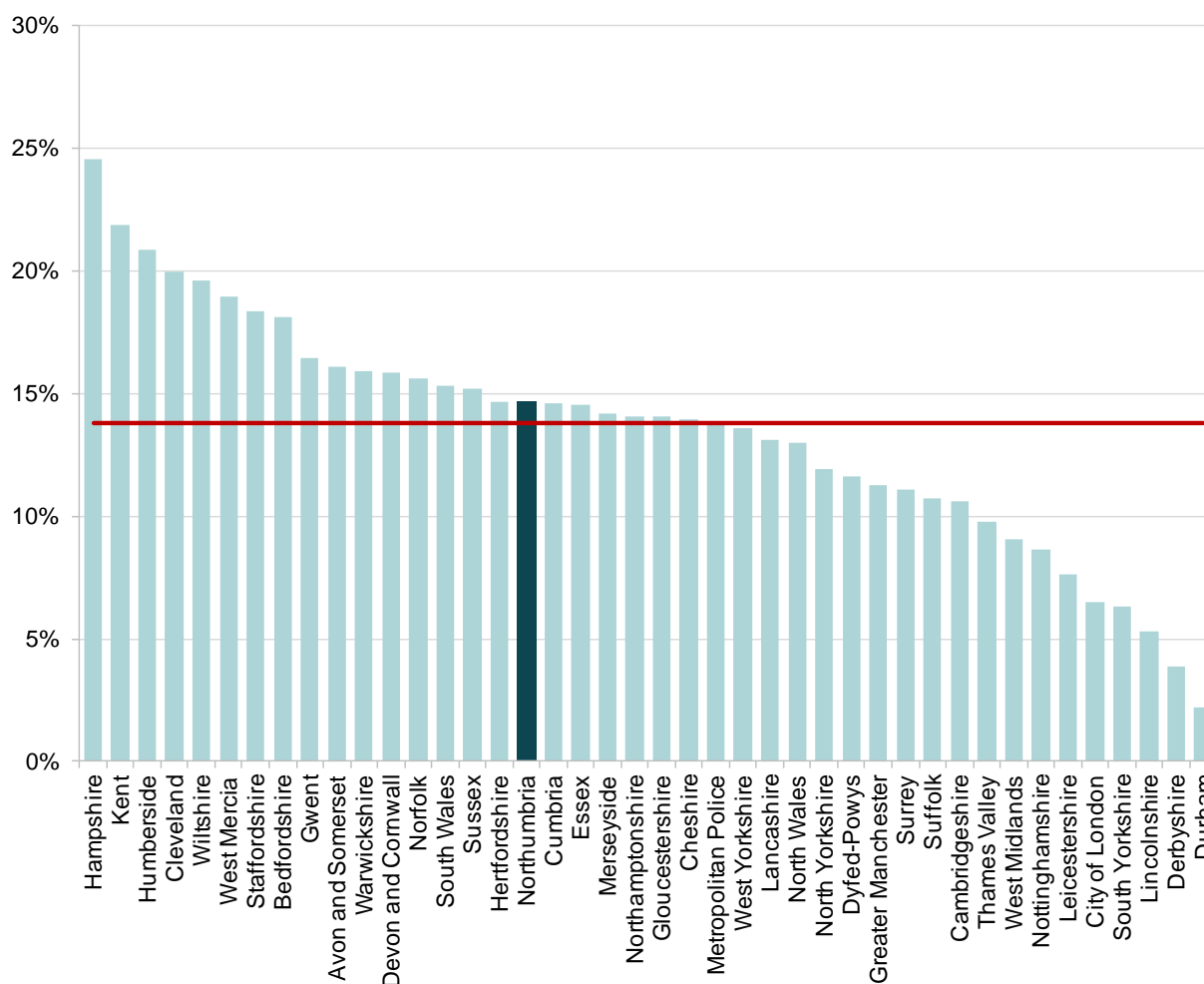
Source: Home Office crime outcomes data
For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Northumbria Police recorded 14.6 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

Protecting vulnerable people and putting victims first is a priority for Northumbria Police. Both the chief constable and the police and crime commissioner have made

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

[15] 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.

this one of their main priorities. All staff are aware of its importance and understand what is required of them.

Northumbria Police has continued to offer training to its staff around vulnerability and this includes bespoke training such as mental health awareness.

The force has good systems in place for reviewing compliance with the Code *of Practice for Victims of Crime*. Sergeants regularly undertake dip-sampling of crimes, and approximately ten percent of all crimes are dip sampled for compliance. Supervisors within the CID ensure that officers make the code a priority and expect them to update their crime reports with victim contact details. Supervisors monitor this closely, and ensure that vulnerable victims are contacted by a supervisor within seven days of the offence having been reported. This also allows supervisors to quality-assure the work which is being completed by their officers. Any failures are reported to the senior command team for discussion with local inspectors.

The force surveyed 200 domestic abuse victims in during May–September 2016 and found that 186 were satisfied with the whole process, and 13 victims expressed dissatisfaction. Reasons for the results were discussed with victims and these have been given to the strategic management board for organisational learning.

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?

Northumbria Police works well with other public services to reduce re-offending. The force is actively seeking and arresting people who are wanted by the police, or who are outstanding suspects, and the force does this in a timely way.

The force has good governance arrangements in place for monitoring of outstanding and wanted suspects, and the local area teams are responsible for this. However, if offenders are deemed to be more of a threat they are actively pursued using wider force resources. At the time of inspection, the rate of outstanding suspects circulated on the police national computer (PNC) per 1,000 population by Northumbria Police was below the rate for England and Wales as a whole (0.62 per 1,000 population compared to the England and Wales rate of 1.26 per 1,000 population).

The force conducts checks on all offenders who are foreign nationals. All EU arrest checks are conducted by custody staff using the European Request Information Capture (ERIC) electronic system. Non-EU checks are also conducted by officers.

The force completes the relevant ACRO[16] checks depending on whether the foreign national offender is European or not. This is an improvement since HMIC's 2015 effectiveness report where we identified that not all foreign nationals were being checked.

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

Northumbria Police is good at protecting the public from harmful offenders. The force received innovation funding to tackle the most harmful and serial domestic abuse perpetrators. The overall aims are to safeguard victims of domestic abuse and to stop or reduce re-offending of perpetrators. The scheme identifies the most harmful perpetrators, and serial perpetrators, by using police data, and data from other public services. The perpetrator is targeted through a multi-agency tasking and coordination (MATAC) process which produces a plan based on the needs of each perpetrator. The scheme pays for a voluntary domestic violence perpetrator programme across the force area, and this provides a tactical option for MATAC.

