



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Sussex Police



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Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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

Sussex Police

England and Wales

324

240



Crime (excluding fraud)

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

Sussex Police

England and Wales

58

68

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

Sussex Police

England and Wales

+5.4%

+7.8%

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

Sussex Police

England and Wales

+0.4%

-3.4%



Crime outcomes*

Charged/summonsed

Sussex Police

England and Wales

10.7%

12.1%

Evidential difficulties: suspect identified but victim does not support action

Sussex Police

England and Wales

11.9%

10.6%

Investigation completed but no suspect identified

Sussex Police

England and Wales

43.1%

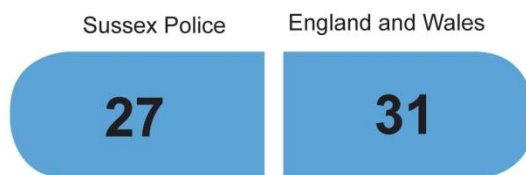
47.4%

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

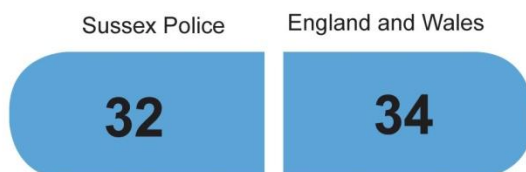


Anti-social behaviour

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

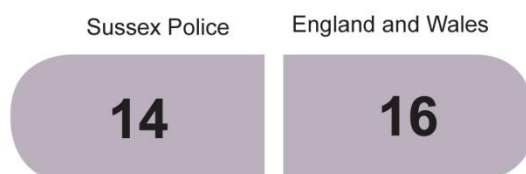


Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015

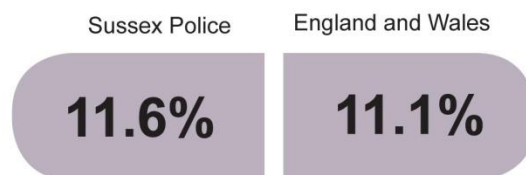


Domestic abuse

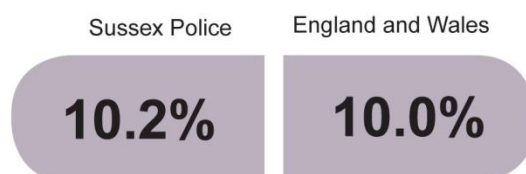
Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016



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

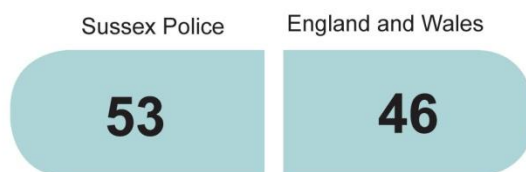


Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015



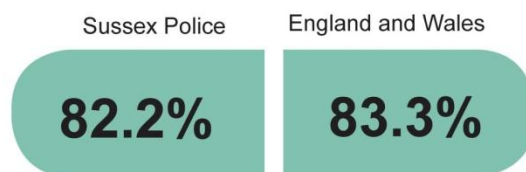
Organised crime groups

Organised crime groups per million population as at 1 July 2016



Victim satisfaction rate

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



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

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





Overall judgment²



Sussex Police requires improvement in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment this year is a deterioration on last year, when we judged the force to be good in respect of effectiveness.

The force needs to improve its approach to preventing crime and tackling anti-social behaviour. Its effectiveness at investigating crime and reducing re-offending also requires improvement. The force is good at tackling serious and organised crime, but HMIC is concerned about the force’s response to some vulnerable people as it does not always safeguard the victims of domestic abuse early enough, and it has failed to bring some perpetrators to justice.

Overall summary

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

Sussex Police needs to improve the way it prevents crime and anti-social behaviour. At the time of HMIC’s inspection the force was mid-way through a long term change programme aimed at improving the way it works in the neighbourhoods. This has had a negative effect on areas which HMIC has previously judged to be good. We found neighbourhood staff are too often taken away from preventative policing and

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

enforcement activities to cover reactive duties, limiting their ability to respond to community concerns. The force is confident that these problems will be addressed when a new local policing model is introduced April 2017.

Sussex Police's effectiveness at investigating crime and reducing re-offending also requires improvement. Its initial investigative response to a crime is generally good, and its ability to retrieve digital evidence has improved. However, the overall quality of investigations is inconsistent and investigations into less serious crimes are often poorly supervised.

The force could do more to target violent criminals and perpetrators of domestic abuse. The type of offenders in its integrated offender management scheme has not been adjusted to match local and national priorities and mainly includes perpetrators of theft, burglary and robbery. A high number of visits to registered sex offenders are overdue, meaning that offenders are not being monitored effectively, potentially exposing communities to unnecessary risk.

Sussex Police also needs to improve its effectiveness in the way it protects vulnerable people from harm and supports victims. The force's response to domestic abuse is a cause of concern. Arrest of domestic abuse perpetrators and charge rates have fallen in the last year, and without a comprehensive understanding of the reasons for this, the force cannot take appropriate steps to address these weaknesses. A new system of carrying out risk assessments of victims of domestic abuse over phone has been introduced, which aims to resolve so called non-urgent calls after they have been graded by the contact centre. This is of serious concern to HMIC as in some of the cases we examined, the full extent of the risk to the victim and any children involved was not fully identified, and actions taken to deal with the perpetrator were inappropriate. These failings present risks to victims which we drew to the attention of the force. It is recommended that the force should cease this practice. Although most staff in the control room have received training, we found examples of vulnerable victims being graded incorrectly, and children being recorded as absent in circumstances where they should have been recorded as missing.

The force is good at tackling serious and organised crime. It has a good understanding of the threats posed to its communities by organised criminals, but this could be improved by including information from partner organisations. However, the force should do more to identify those people who may be at risk of being drawn into serious and organised crime, and take action to deter offending.

Sussex Police has good plans to ensure that it can respond to the threats set out in the *Strategic Policing Requirement*,³ including firearms incidents. It collaborates with

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

Surrey Police and the two forces have effective procedures to test their preparedness to respond to civil emergencies and public order incidents. The force has a comprehensive training programme for firearms officers and firearms commanders, which is often carried out jointly with other forces in the south east region.

ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, 2015.

Available from:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

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.