Northumbria Police could improve its methods of integrated offender management[17] (IOM). Offenders managed within the IOM programme only include people who rob, steal, and burgle. The force has no plans to expand the group beyond this type of offender to include registered sex offenders, child sexual exploitation risk offenders, and members of organised crime groups. There are six local authority areas within the Northumbria Police area and together they have 156 named offenders on IOM programmes. Each local authority holds meetings every month where the community rehabilitation service (CRS) works alongside Northumbria Police to manage the offenders. Northumbria's IOM units are under-resourced in comparison to England and Wales as a whole. There is also currently no capacity within the CRS for non-statutory work to manage offenders voluntarily.

The IOM units do not work in the same buildings as the other public services the force collaborates with. There is a joint approach to selecting offenders for the IOM programme, but this is not systematic. Selection of offenders was based on an IOM matrix where individual offenders were selected based on the numbers of offences they had committed. Offenders are now assessed following discussion with other public services. Professional judgment and local knowledge are the main factors in determining who is included in the IOM group. The force shares information about offenders. This is done at face-to-face at meetings rather than by systematically sharing and disseminating intelligence and information via IT systems. The force has not evaluated the IOM programme to assess if it is achieving its aims and objectives,

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[16] 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.

[17] Integrated offender management uses a multi-agency response to fight the crime and re-offending threats which are faced by local communities. The most persistent and problematic offenders are identified and managed jointly by public service organisations working together.

and has no effective way of measuring its success. The measure of success simply consists of informal analysis of re-offending identified by local knowledge (viewing arrest logs). The main aims are to move the offender into a lower category of risk of reoffending, and ultimately to stop him or her from reoffending. In HMIC's 2015 effectiveness report an area for improvement was included around the IOM structure and process. During this inspection we did not find any evidence that any improvements had been made in the last 12 months, and IOM processes were still found to be ineffective.

Northumbria Police's management of registered sex offenders is very good. The risk management plans for high risk offenders are reviewed after every home visit, and there is a structured approach to the frequency and nature of these visits. These visits are always made jointly by the police and other public services. The force has a centralised MAPPA unit[18] which shares a building with the probation service. There are dedicated officers and staff who have oversight and robust management of all registered sex offenders (RSOs) and potentially dangerous persons (PDPs).

The force is testing new methods so that it can improve the management of high-risk offenders. The force uses eye-detection software to make an initial assessment of whether an offender might be lying before a full polygraph test is carried out. This identifies people whom it might be appropriate to subject to a more detailed polygraph test. This method allows more testing to be done and identifies high-risk offenders earlier in the process. This is an innovative approach that the force is continuing to develop.

The force is proactive in its approach to identifying and arresting people who share indecent images of children online. It monitors people who look at indecent images of children on the internet. These people are graded as either high or low risk. All of the high-risk cases have had a case initiated on them through the paedophile online team (POLIT) intelligence team. At least half of the low-risk cases had also had cases initiated.

Summary of findings

Requires improvement

Northumbria Police requires improvement in its approach to investigating crime and reducing re-offending. The force is good at identifying vulnerability at the first point of contact and then mitigating risks. The force has continued to improve its service to

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[18] Multi-agency public protection arrangements (MAPPA) 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.

victims and the service is of a consistently high standard. All officers and staff understand their role in investigating crimes and supporting victims.

Officers investigate crimes involving vulnerable victims to a high standard. Good processes ensure that victims are well supported and are updated regularly about the progress of investigations. The force works well with other public services and provides effective safeguarding support through the use of restrictive orders such as domestic violence prevention notices. The force is particularly effective at arresting domestic abuse perpetrators.

The force has a backlog of outstanding digital evidence. We are concerned that there might be risks within that evidence which have not yet been identified. This might include unidentified victims, as well as suspects who have not yet been identified. In addition, such a backlog prevents offenders from being brought to justice quickly, and prolongs the time before victims are able receive justice.

Cause of concern

The force's ability to examine digital devices is causing severe delays, hampering the quality of investigations and undermining the service provided to victims.

Recommendations

The force should immediately take steps to:

- assess and understand the risk associated with devices currently awaiting examination;

- reduce the number of devices awaiting examination, and the time taken to examine each device; and

- create an effective and sustainable system to ensure that new devices are prioritised and examined quickly enough that the timeliness and quality of investigations are not compromised.

Areas for improvement

- The force should widen its approach to integrated offender management to maximise its impact on reducing threat, harm and risk. There should be clear measures of success which enable the force to evaluate how effectively it is protecting the public from prolific and harmful offenders.

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

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

Following HMIC's 2015 effectiveness (vulnerability) report, in which Northumbria Police was graded as good, the force has continued to build on the service it provides to vulnerable people. We found that the force has continued to develop the picture on hidden crime such as child sexual exploitation, domestic abuse, and sex workers, and is working towards enhancing its understanding of modern day slavery and rape and sexual violence.

The force now has provided training to all staff on vulnerability and is also providing training around coercive control and mental health. It now has a triage vehicle staffed by the health service and the police that attends calls relating to mental health.

The force is consistently good at identifying vulnerable people at the first point of contact and investigates crimes linked to vulnerability to a high standard with excellent levels of supervisory oversight and victim care. The force works with partner agencies to provide good safeguarding support through the use of restrictive orders and makes good use of the Right to Ask process. The force is effective at arresting domestic violence perpetrators as well as working with them to prevent re-offending.

Officers make effective initial assessments at scenes and complete the required assessment tools, such as DASH, to a good standard. There is also a robust checking process to ensure the quality is high and that nothing is missed. Body-worn video cameras are also used to provide evidence to support prosecutions where the victim is not engaging with the process.

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*,[19] others use the definition referred to in ACPO guidance[20] and the remainder use their own definition.

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

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

Development is underway to incorporate elements of the Care Act definition and the *Code of Practice for Victims of Crime* (VCOP).

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, 19.0 percent of all recorded crime in Northumbria 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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[19] *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

[20] 4 The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: 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[21]
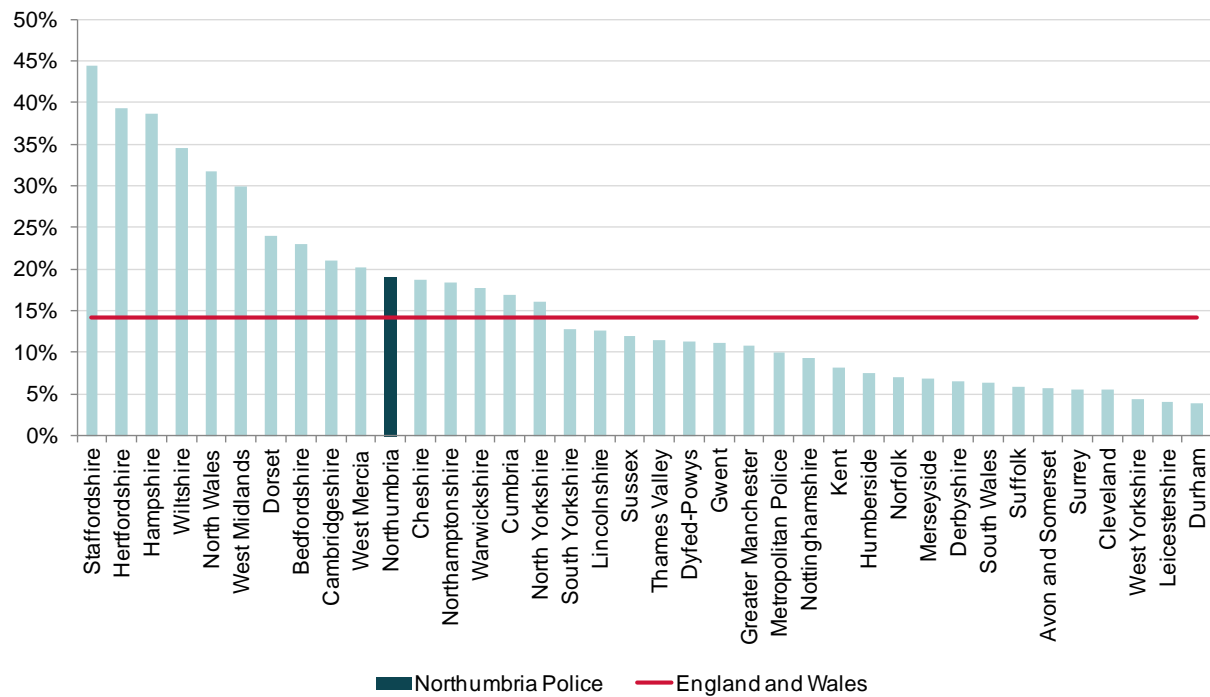
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

Northumbria Police is good at identifying vulnerable people and responding appropriately to their needs.

The force wants to move towards a definition of vulnerability that is developed in consultation with other public services, because the force recognises that vulnerability cannot be tackled in isolation. The current position has been publicised through posters, in the force 'mission, vision and values', and has been communicated personally by the chief constable at briefings around the force.

Vulnerability is a clear priority for the force. This is demonstrated through the force mission statement, 'Proud to Protect'. The chief constable has carried out a series of briefings to all officers and staff on the importance of vulnerability. The force has moved from a performance framework which emphasised serious robbery, burglary and theft, to one which concentrates on vulnerability and safeguarding. This is reflected in the force daily management meetings. The chief officer team hold regular staff forums where representatives from different ranks and roles attend and discuss current problems. These forums are often used to reinforce the fact that vulnerability

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[21] 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.

is a force priority. There is also a weekly 'Chief's Blog' in which the vision and values are repeated, including vulnerability.

The force aims to improve its understanding of vulnerability and has compiled a number of problem profiles. There are six profiles covering child sexual exploitation, one for each local authority area. There are also detailed problem profiles which cover cyber-crime, sex workers and domestic abuse. There are also three other plans in preparation on rape, missing persons and so-called 'honour-based violence', although it is not clear what the deadline is for the completion of this work.

To reinforce its commitment to vulnerability, the force has done much work on the subject of demand. The force has invested in a new safeguarding department. The increase in capacity within the safeguarding department was carried out in direct consultation with other public services. Positive results are already being seen in the work which has been done on Operation Sanctuary. This is a continuing investigation into allegations of a series of sexual offences involving a number of men and vulnerable female victims, including teenagers and young adults. The force also runs operations such as Caspian and Border. These dealt with human trafficking and exploitation. Officers and staff feel that the difference is being seen every day, and safeguarding has become 'routine'. Training continues to be given to increase awareness of vulnerability, and external consultants have been used to provide information about the safeguarding of young people and vulnerable adults. The force has also provided training to its officers and staff, jointly with other public service organisations, about mental health problems. This included information on how to identify signs of mental illness; how to respond to people who are displaying the symptoms of mental illness, and the support and treatment which is available to support these vulnerable people. The force has triage vehicles working from 8am through to 11pm daily to respond to calls involving people with mental health problems. The fact that these vehicles are deployed for many hours every day again shows the force's commitment to helping vulnerable people.

In addition, front line officers have been trained to complete child concern notifications correctly, and this has improved the quality of the submissions. Officers and staff that HMIC spoke to had a good understanding of vulnerability, and quoted a wide range of factors that contribute to vulnerability. In the 12 months to 30 June 2016, 1.8 percent of incidents in Northumbria were flagged to identify mental health. This is broadly in line with the 2.4 percent for England and Wales as a whole.

Officers and staff in the communications centre have an excellent understanding of vulnerability and this is seen as the main priority when calls are received. They have access to the force's intelligence and crime reporting system, which enables a 'fast time' ability to identify repeat victims. The force uses a specific flag on its system to identify people and incidents where vulnerability is a problem, to show that additional attention is needed. To ensure that quality continues to be maintained the force recently assessed 455 calls to establish if THRIVE had been used correctly.

This included the use of grading policy, the recording of rationale and the recording of vulnerability. The result was that over 94 percent were found to be compliant. This was in line with HMIC's finding on our inspection. More regularly, supervisors check three calls per member of staff for every block of duties (effectively three per week per staff member). A monthly performance report is submitted to the management team by supervisors. Within this report, individuals are highlighted for concentrated support if it is needed, which means that they will receive extra monitoring and supervision.

Northumbria Police is good at identifying vulnerability and the number of repeat victims at the first point of contact. This is reflected in the figures provided to HMIC where Northumbria Police identified that 17 percent of the incidents on the crime system were from repeat victims; this compares with an England and Wales figure of 12 percent.

We identified a number of strengths in the way that Northumbria Police and the other public services that they work with raise public awareness of the risks of child sexual exploitation. This is leading to increasing identification of children who are at risk and effective responses to children when risks are first identified. However, there are areas that need further development, both in respect of the effectiveness of multi-agency practice at the initial stage and in the quality of practice in supporting children who are at risk of child sexual exploitation.

In the 12 months to 30 June 2016, 19 percent of recorded crime in Northumbria was flagged to identify a vulnerable victim. This is broadly in line with the 14 percent for England and Wales as a whole. The previous use of child sexual exploitation flags depended on a thorough assessment of existing intelligence and officer completion in every case. From 5 August 2016, new sexual exploitation checks were introduced to ensure that data was gathered effectively by the use of crime-recording checks and the public protection checks.

How effectively does the force initially respond to vulnerable victims?

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

Do officers assess risk correctly and keep victims safe?