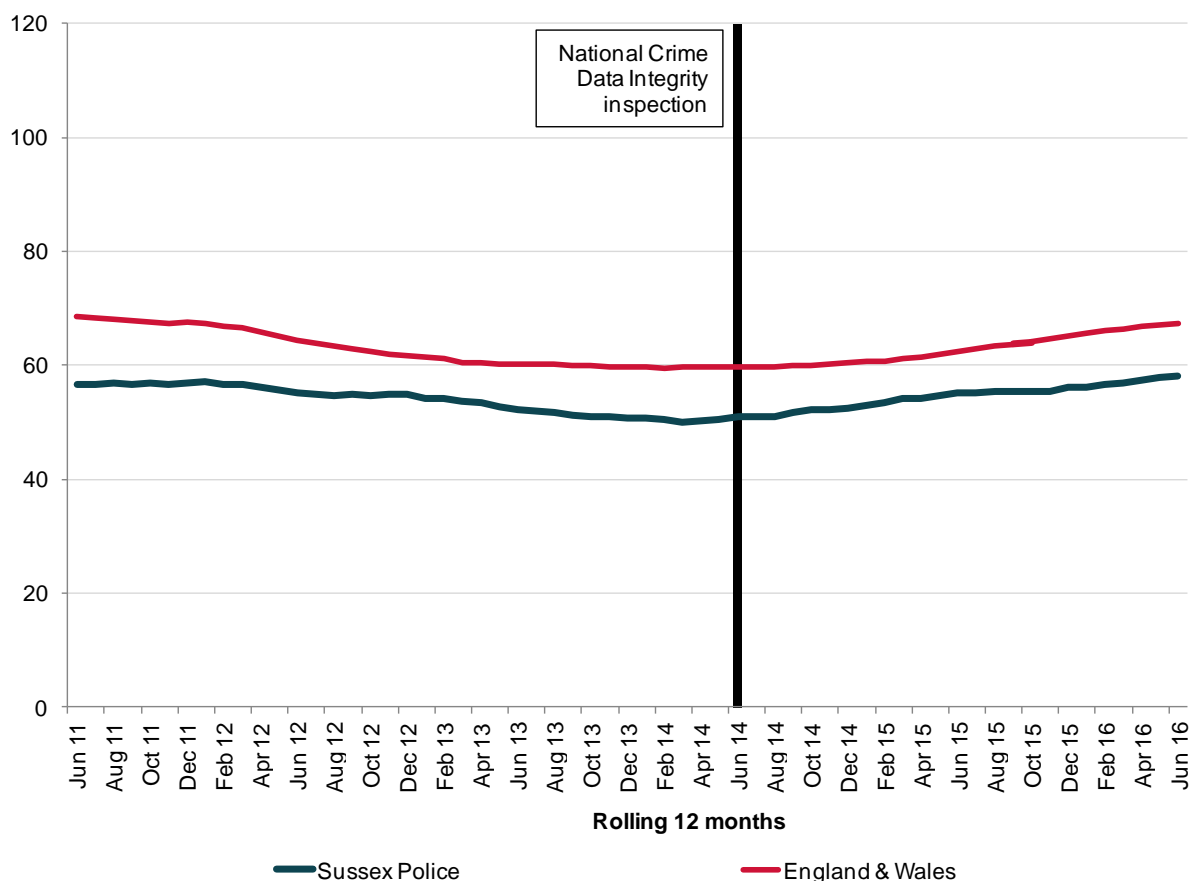
How much crime and anti-social behaviour is there in Sussex?

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 0.4 percent in Sussex compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 1.7 percent in Sussex, 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 Sussex, 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 Sussex increased by 5.4 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 Sussex 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 Sussex, for the 12 months to 30 June 2016

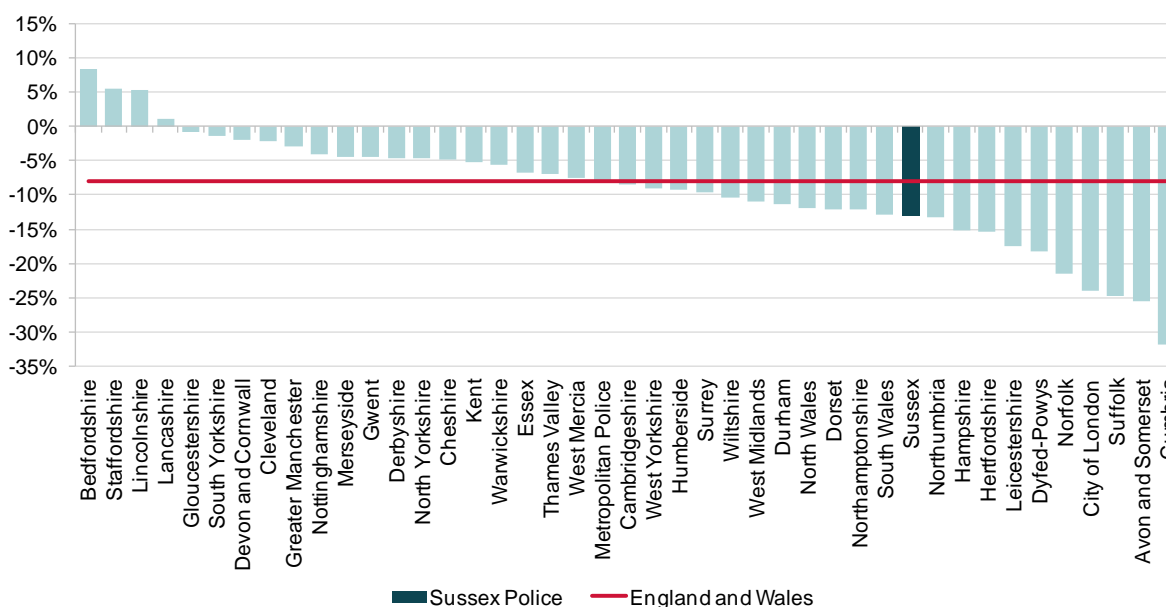
Rates per 1,000 population	Sussex Police	England and Wales
Recorded crime (excluding fraud)	58.1	68.2
Victim-based crime	49.6	60.4
Sexual offences	1.9	1.9
Assault with injury	6.7	7.0
Burglary in a dwelling*	4.0	8.1

* 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, Sussex Police recorded 27 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 Sussex Police understand the risk posed to its communities?

In HMIC's 2015 effectiveness report, we judged the force to be good at keeping people safe and reducing crime. However, we reported that staffing reductions in neighbourhood policing teams were limiting the force's capacity to respond to community concerns. This was reinforced in HMIC's efficiency report, published later in 2016, which found that the force had reduced the numbers of officers and police community support officers (PCSOs) to make savings. That inspection found evidence that this had a negative effect on the service. In 2015/16 58 PCSO posts were removed and during 2016/17 a further 79 were removed.

The Local Policing Programme, established in 2015, is the structure through which neighbourhood policing will operate from April 2017. Its aim is to provide a service that is focused on preventing crime by working with local communities and partner organisations (such as local authorities, or health and education services) whilst reducing costs significantly. In addition, where there is mutual benefit, the focus will be on educating and encouraging communities to solve problems before calling on the police. The programme will target areas of high need or demand and provides a presence in crime hot spots and areas where there is a high concentration of people who are vulnerable through their age, disability or because they have been subjected to repeated offences, or are at high risk of abuse. New role profiles have already been agreed for the PCSOs and role profiles for constables and sergeants working

in neighbourhoods are being updated. Under the new working arrangements, neighbourhood officers and staff will no longer be allocated to designated wards but will cover much broader areas focusing on priority areas of need.

At the time of our inspection, 36 new PCSOs were going through their initial induction programme. The job description has been changed to meet the requirements of the LPP, and includes training on problem solving, statement taking and new powers that the chief constable has designated to PCSOs to enable them to perform their role more effectively. This includes being able to deal with begging and the seizure of alcohol from anyone under the age of 18. They are also equipped with smartphones and body-worn video. This recruitment to bring PCSO numbers up to the agreed number of funded posts will go some way towards addressing the shortage of staff in the neighbourhood teams and enable them to spend more time on patrol visible to the public. However, we found that staff – particularly those in neighbourhood roles – felt anxious about how the changes would affect them, and some community safety partners told us that they had not been fully informed about the implications of the LPP. We look forward to seeing how the LPP addresses the concerns that HMIC has reported over the past two years regarding the force's neighbourhood policing.

In collaboration with Surrey Police, the force has introduced a 'Resourcing for Policing Operations' policy but it does not have a specific rule about how frequently neighbourhood officers can be taken away from their core preventative duties to cover reactive roles or deal with public order. Neighbourhood staff including police officers, PCSOs and their supervisors told us consistently that they are often redeployed in this way for two or three days a week, which reduces the amount of time they are able to devote to community policing. These redeployments are not monitored so the force is unable to measure the impact this has on neighbourhood policing. The new LPP which due to take full effect in April 2017 is designed to address this issue, however our inspection took place as changes were being implemented and our judgment is based on our findings during our fieldwork.

The force has a good understanding of the threats in its area. It compiles neighbourhood profiles, including information on crime trends and information on demographics. The profiles do not include information on new and emerging threats such as child sexual exploitation and modern slavery.

The force uses intelligence to identify emerging problems in its communities and is involved in a number of good partnership intelligence sharing meetings, including anti-social behaviour risk assessment conferences (ASBRACs) and joint action groups (JAGs). For instance, the ASBRAC at Horsham meets monthly to tackle anti-social behaviour issues. It is chaired by the local neighbourhood police inspector, and other agencies attending the meeting include registered social landlords, representatives from the local authority, environmental health officers, neighbourhood wardens, and 'Horsham Matters', a local charity whose aim is to

deliver projects that provide practical support to those who are in need in the local area. These agencies all have access to an IT system called Empowering Communities Inclusion and Neighbourhood Management System (ECINS), and this is updated during the meeting. All current high and medium risk cases are reviewed, and actions are agreed between the partners. If a new issue is identified, a lead agency and a plan of action are agreed and recorded. We saw a good example of a dispute between neighbours: the landlord took the lead, and resolved the issue by evicting one of the tenants.

The JAG also meets monthly and is also chaired by the neighbourhood police inspector. This group tackles other community safety issues and is attended by a wide range of agencies including the fire and rescue service, neighbourhood watch representatives, 'Horsham Matters', Dementia UK, Age UK, Horsham District Council, parking services, and two students from a local school to provide the view of young people on local problems and solutions.

Some neighbourhood staff are able to obtain analytical support in order to understand a current or emerging crime or anti-social behaviour problem. For example, in Lewes, police recognised an increasing trend in criminal damage offences, and produced a detailed analysis of the problem, including the location, times and dates of offences and how the offences were being committed. Recommendations about potential solutions were identified, including some involving partners. This included, for example, the local authority organising for hedges to be cut back so that offenders were not hidden from view when committing crime. However, staff in other areas reported that they did not have access to this type of analysis, so it seems it is not consistent across the force.

How does Sussex Police engage with the public?

In HMIC's 2015 effectiveness report, we noted that neighbourhood activity in Sussex was effective, based on good local knowledge of risk and harm. The force was working with partners and communities to identify and solve short and long-term problems. This included responding to early signs of potential criminal and anti-social behaviour, so that prompt action would prevent problems intensifying. In 2016, there is still evidence of some good local policing. However, in general the force's neighbourhood officers and PCSOs now have less time to engage with communities and conduct problem-solving policing or targeted foot patrol. In 2015/16, only 11 percent of its officers worked in neighbourhood policing compared with the England and Wales average of 18 percent.

While partnership arrangements are still strong, the reduction in staffing in the neighbourhoods has resulted in less proactive activity, more limited community engagement and a reduction in the amount of intelligence gathered and shared. For example, in Horsham between January and August 2016, 698 fewer pieces of intelligence were submitted by staff per month than in the same period in the previous year. This indicates that less prevention work is being done.

The force uses a range of methods for engaging the public and has a number of established independent advisory groups (IAGs) and diversity engagement officers. The IAG thematic groups undertake surveys which then influence the engagement plan. This enables the public to be actively involved in setting joint police and partner priorities. One example of this was the closure of a nightclub, after the local community raised concerns via a questionnaire. Another was the response to a group of people camping in a public place and causing nuisance and disruption to residents. Targeted police patrols and the installation of secure gates by the local authority resolved the issue.

Public engagement officers (PEOs) working in the separate districts manage the force's public engagement plan. They work closely with staff from the corporate communications department, making effective use of social media. Good use is made of neighbourhood alert and community messaging systems, and this ensures that the public is kept up to date on local policing activity. The public can contact the force via its Facebook page or through a link on its internet page called 'Your Voice Counts'.

However, the force has made a conscious decision to reduce the number of community meetings attended by neighbourhood teams and only attends where there is a specific policing need. The force will not attend solely to provide an update on police statistics or information when such information can be accessed on-line. This means that the public has fewer opportunities to meet officers and speak about any police issue; and, therefore, community intelligence may be missed.

The community engagement plan in Horsham focuses on vulnerable people and includes the elderly, young people and street drinkers. It also targets the voluntary sector, community groups and charities. The force also engages with communities that may – for a variety of reasons – need the police to work differently to understand their requirements. For example, the local neighbourhood sergeant visits a Traveller site weekly in order to build trust and gather intelligence.