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Northumbria increased by 60 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 11 percent of all police-recorded crime in Northumbria, 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 Northumbria Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 52 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[22]
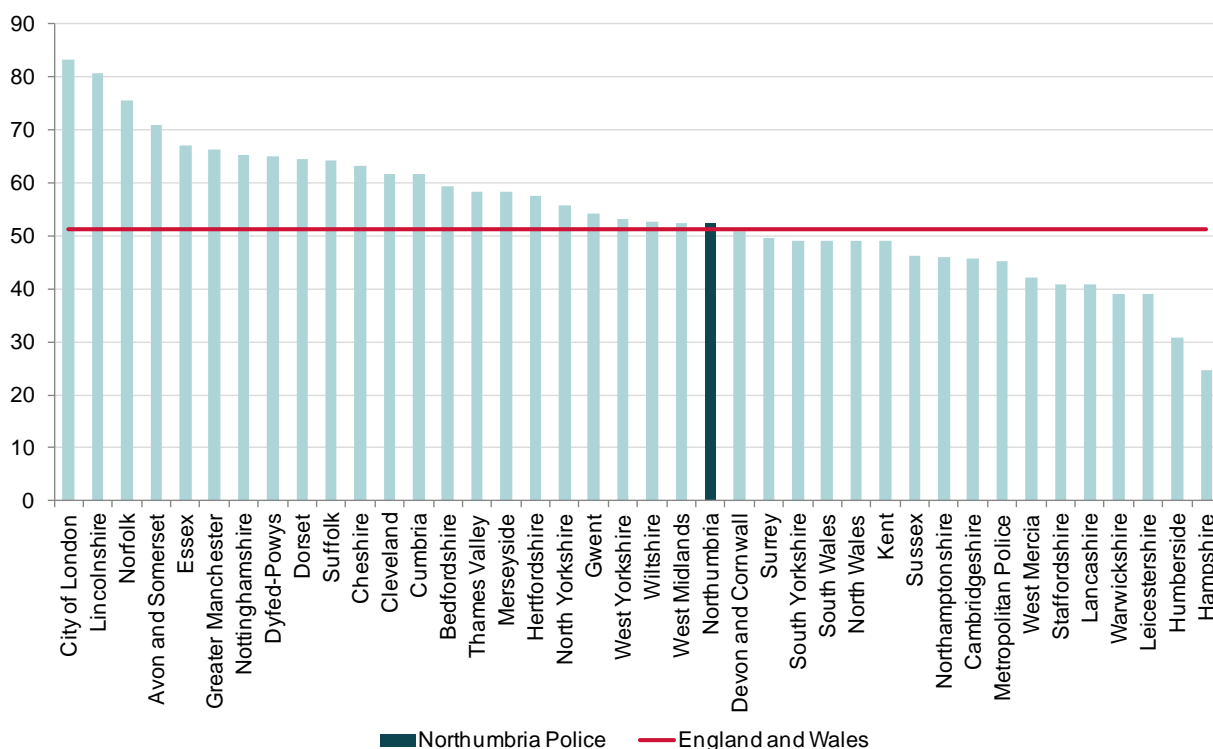
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

Northumbria Police is very thorough at assessing vulnerability when a call is first received. We found that where the victim was regarded as vulnerable appropriate safeguarding was considered. The public can be confident that the most vulnerable victims are receiving a quality service from the force. Officers on the front line are aware of support organisations for safeguarding and are aware of the methods that they can use to refer people to these organisations.

Officers who attend domestic abuse cases complete a DASH[23] assessment which identifies the specific vulnerabilities of the victim, and records any safeguarding supportive measures implemented by the officer. DASH forms are completed to a high standard and there are a number of checking procedures built into the process to ensure that each form is completed and assessed correctly. In addition the victim

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[22] 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.

[23] Domestic abuse, stalking and harassment (DASH 2009). 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.

needs assessment (VNA) will also identify what supportive measures may suit victims. Victims First Northumbria is also available as a one-stop-shop for various public service organisations to give additional support to all victims. Within Northumbria victims have a range of support services available to them and the force is proactive in ensuring that victims use these services.

In the 12 months to 30 June 2016, Northumbria recorded 20.8 incidents with a domestic abuse flag or marker per 1,000 population. This is above the 12.8 for England and Wales as a whole which suggests the force is effectively recording domestic abuse incidents.

Response officers provide excellent safeguarding to victims when they first attend an incident, and have a good working knowledge of safeguarding tactics and they apply these when they attend domestic abuse and other incidents. As a further check all reports are submitted to the protecting vulnerable people team who undertake a further assessment and disseminate information to other agencies if this is appropriate.

When dealing with missing and absent children a robust review and checking process ensures that all cases are always checked for links to child sexual exploitation. Each of the geographical force areas, north, south and central, has a 'missing from home' coordinator. Every day, the coordinator checks all missing and absent logs and reports, and cross-references any child sexual exploitation matters which relate to those children. Missing and absent cases are also raised at DMM. The missing persons debrief is a locally commissioned service by children's services using Barnado's and the SCARPA Project. (SCARPA is a Children's Society project which gives targeted support to young people who go missing or are at risk of sexual exploitation). Missing from home coordinators attend the MSET (missing, sexually exploited, and trafficked) meeting where gaps in service provision or residual risks can be raised with other public service organisations.

The force has a specialist and well-resourced team which works with specific public service organisations, and deals with child sexual exploitation and abuse. The force has set up two Sanctuary teams, based in the north and south of the force area. The teams are multi-agency and work together in a non-police building. The police, social services, Barnado's, and several charities work together to support young and vulnerable people. The teams deal with victims potentially from first contact, and throughout the whole process if the victim discloses information about sexual exploitation and abuse. Sanctuary also includes an investigative police team, which deals with all of the non-victim based enquiries.

Victim contact and support is excellent and is bespoke to each victim. It is managed by trained officers and staff from other public services in a comfortable and relaxing environment. Information is shared daily between the police and other public services. Referrals come to the unit via the force intelligence bureau (FIB) mailbox,

adult and children's services, probation, police child and adult concern forms, and the central referral unit (MASH).[24] If victims come to the unit and do not wish to make a disclosure at that time they are still supported and given safeguarding advice such as information about lifestyle choices. The team has no backlog of work, and the investigators meet the victim team every week to discuss cases and actions. The chief constable is firmly behind this team and has authorised its growth to meet new and future demand. Victims of exploitation will be dealt with by specialist officers in a unique environment, and victims receive a very high standard of service.

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

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

The force is very good at investigating offences in conjunction with other public services to keep people safe. Specialist departments with trained staff ensure that investigations are of a good quality and are well supervised.

The force makes good use of Domestic Violence Protection Orders (DVPOs),[25] with 174 being authorised and 49 breached in the 12 months to June 2016.

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

[25] 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.

The force also authorised 215 Domestic Violence Protection Notices (DVPNs).[26] The force uses the Domestic Violence Disclosure Scheme (Clare's Law).[27] The force's rate per 100,000 population for use of 'Right to Ask' is notably higher than for England and Wales as a whole; its rate of use of 'Right to Know' is slightly lower.

Coercive control training has been given to all frontline staff by a specialist in sexualised trauma. This training concentrated on immediate safeguarding actions and support which is tailored to the needs of each vulnerable person. There has also been force-wide training about mental health problems. This ensures that officers are well-educated about the methods of offering bespoke services which meet the needs of a range of vulnerable people.