Each of the nine neighbourhood policing wards within the Crawley area holds community forums in order to engage with communities and set local priorities. The Safer Crawley Partnership, chaired by a local councillor, holds an annual community engagement day where the public are invited to participate in discussions around the setting of local policing priorities for the year ahead.

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 decrease in public satisfaction with Sussex Police. Some 403 people were interviewed and 53 percent were very or fairly satisfied with local policing in their area. This is a 1 percent decrease on 2015.⁴

⁴ For further details, see annex A.

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

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

Does the force have a problem-solving approach?

Sussex Police is generally effective at problem solving, but there is a lack of consistency, with different models being used in different areas. Some parts of the force use the PIER (prevention, intelligence, enforcement and response) model⁵ and, with the implementation of the LPP in April 2017, the intention in the future is that plans should be based on the National Decision Model (NDM)⁶ and recorded on ECINS. Currently over 60 partnership agencies are signed up to use ECINS which reflects the strength of partnership working in the force area.

We found some good examples of problem-solving activity occurring in the neighbourhoods, much of which is recorded on ECINS. Separate examples included tackling anti-social behaviour hot spots, a series of thefts from motor vehicles at various beauty spots, and criminal damage offences. In East and West Sussex, police officers and staff work in buildings alongside staff from partner agencies including the local authority and the fire and rescue services. This means that information can be shared quickly and priority issues can be tackled swiftly and effectively. ECINS is well used to record problem-solving activity. Co-location arrangements are not in place in Central Sussex where the use of ECINS is also more limited, meaning that information is not shared as effectively.

In Brighton and Hove, criminal behaviour orders (CBOs) and closure orders are used regularly by the police and partners to tackle offenders and premises that cause the most harm to local communities. Operation Signature, referred to later in this report, is aimed at reducing fraud offences against the elderly. It is another good example of the police and partners working together to tackle a crime against some of the most vulnerable members of the public.

⁵ PIER is a multi-agency, crime reduction initiative, tailored to deal with local issues.

⁶ National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

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

Sussex Police works effectively with partners such as the local authority to tackle crime and anti-social behaviour and keep people safe. Evidence of this is that the rate of anti-social behaviour incidents has decreased by 13 percent between the 12 months to March 2015 and the 12 months to March 2016. This is in line with the England and Wales average decrease of 8 percent.

During our visit we found examples of good problem solving. The PIER principles were put into action with Operation Cabbie. Police suspected that an organised crime group was using taxis to deliver drugs. In partnership with the council wardens and taxi licensing officers, 150 vehicles were stopped which resulted in over 40 prosecutions being made.

Training events are held with partner agencies where PIER principles and the use of the national decision model (NDM) are discussed regularly. This helps to ensure that there is a consistent approach to problem solving across all agencies. There are multiple forums, such as the ASBRAC and JAG meetings, through which information is shared with partners, and the results of partnership working discussed. This way of working is well established throughout the force area.

To ensure there is a consistent approach to partnership working Sussex Police has developed a document that explains to partners what they can expect from the force when setting up any partnership meeting. It had been developed in consultation with the Sussex Association of Local Councils and at the time of the inspection views and feedback was being sought from partners. This has been trialled in Eastbourne and is working effectively and the intention is to roll this out across the rest of the force

The use of anti-social behaviour powers in Sussex is broadly in line with England and Wales as a whole. In particular the force makes good use of civil injunctions and anti-social behaviour dispersal powers. Sussex Police used anti-social behaviour powers 271 times per one million population in the 12 months to June 2016, which is below the England and Wales rate.

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

The force has a limited understanding of how to improve its service to the public. 'Prospero' is Sussex Police's research initiative, which aims to give greater access to information, and to promote innovative working. Prospero is overseen by the Sussex Police research and innovation knowledge committee and chaired by the head of corporate development. Prospero's commitment to sharing good practice has influenced Operation Dragonfly – a recent drink/drive campaign – and an initiative regarding the recovery of bodies from inland waterways. However, it has not been involved in identifying and sharing good practice of the work of neighbourhood staff. Disappointingly, very few staff are aware of the work of Prospero, meaning that there

is only limited benefit to having staff dedicated to identifying and sharing good practice.

The force has a well-established performance accountability meeting, and divisional accountability meetings, and it shares appropriate data with partners. As the new LPP starts to take shape in April 2017, the force is aiming to develop a performance framework for local policing. This is to focus on quality measures for things that have an impact on local communities as well as quantity outcomes, such as crime and victim satisfaction data. HMIC will be particularly interested to see the result of this in our 2017 PEEL inspections into police effectiveness, efficiency and legitimacy.

Summary of findings



Requires improvement

As a result of reducing the number of staff working in the neighbourhoods as a part of the Local Policing Programme the force's approach to preventing crime, tackling anti-social behaviour and keeping people safe requires improvement. The force has cut back the investment it makes in neighbourhood policing: only 11 percent of its officers worked in neighbourhood policing compared with the England and Wales average of 18 percent. Taking neighbourhood staff away from their roles and assigning them to other duties is having a negative impact on the force's preventative work, with less intelligence gathered and shared, resulting in less proactive activity to keep people safe. Currently the Local Policing Programme is restructuring how neighbourhood policing will operate and serve the public better from April 2017.

The force has strong working relationships with partner organisations, which often result in effective action being taken to address community concerns. It is good at engaging with the public, and does so in a variety of ways. However, the force has a limited understanding of how public feedback can be used to improve its services.

Areas for improvement

- The force should ensure that local policing teams routinely engage with local communities, and undertake structured problem solving alongside partner organisations in order to prevent crime and anti-social behaviour.
- The force should evaluate and share effective practice routinely, both internally and with partners, to improve its approach to the prevention of crime and anti-social behaviour.

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

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

How well does the force bring offenders to justice?

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

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

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

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

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

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

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

Outcome number	Outcome type / group	Sussex Police	England and Wales
1	Charged/Summoned	10.7	12.1
4	Taken into consideration	0.1	0.2
	Out-of-court (formal)	3.9	3.2
2	Cautions - youths	0.5	0.4
3	Cautions - adults	3.0	2.3
6	Penalty Notices for Disorder	0.4	0.6
	Out-of-court (informal)	4.0	3.6
7	Cannabis/Khat warning	0.6	0.9
8	Community Resolution	3.4	2.8
*	Prosecution prevented or not in the public interest	4.7	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	10.5	8.3
	Evidential difficulties (victim does not support police action)	15.2	13.8
16	Suspect identified	11.9	10.6
14	Suspect not identified	3.3	3.2
18	Investigation complete – no suspect identified	43.1	47.4
20	Action undertaken by another body / agency	0.0	0.6
21	Further investigation to support formal action not in the public interest	0.0	0.1
	Total offences assigned an outcome	92.3	91.3
	Not yet assigned an outcome	7.7	8.7
	Total	100.00	100.00

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

Source: Home Office crime outcomes data

For further information about these data, please see annex A

⁸ Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

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

In the 12 months to 30 June 2016, Sussex Police's use of 'prosecution prevented or not in the public interest' was among the highest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

How effective is the force's initial investigative response?

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

Control room response

On most occasions, Sussex Police's call handlers make the correct assessment and deploy the appropriate resource or allocate the incident to the appropriate department. We did, however, find some cases involving vulnerable victims that were not assessed correctly, and this is referred to later on in this report. The force uses a standard assessment tool to grade the appropriate response to calls for service via the phone or the internet. The tool is called threat, harm, risk and vulnerability (THRIVE), and it measures the potential impact on the victim, rather than simply grading calls according to the type of incident or crime. Pre-determined sets of questions are used for incidents such as domestic abuse and reports of missing persons. Call handlers are trained to identify vulnerable victims and are assisted by previous history markers on the command and control system, previous call information and 'flags' about a specific person.

In the 12 months to 30 June 2016, 52 percent of the calls for assistance in Sussex were dealt with on the phone or in a station. This is above the England and Wales rate of 27 percent. The force recently established a resolution centre to deal with calls that are not urgent and do not require an officer to attend. All staff who are involved in crime investigation have been trained in the force's new investigations framework. This provides guidance on the factors to consider when making decisions about how to investigate a crime. Staff in the resolution centre demonstrated a good knowledge of the framework and how to use it, taking account of the victim's wishes, the likelihood of solving the crime and risks to the victim, the public and the suspect. Supervision within the resolution centre is good;

if a supervisor reviews a case and decides that police attendance is necessary it is referred back to the control room.

How well do response officers investigate?

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. In most cases the force's initial investigative response is good. In most cases the officers had attended within the force's target times. In the majority of cases, photographs were taken of injuries where required, a crime scene investigator attended to gather forensic evidence where it was appropriate to do so, principal witnesses were identified early and house-to-house enquiries were conducted. However, in some cases, once a suspect had been arrested, the information prepared by the arresting officer and passed to a member of the response investigation team was of poor quality. During our visit to the force, we were told by a number of staff that this was the case, and that often the paperwork handed over between teams had not been seen by a supervisor. This means that response investigation team staff do not have all the evidence they require to deal with the suspect.

We were pleased to see that response officers had been provided with body-worn video cameras and these were being used as a matter of course at all incidents. This means that the best evidence can be captured and recorded at the scene of an incident, resulting in a greater likelihood of the offender being brought to justice. However, neighbourhood officers are not issued with the same equipment, and this should be addressed by the force.

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

The overall quality of investigations by Sussex Police is inconsistent. This is due in part to the poor quality of the information handed over when a suspect is arrested, as discussed above, and in part to a lack of supervision. Overall, the supervision of crime investigations is poor. This included during the initial stages of the investigation, and there was limited evidence of any subsequent supervision as the case progressed and when files were handed over. There was, however, evidence of good victim care. During our visit we saw evidence of investigation plans that had correctly taken into consideration the victim, offender, witness, scene of the incident, intelligence and other issues.

The force's crime scene investigation policy means that call handlers decide whether a crime scene investigator should attend a particular incident using THRIVE principles. Attendance is not based on the type of crime or the police's ability to solve it, which means that crimes involving high-risk vulnerable victims are prioritised. There are no backlogs in fingerprints being analysed, so cases can be progressed in a timely way.

Intelligence units are based in divisions and their staff attend daily management meetings, which ensures that their work is targeted at priority areas. They work closely with investigation teams providing analytical support to help secure convictions across a variety of crime types.

In HMIC's 2015 effectiveness report, we highlighted as an area for improvement that the force should ensure that all those carrying out investigations are provided with appropriate training and support. Supervision of more serious crime is generally good, but while investigators have received some training and support, we still found a lack of supervision on less serious crimes. Shortly before our inspection the force implemented a new system of supervision named 'earned autonomy'. This allows for all staff investigating crimes to finalise their own crime investigations without a supervisor signing it off to ensure that it has been completed to the required standard. Staff receive the investigative framework training, which covers 'earned autonomy'. To achieve 'earned autonomy', staff are required to complete three crime investigations to the appropriate standard and they are then given the authority by their supervisor to finalise their own crime reports. Supervisors are expected to do random dip-checks on subsequent crime investigations. We are concerned that this new system will not bring about better investigations or improved services to victims.

Support to investigations

HMIC's 2015 effectiveness report also highlighted that the force needed to reduce delays in retrieving digital evidence from mobile phones, computers and other electronic devices. We were pleased to see that good progress has been made: the force invested just over £0.5m to reduce the backlog of devices awaiting examination. At the time of our inspection, there were 29 mobile phones and 80

computers still awaiting examination, but the force is investing a further £0.25m to address this. The force has also introduced target dates for all digital examinations, and there is oversight of these targets through a monthly meeting chaired by the head of crime. The backlogs are reviewed and outsourcing is authorised where necessary.

In addition to tackling the backlog, the force has invested in 11 'kiosk facilities' across the force area, where officers can download the digital content from mobile phones without submitting them to a specialist central unit. Approximately 190 officers are trained to use this equipment, which has been used to examine just over 1,000 devices in the 12 months to 30 June 2016. Kiosk facilities can be used to search for time periods, images or keywords, for instance, which means that evidence can be extracted swiftly. We saw an example of the equipment being used to download images, resulting in the suspect being charged within 24 hours.

Supporting victims

Supporting victims is a priority for the force and it has recently implemented a College of Policing e-learning module for all its officers following the revised publication of the *Code of Practice for Victims of Crime*. Operation Signature is a good example of the force's efforts to ensure that vulnerable victims of fraud receive an appropriate response, which includes crime prevention advice and partner agency support. The financial abuse safeguarding officer works closely with trading standards, adult social care, the banking sector, charities, the media and Action Fraud. As a result, there has been a reduction from 164 attempted frauds per week in March 2015, to just five during August and September 2016.

We do, however, have concerns about the impact on victims of the lack of supervision discussed above. All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case. It remains to be seen whether this will be done under the new 'earned autonomy' system. The force intends to evaluate it and we will monitor the results.