Neighbourhood teams are fundamental to the safeguarding of vulnerable victims and they work closely with the safeguarding department and 24/7 response teams. Neighbourhood staff will support standard and medium-risk domestic abuse victims, and will use police domestic violence prevention orders and child abduction warning notices. The neighbourhood inspector attends the monthly 'missing sexually exploited and trafficking' meeting (MSET) and actions arising from that meeting are carried out by the neighbourhood team. One example we found was of a child who was frequently reported as missing from a local authority care home, and who was referred to the neighbourhood team. The team established that the child was visiting a friend in another area, and that the two children were being picked up by an adult and taken to parties where the child would get drunk. The adult was served with a child abduction warning notice.

Operation Secure is aimed at safeguarding vulnerable people and targeting those people who cause the most harm. This concentrates on the identification of vulnerable young people and associated offenders, specifically offenders who engage in child sexual exploitation. Operation Secure places vulnerability at the centre of daily operations, and there has been a significant change in culture and ways of working in order to protect people who cannot look after themselves.

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[26] A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that:
– the individual has been violent towards, or has threatened violence towards an associated person; and
– the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

[27] 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.

Neighbourhood policing teams regularly work on tasks assigned by the DMM. They plan the safety of standard or medium-risk domestic abuse victims, and use new anti-social behaviour legislation which allows the use of harbouring notices[28] for children who are at risk. They are often given the task of disrupting serious offenders linked to Operation Sanctuary and they patrol a number of trigger plans for sexual exploitation.

The force is strengthening its methods of working with other public services to safeguard children, and plans to make MASH accepted and understood in each of the six local command areas. MASHs are currently in place at Sunderland, Gateshead and Newcastle with strategic agreement elsewhere with other public services for the allocation of resources.

During our reality testing at the MASH in Gateshead, it was shown that Operation Encompass is a good example of sharing information between agencies which protect vulnerable children. Operation Encompass is the result of work done by Northumbria Police collaborating with local authorities and nominated 'key adults' in schools. The Operation Encompass officer will inform the 'key adult', before the school day begins, that the police were called out in the last 24 hours to a domestic abuse incident where a child was present, or where a child witnessed or was involved in domestic abuse. Eighty-seven schools and one college have signed up and are supporting the project. All these schools have identified safeguard leads who are known and available to the MASH representative. All the cases we reviewed had been well managed and information had been disseminated to the other public services who take part. Officers within MASH were very proactive and were entrusted to make significant decisions at strategy meetings, discussions and training events.

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.[29]

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

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[28] Harbouring notices are official written warnings given to someone by the police on behalf of a parent or carer of a young person, instructing them that they are banning them from seeing that child and that they will be arrested for child abduction if they continue to do so.

[29] 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.

the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

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

Outcome type / group	Northumbria Police	England and Wales
Charged / Summonsed	30.4	23.2
Caution – adults	7.5	5.6
Caution – youths	0.3	0.3
Community resolution	0.7	1.4
Evidential difficulties prevent further action; victim supports police action	22.1	24.1
Evidential difficulties prevent further action; victim does not support police action	30.5	35.4

Source: HMIC data return, Home Office data
For further information about these data, please see annex A

In the 12 months to 30 June 2016, Northumbria Police's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Northumbria Police has a good approach to domestic abuse. It uses various enforcement tactics to mitigate risks to victims. The force conducted a review of 35 DVPOs (January 2016 to June 2016). This found that DVPOs were appropriate, proportionate and had been recorded correctly in the majority of cases (91 percent). HMIC found good evidence of a multi-agency approach to managing the DVPOs. Breaches of orders are dealt with robustly and quickly, which ensures that offenders are brought to justice.

The force has a domestic abuse action plan in place. Domestic abuse is a priority for the force, and there is a commitment to tackling domestic abuse and improving services to victims. A multi-agency 'task and finish' group has been established to consider repeat referrals and the needs of victims. The domestic abuse policy and procedure has been reviewed following the College of Policing's publication of authorised professional practice. The domestic abuse problem profile is due to be refreshed by March 2017. A problem profile for domestic homicide reviews has also

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[30] 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.

been completed. An action was also included to review all PSD cases to develop preventative actions where there have been cases of officers abusing their authority to exploit vulnerable victims of domestic abuse.

Evidence provided by the force during our fieldwork indicates that at the time of inspection, it was recording a higher proportion of domestic abuse incidents as crimes than in 2013. Officers act positively at domestic abuse incidents. Offenders are arrested at the earliest opportunity. If this cannot be done, other tactics are employed such as providing improved security for the victim's home, or referral to a refuge. The level of safeguarding employed by the force provides an outstanding service. Children are seen, in person, to check on their welfare and they are commented upon on the DASH form. If it is a non-domestic incident then a child concern form is submitted. The initial response includes staff on shift who are able to fit alarms, identify safe locations to stay short-term with more specialist support coming in during office hours as required. Items such as mobile phones and door and window locks can be accessed by response and neighbourhood officers 24/7. Body-worn video cameras are always used by officers at domestic incidents to capture evidence which can later be used for unsupported prosecutions in high risk cases. Any safeguarding activity which officers and staff carry out is recorded on the domestic violence report which is scrutinised subsequently by a supervisor.

The force is excellent at supporting victims of domestic violence. Neighbourhood policing teams support the process by receiving 'domestic violence plans' for all standard and medium risk domestic violence incidents. All domestic violence plans have 'action review dates' which prompt sergeants to review their officers' actions to support victims of domestic abuse. Neighbourhood officers contact victims and offer advice, guidance and practical support. The force gives victims information about their personal safety and the organisations which can support them. We found evidence that the force is proactive in conducting victimless prosecutions. The force also offers the victims in these cases continued multi-agency support services regardless of whether or not they are working with the police to support the investigation.

Summary of findings

Good

Northumbria Police is good at identifying vulnerability at the first point of contact and then mitigating risks. The force has continued to improve its service to victims and the service is of a consistently high standard. All officers and staff understand their role in investigating crimes and supporting victims.

Officers investigate crimes involving vulnerable victims to a high standard. Good processes ensure that victims are well supported and are updated regularly about the progress of investigations. The force works well with other public services and provides effective safeguarding support through the use of restrictive orders such as domestic violence prevention notices. The force is particularly effective at arresting domestic abuse perpetrators.

The force has a backlog of outstanding digital evidence. We are concerned that there might be risks within that evidence which have not yet been identified. This might include unidentified victims, as well as suspects who have not yet been identified. In addition, such a backlog prevents offenders from being brought to justice quickly, and prolongs the time before victims are able receive justice. Despite the good work which the force is doing to support vulnerable victims, this problem affects the force's overall effectiveness in this area.

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

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

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

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

As at 1 July 2016, Northumbria Police was actively disrupting, investigating or monitoring 28 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.