Sussex Police has made concerted efforts to improve crime-recording accuracy since HMIC's 2014 crime data integrity inspection report.¹⁰ In our 2016 crime data integrity inspection we reported that officers and staff had made progress in placing the victim at the forefront of their crime-recording decisions. As a result, 94.59

¹⁰ *Crime recording – Making the victim count*, HMIC, 2014. Available from: www.justiceinspectorates.gov.uk/hmic/publications/crime-recording-making-the-victim-count/

percent of reports of crime are being recorded (with a confidence interval of +/- 1.70 percent).

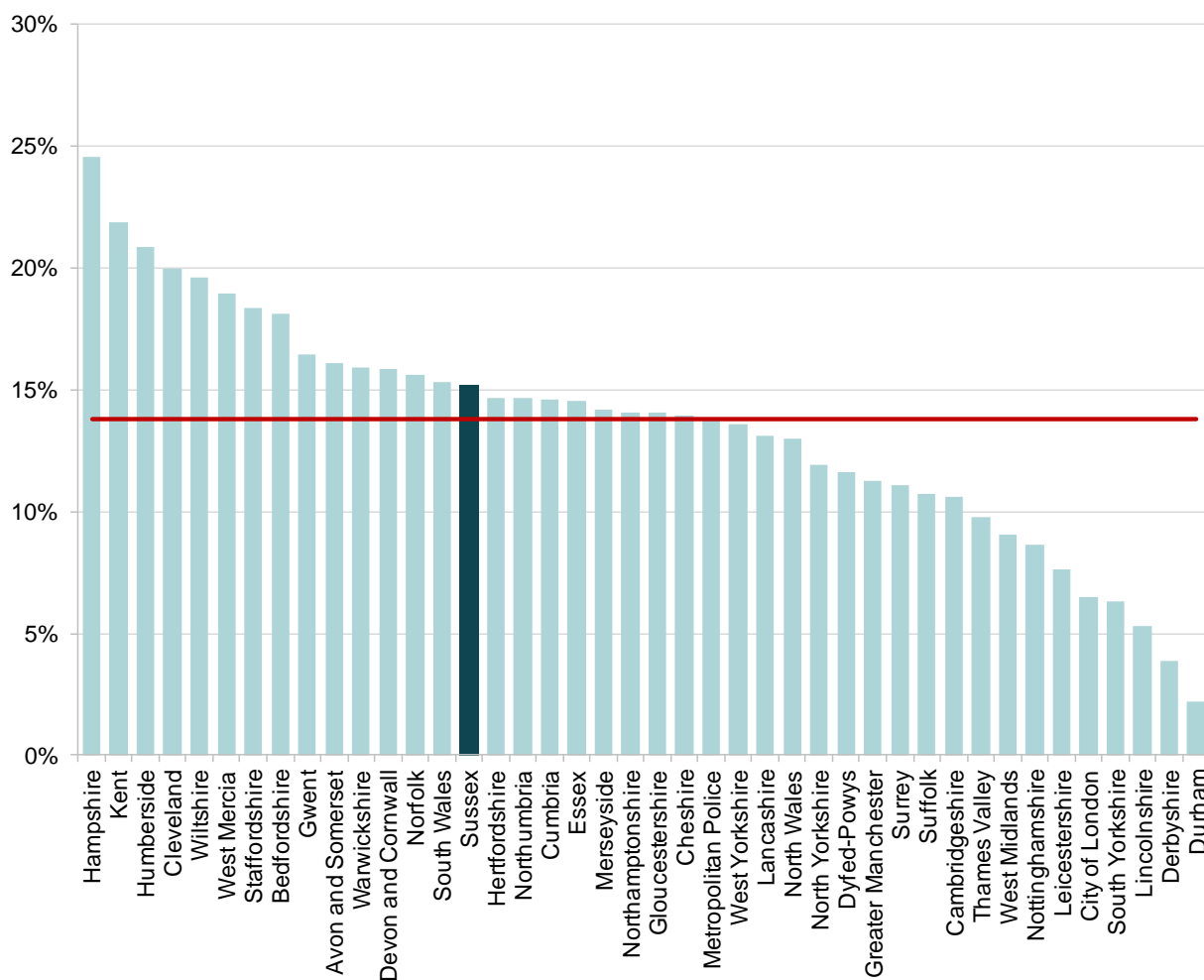
The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹¹ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force^{12,13}

¹¹ Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

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

¹³ Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.



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, Sussex Police recorded 15.2 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.

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?

Sussex Police does not have a comprehensive overview of the number of suspects who are still at large, or of the risks they might pose. In August 2016, there were 961

outstanding suspects circulated on the police national computer (PNC) by Sussex Police. This equates to 0.58 per 1000 population, less than half the England and Wales rate of 1.26 per 1000 population. This means that there are potentially a large number of suspects who are wanted but not circulated on the PNC, although the force is not able to provide that data. Officers are instructed at daily management meetings to make arrests at the earliest opportunity. Detective inspectors maintain a spreadsheet locally but only review and refresh this list every six months. To minimise any potential risks to victims, the force should develop a better understanding of suspects who are still wanted (and those of whom active enquiries are being made).

In 2015 the force introduced an automated system for carrying out ACRO checks to ensure these were completed and submitted for all foreign national offenders who are arrested, but there is no oversight to ensure that the system works effectively. Results of the check are emailed back to a dedicated email address which is checked by a sergeant. This means that a high-risk foreign offender would be identified even if arrested for a minor offence such as shoplifting.

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

The force has systems in place to identify and manage offenders and prevent them re-offending, and it works on this with partner organisations. However, it could do more to target violent criminals and perpetrators of domestic abuse. Offenders on the integrated offender management (IOM) scheme are predominantly perpetrators of theft, burglary and robbery. The number on the scheme has been reduced to approximately 455, so the force can focus on the most prolific offenders. However, this does not mean that it is targeting the offenders who cause the greatest harm. The IOM scheme in Sussex was one of the leading schemes nationally, but in recent years it has failed to adjust the cohort of offenders to match local and national priorities. It is unclear who has overall responsibility for the IOM scheme, and while some partner agencies said they were unaware of the force's plans for developing the scheme, they agreed that a change of emphasis is required.

The force uses preventative and ancillary orders to protect the public from dangerous and sex offenders. In the 12 months to 30 June 2016, 163 sexual harm prevention orders (SHPO) have been issued, seven of which have been breached.