Northumbria Police has a good understanding of the threat posed by serious and organised crime and is taking steps to understand the newer emerging threats. In an attempt to develop its analytical capability the force has sent an analyst and a researcher to the North East Region Special Operations Unit (NERSOU) on a regional mapping pilot. The knowledge they acquire will be brought into Northumbria Police.

The force control strategy includes serious and organised crime, child sexual abuse and sexual exploitation in its six priorities. Human trafficking and cyber-crime are identified as areas of threat that require further intelligence. The force strategic assessment includes modern slavery, sexual offences, sexual exploitation and cyber-crime.

The organised crime group mapping and re-scoring process is completed by the force in compliance with national guidelines. OCGs that pose a higher risk are re-assessed more frequently than national guidance requires so that the force is regularly aware of any changes in the risks that an OCG might pose, and can respond accordingly. The force has a good structure to provide governance to OCG management. The regional process, managed by ROCU, sets the overview with

regional OCG activity. The force's work on OCGs is managed in meetings, and an assistant chief constable takes overall responsibility.

The force uses a wide range of intelligence sources to increase its understanding of OGCs including information from local officers, communities, other public services, and digital media. Officers and staff, particularly neighbourhood support teams, have a good knowledge of the OCGs in their areas and are given tasks for intelligence collection. The force works well with the prison service, and prison intelligence is good. The force routinely uses the government agency intelligence network (GAIN) as another source of intelligence.[31]

Northumbria Police gathers intelligence on named members of OCGs through their response and neighbourhood officers. Neighbourhood policing team officers receive intelligence and information about OCG members who live and operate in their policing area so that they can contribute to intelligence gathering and disruption work. Staff make real efforts to ensure they know the OCG members in their areas. This has been done by staff briefings to every section from individual intelligence officers. The force has also produced a 'plan on a page' for every OCG. This is very useful, and helps officers to understand what they need to do to monitor and disrupt each OCG. We visited a neighbourhood policing team based at a retained fire station. They are regularly given tasks to obtain intelligence about members of OCGs. Each OCG has a local inspector who is in charge of work to disrupt and dismantle it. This ensures that local staff also play an important role in managing all OCGs. HMIC spoke to local officers and staff, who showed that they have a good knowledge of the OCGs active in their neighbourhood.

The serious organised crime (SOC) profile is in place and was last completed in December 2015 but it contains no data from other public services. The document was not shown to other public services for consultation before it was published. Consultation is now taking place a year after it was created and the force is looking at commissioning another document, this time using data from other public services. The force should ensure this happens as quickly as possible.

The force is addressing OCGs that originate in other force areas but which affect Northumbria. Northumbria Police has assisted many forces recently, including Merseyside, Cleveland, Metropolitan, Nottinghamshire, West Yorkshire, Cumbria and Thames Valley forces.

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[31] 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.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016[32]
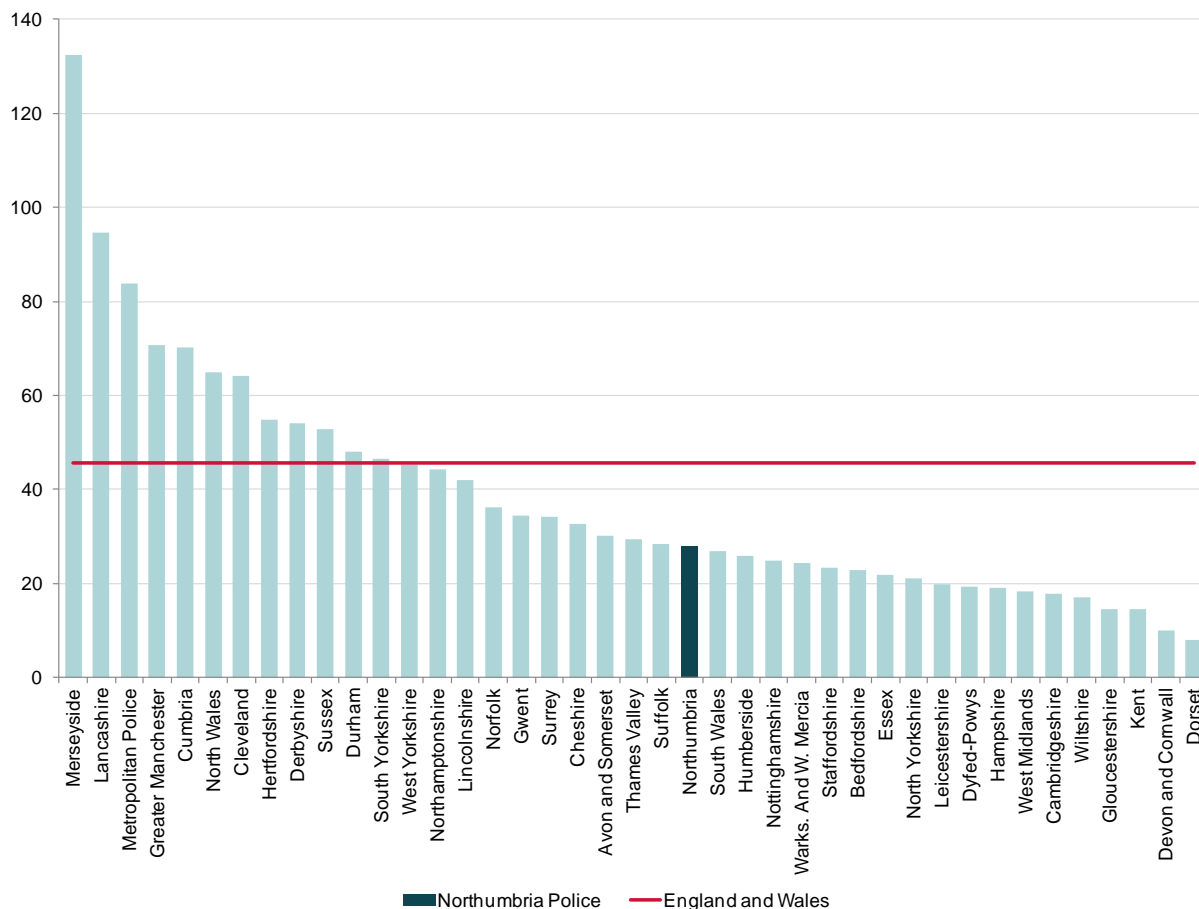
Source: HMIC data return
For further information about these data, please see annex A

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

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[32] 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 Northumbria, as at 1 July 2016