An effective working relationship is in place between Sussex Police and Surrey and Sussex Probation Trust, and multi-agency public protection arrangements¹⁴ are good. Police officers work alongside probation officers, and good information sharing

¹⁴ Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

protocols are in place. There are good working relationships with the ViSOR¹⁵ teams, but workloads in these teams are high and a number of visits to registered sex offenders (RSOs) are overdue. Force figures indicate that there were 53 visits to high risk RSOs overdue at the time of our inspection, and 182 visits to medium risk RSOs overdue. This means that RSOs are not being monitored as effectively as they should be to prevent them re-offending and protect the public from harm.

Summary of findings



Requires improvement

Sussex Police's initial investigative response to a crime is generally good. Call handlers usually make the correct assessment and deploy the appropriate resource or allocate the incident to the appropriate department. All staff in the force who are involved in crime investigation have been trained in the force's new investigations framework. However, there is poor supervision of investigations into less serious crime, and this seems unlikely to improve under the new 'earned autonomy' system. The overall quality of investigations is inconsistent, and the quality of the paperwork handed over after the initial investigation is often poor.

The force has improved its ability to retrieve digital evidence from mobile phones, computers and other electronic devices to ensure that investigations are not delayed. It has invested in technology that enables mobile phones to be examined by trained officers at local stations.

The force works with partner organisations to identify and manage offenders and prevent them from re-offending, but offenders on the integrated offender management scheme are predominantly perpetrators of theft, burglary and robbery. More could be done to target the perpetrators of violent crime and domestic abuse. Some visits to registered sex offenders are overdue.

¹⁵ Violent and Sex Offender Register (ViSOR) is a database of records of those required to register with the police under the Sexual Offences Act 2003, those jailed for more than 12 months for violent offences and those thought to be at risk of offending.

Areas for improvement

- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should ensure that those who are flagged as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects and suspects identified through forensic evidence are swiftly located and arrested.
- The force should ensure that the risks posed by registered sex offenders are managed effectively.
- The force should consider widening 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?

In HMIC's 2015 vulnerability inspection, Sussex Police was judged to be good at protecting from harm those who are vulnerable and supporting victims. No recommendations or areas for improvement were identified. While the force is still committed to protecting vulnerable people, it has adopted some new ways of working this year that have resulted in some victims being left at risk. As a result, we have highlighted some areas for improvement, particularly in how the force deals with domestic abuse incidents at first point of contact.

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,¹⁶ others use the definition referred to in ACPO guidance¹⁷ and the remainder use their own definition.

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

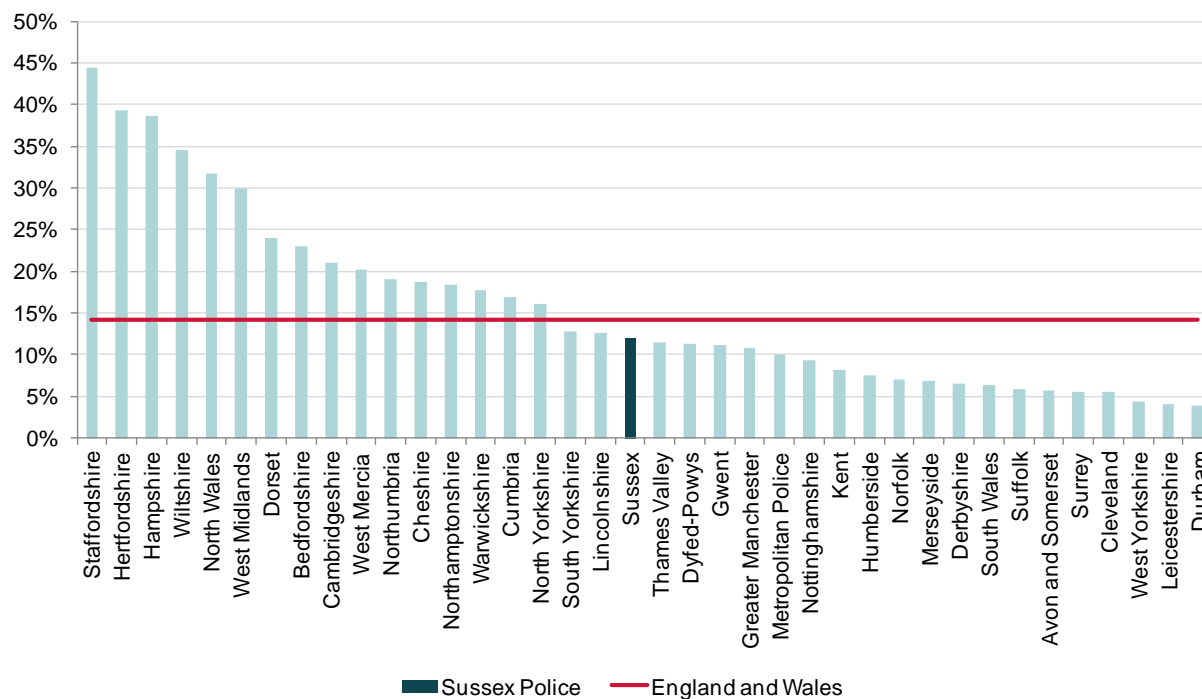
“From the Care Act 2014 which defines a vulnerable adult as someone who has needs for care and support and is experiencing, or at risk of, abuse or neglect; and as a result of those care and support needs is unable to protect themselves from the risk of, or the experience of, abuse and neglect.”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 11.9 percent of all recorded crime in Sussex was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

¹⁶ *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

¹⁷ 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 2016¹⁸



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Sussex Police has a reasonable understanding of the nature and scale of vulnerability. It has a child sexual exploitation analyst who produces regular reports. The latest assessment was completed in June 2016, but it does not include data or information from partner agencies such as health and education, so it is not comprehensive.

A domestic abuse profile, which provides the force with a range of information about domestic abuse in the area, was originally completed in December 2015. It updated in January 2016 with information on the reasons that victims declined or withdrew their support for prosecutions. Again, this does not include any data from partnership agencies. Numerous observations and recommendations have been identified and fed into a domestic abuse action plan, which includes actions in respect of culture and values, leadership, use of evidence, victim support and perpetrator management. Many of these have been completed including HMIC recommendations, but several are still ongoing. Training has been provided to all frontline staff on how to deal with domestic abuse incidents, and in particular on understanding coercive and controlling behaviour.

¹⁸ 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.

There is a good understanding of mental health issues, and a street triage team of mental health professionals was introduced in 2015 to work with local officers. This complements the mental health professionals working in the police control room and means that people with mental illnesses are dealt with by staff who have the appropriate skills.