Northumbria Police

England and Wales

Legend:
- Drug activity
- Sexual offences
- Economic crime
- Violent criminal activity
- Other
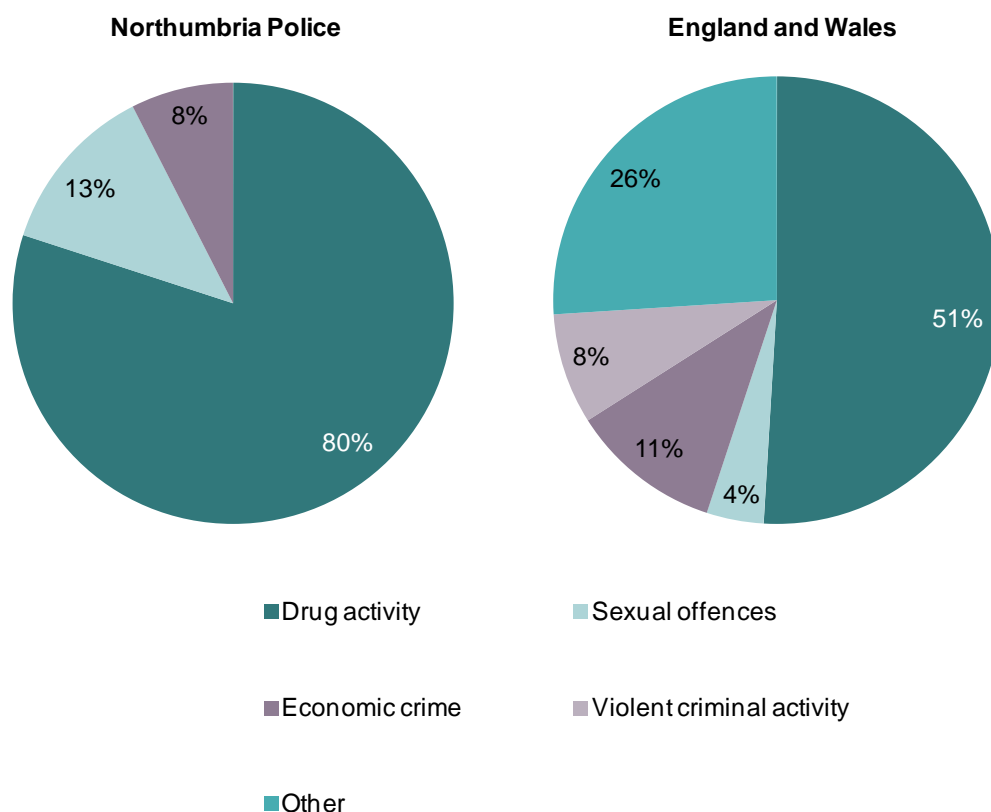
Source: HMIC data return
Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.

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.

Northumbria Police responds well to the serious and organised crime threats it faces. The force has good structures that provide good capacity and capability to deal with emerging threats from OCGs operating within its area.

The force has good governance arrangements for managing OCGs. There are strategic governance boards at community safety partnership (CSP) level. There are three strategic boards, attended by the local area commander, and each one covers two CSPs. Strategic governance and scrutiny at a partnership level for serious and

organised crime is via the CSP Boards where reporting is provided. In addition updates are provided to the office of the police and crime commissioner. There is no force-wide strategic partnership board and the force should review its current structure to satisfy itself that the system is working as it should. There is a six-weekly tasking and coordinating Magnet meeting ('Magnet' is the force's response with partners to OCGs, where police and partners provide updates regarding disruption activity and future partnership activity, focusing on harm, threat and risk to communities), and operations are reviewed and questioned by the chair at that meeting. This meeting makes informed decisions about the use of the force's assets, including covert resources to ensure that they are aligned to respond to priorities that represent the greatest threat and risk to the force. Through this process the force is able to refer OCGs that pose a higher threat for management by ROCU or NCA.

The force assigns a lead responsible officer (LRO) for each OCG who is held to account every month at the force Magnet meetings. Each OCG has a plan based on pursue, prevent, protect, prepare structure (4Ps).[33] The LROs understand their role and have all received training that helps them to do this job. Additional expert knowledge is available to LROs to provide guidance if it is needed. An intelligence officer is allocated to each OCG, and this officer monitors all intelligence sources every day. If there is any a change in OCG activity then the LRO is informed immediately.

The force is seeking to measure the impact on OCGs across the 4P structure. The force gathers information about the amount of physical material which has been recovered, arrests, sentences, work which has been done using the Proceeds of Crime Act 2002, and other recoveries. There is also a real effort to collect data from the public after any OCG disruption operations. The force uses the public insight team (a centralised team within the force's corporate development department) to survey a local area unobtrusively before a disruption operation has taken place. The team surveys the area again after the disruption operation to assess the impact on local people and to discover how they viewed the work which the police did.

The force is identifying and submitting disruptions but they are not being assessed in line with national guidelines. Disruptions are linked to 4P plans and forwarded to the force intelligence bureau (FIB) so that analysts can rescore OCGs to assess the current threat level. The disruptions are assessed at the tasking and coordination meeting but at the time of the inspection we found no evidence to indicate that the

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[33] 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.

force has been doing this in line with the 'Major – Negative' scoring system.[34] The force can show the impact of its disruptions on OCG activity, but if the force does not use the national scale there might be difficulties in determining both the cumulative impact of disruptions and the point at which the OCG can be downgraded in respect of tiering. Since the inspection the force has reviewed its process and is moving towards embedding the 'Major – Negative' scoring system.

The force has several operations where it works with or directs other public service organisations to disrupt OCGs. The force works with HMRC, the Marine Management Organisation, the Visa and Immigration Service, Trading Standards, the Gangmasters Licensing Authority, and local authorities.

The force uses GAIN extensively, and the GAIN coordinator attends the Magnet meeting every six weeks. LROs have contact details for the coordinator should they need to contact him or her, and the LROs use GAIN by submitting formal requests but also more actively outside the meeting process if necessary. We saw many practical examples of how gathering intelligence through GAIN was used to assist in tackling OCGs.

The force is working with prisons to process intelligence about OCG activity. We saw examples of contact about OCG activity within a local prison to find out what is going on, and work is continuing to confirm or eliminate the emergence of an OCG within the jail. Prison liaison is managed by the ROCU. An example of disruption of an OCG via prison intelligence collection was where intelligence led to the force identifying the location of a firearm. This was recovered and five OCG members were arrested.

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.

Northumbria Police provides protective advice to communities about serious and organised crime. The force gives advice about all relevant crime trends and new and emerging threats through the internet and social media. Leaflet drops are also used where they are more appropriate. For example, the force gave crime prevention

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[34] Major – Negative is a national scoring system used by forces to record and measure the effectiveness of their disruption and dismantling activity on OCGs.

advice leaflets about fraud scams to groups of elderly people who were at risk. The force had received feedback which said that elderly people either do not use the internet, or do not use it to obtain this type of information.

The force has limited projects to divert people from involvement in organised crime. The force has developed 'Safety Works!'. This project educates young people about the dangers of exploitation, about safety and about healthy and unhealthy relationships. This includes a National Crime Agency (NCA) supported scheme for schools which concentrates on preventing young people from being drawn into serious and organised crime. Although this is an excellent project, it is very limited in its scope. There is no central coordination of work to divert people away from crime, and the force could do more to educate not only young people but also adults about the dangers of becoming involved in organised crime.

The force has a lifetime management approach to OCGs, which ensures that even after conviction, monitoring and disruption work continues. The ROCU does not yet have a clear lifetime management approach for OCGs that is consistent across its forces. There have been improvements with a greater understanding, and an increased use of ancillary orders, but there was recognition that each force has a different structure.

Northumbria Police uses ancillary orders to protect the public from dangerous offenders. Operation Secure provides a focus on all ancillary orders at a local level including DVPNs. Robust procedures are in place to monitor compliance with all orders, and to deal consistently with breaches. The process is centrally managed by the force intelligence bureau and it takes a proactive approach to managing offenders. Good governance and oversight of ancillary orders ensure that they are an effective tool in the fight against crime. An example was provided of the enforcement of a serious crime prevention order (SCPO) against a person who had breached the order by contacting people he was not allowed to meet, and by using mobile phones. This led to a prison recall, which was managed by the LRO.

The force has been proactive in publicising and communicating positive messages about the disruption of OCGs. Examples include Operation Croatia where a media pack was developed and handed out before sentencing so that the sentences would attract maximum coverage on the day of sentencing. This included pictures of recovered property and updates about the results of work which had been done using the Proceeds of Crime Act 2002.

Summary of findings

Good

Northumbria Police has a good understanding of the risk and threat posed by serious and organised crime. This is informed through its use of problem profiles such as the serious and organised local crime profile as well as other more bespoke profiles such as those which deal with child sexual exploitation, domestic abuse and sex workers. Northumbria Police actively disrupts the activities of organised crime groups (OCGs), and uses disruption and enforcement tactics effectively.

The force effectively manages existing offenders through the use of ancillary and civil orders and works well with other public services to tackle organised crime. It also ensures that all its resources, including those at neighbourhood level, work together to disrupt and dismantle OCGs.

Northumbria Police keeps the public informed of its work which aims to tackle serious and organised crime by using the media to communicate with the public.

The force needs to improve the way it works with other public services when it shares information and co-ordinates activity around the disruption of OCGs. This is co-ordinated via Operation Magnet at a local level. The force should consider working with other public services to improve its projects, which are intended to prevent people from being drawn into serious and organised crime.

> **Areas for improvement**
>
> - The force should further develop its serious and organised crime local profile in conjunction with other interested parties to enhance its understanding of the threat posed by serious and organised crime and inform joint activity aimed at reducing this threat.
>
> - 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 take steps to identify those at risk of being drawn into serious and organised crime, and ensure that preventative initiatives are put in place with partner organisations to deter them from offending.

How effective are the force's specialist capabilities?

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

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

The *Strategic Policing Requirement* (SPR)[35] specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

The force conducts exercises with local public services to test its response to SPR threats. Officers work closely with emergency planners in local authorities and the fire service about the development of command roles. This is done during training exercises that outline who will have responsibility for different parts of the response if a serious incident takes place, and it allows all the public services who work together to test command skills and resilience.

Exercises have been completed using the simulated live exercise training facility. This has allowed the police and other public services to learn lessons from the exercise, in particular how survivor centres were resourced, and the rendezvous points and access routes.

The force has not tested its physical capabilities for some time. The last full exercise was in 2014. HMIC expects that the force would conduct more regular testing of all its resources.

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

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

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

Northumbria Police has conducted a thorough assessment of the firearms threats it faces. The armed policing strategic threat assessment (APSTRA) is completed and reviewed annually by the head of firearms support and subsequently reviewed by the force firearms lead. The College of Policing reviewed the APSTRA (2014–15). This passed all the criteria assessed.

The force has a comprehensive understanding of its ability to respond to threats based on environmental scanning, assessment of the national threat level and by analysing the methods used by terrorists in recent attacks.

The force is increasing its number of armed response vehicles (ARV) as part of the national uplift programme. Proportionately Northumbria Police has the highest percentage uplift in the country. Because this work is both complex and important, a superintendent has been assigned to manage the uplift programme. He meets the assistant chief constable twice a week, and also briefs the chief constable and the Police and crime commissioner regularly about progress.

The force has tested its capability to deal with firearms, in particular a marauding terrorist firearms attack (MTFA). This has been done in partnership with the ambulance service, the fire service, and the main shopping centres. The force has changed its plans and deployments as a result.

The preparedness of the force has increased since the first Paris attacks. It has increased resource levels, has a better understanding of threats and has developed new responses to these threats. The force has policies, plans and procedures in place, driven by local, regional and national learning and policy, to mitigate the threat of a terrorist attack. The force has provided comprehensive training to specialist staff.

The force actively participates in regional exercises, for example 'Jacketless' which was a response to a marauding terrorist firearms attack-based (MTFA). The force

has excellent relationships with fire and rescue and ambulance services, and the National Ambulance Resilience Unit in MTFA planning and training, and the joint regional liaison officers.

Northumbria Police is fully aware of its responsibilities about deploying armed officers to incidents outside the force area. Control managers know what is required of them, and they understand national guidelines about such deployments. Hard and electronic copies of national guidance, policy and legislation are readily available to staff.

Summary of findings

Ungraded

Northumbria Police has adequate plans in place to mobilise resources in response to the threats set out in the *Strategic Policing Requirement*. The force takes part in regional exercises and has conducted some internal exercises to test these plans. These exercises are used as a method of learning, and do inform changes to plans and procedures.

The resources available to Northumbria Police, both locally and through the regional service level agreement, ensure that the force is well-prepared to respond to a firearms attack. The force has substantially increased its numbers of armed officers, is to recruit more. Northumbria Police has the capability and capacity to respond to any threats including a marauding terrorist firearms attack, and has the ability to respond to multiple attacks using its own resources should additional support take time to arrive.

Next steps

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

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

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

Annex A – About the data

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

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

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.

- We asked all forces to check the final data used in the report and correct any errors identified.

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

Methodology

Data in the report

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

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

Population

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

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

Survey of police staff

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

Ipsos MORI survey of public attitudes towards policing

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

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

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

Review of crime files

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

Force in numbers

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

Calls for assistance (including those for domestic abuse)

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

Recorded crime and crime outcomes

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

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

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

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

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

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

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.

- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.

- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.

- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from: www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

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

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

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

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

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

Domestic abuse

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

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

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

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

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

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

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

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

Victim satisfaction

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

- initial contact;

- actions;

- follow-up;

- treatment plus the whole experience.

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

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

Figures throughout the report

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Anti-social behaviour' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

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

Please see 'Domestic abuse' above.

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

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

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

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.

- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

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

Please see 'Domestic Abuse' above.

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

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

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

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

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

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

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

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

Please see 'Organised Crime Groups' above.

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.