The Sussex Police operational delivery plan for 2016/17 has protecting vulnerable people as one of its four priorities, and this is supported by the police and crime commissioner (PCC). The PCC's police and crime plan for 2017/21 includes 'protecting our most vulnerable and helping victims cope and recover from crime and abuse.' The force uses the definition for vulnerability from the National Police Chiefs' Council guidance which is "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".

There is a multi-agency sexual and domestic abuse executive board, which meets to discuss areas including domestic abuse, harmful practices and sexual abuse (including child sexual exploitation). This allows all the relevant agencies to work together on these problems.

The THRIVE risk assessment model helps call handlers to identify vulnerable victims. This involves previous history markers on the command and control system, previous call information and 'flags' about a specific person. But despite having this comprehensive system in place, we found the initial response to vulnerable victims was applied inconsistently. The force needs to improve how it identifies and manages the risks to vulnerable people at the first point of contact. The majority of staff in the control room have received training on how to deal with vulnerable people, but we found examples of vulnerable victims being wrongly graded, and of children being recorded as absent in circumstances where they should have been recorded as missing. Even though the force has a system of flags on its command and control system, it was apparent that these flags were often missing, making it more difficult for staff to identify the full extent of an individual's vulnerability.

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?

Officers and staff at Sussex Police understand the importance of correctly identifying and responding to vulnerable people, and have received regular training on this. They understand the importance of responding well and are confident of making informed decisions applying the national decision model (NDM) and THRIVE principles. Refresher training has been provided, as well as additional sessions on training days during the six week shift cycle. The force uses a single combined assessment of risk form (SCARF) to assess vulnerability, and this is well understood by all staff. An additional form known as DASH¹⁹ is also used in some cases involving children and domestic abuse.

The DASH risk assessments we saw reflected a good understanding of the importance of correctly identifying and responding to vulnerable people. We were concerned that some DASH risk assessments were being carried out initially over the phone, but the force does have effective risk assessment systems in place to ensure that domestic abuse cases are responded to appropriately. However, some DASH risk assessments are not endorsed by supervisors. Domestic abuse caseworkers review all the DASH risk assessments for medium and high-risk cases to ensure the assessment is correct, but the force needs to ensure that standard risk cases are also being supervised thoroughly. Only DASH forms graded as high risk are referred to the safeguarding investigation unit. We reviewed two DASH forms that had been graded correctly as high risk, and the appropriate action had been taken.

In HMIC's 2015 effectiveness (vulnerability) inspection report we commented that "The force needs to understand the reasons for the reduction in charge rates and increase in caution rates, so that it can be confident that it is dealing appropriately with domestic abuse offenders." Disappointingly, this is still the case. Sussex Police's arrest rate for domestic abuse offences for the 12 months to 30 June 2016 was 46.3 percent; this is below the England and Wales rate of 51.4 percent. The force's arrest rate fell from 71.2 percent in the 12 months to 31 March 2015. This is a notable fall and the reasons for it are unclear.

The charge rate has also fallen for domestic abuse offences, from 21.8 percent in the 12 months to 31 March 2015 to 16.3 percent in the 12 months to June 2016. The rate at which Sussex Police charge for domestic abuse is lower when compared to the rate for all forces in England and Wales. The force is now working to establish

¹⁹ DASH (domestic abuse, stalking and harassment) is a risk identification, assessment and management model adopted by UK police forces and partner organisations in 2009. The aim of the DASH assessment is to help frontline practitioners identify high risk cases of domestic abuse, stalking and so-called honour-based violence.

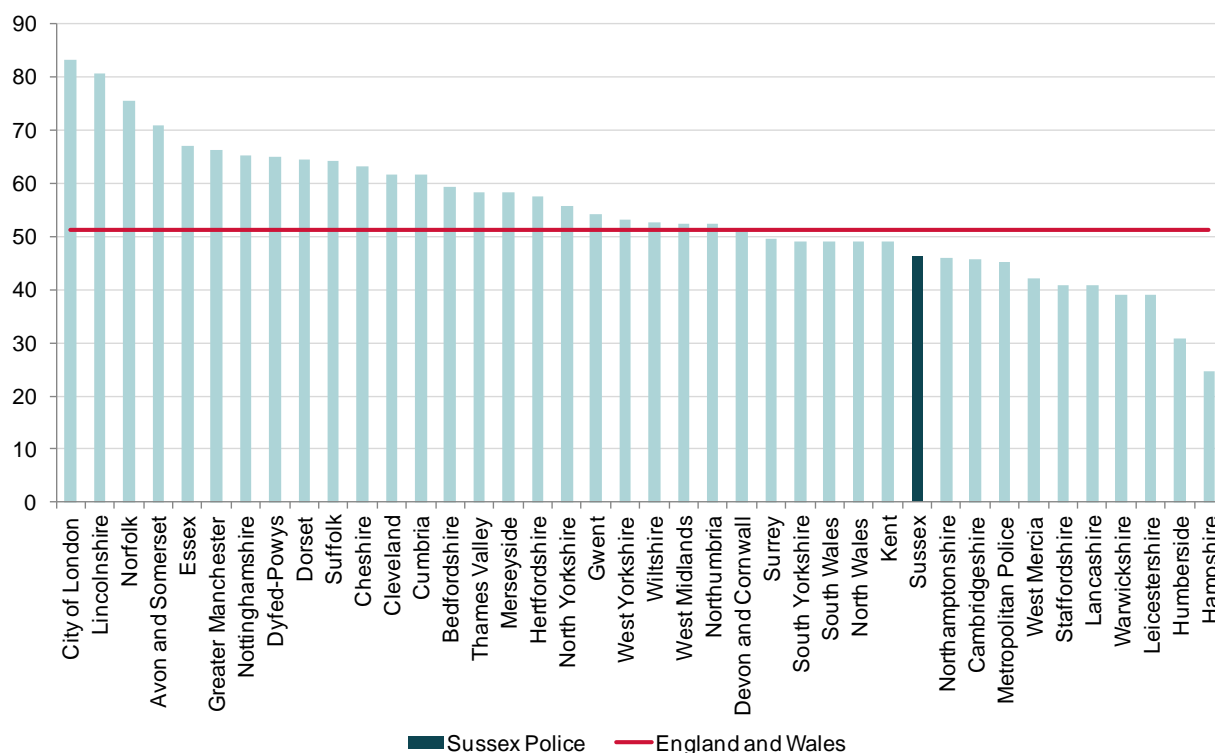
the reasons for the changes in these rates through the domestic abuse performance and scrutiny group, chaired by a detective chief superintendent.

The domestic abuse action plan highlights the need to improve staff awareness of non-molestation orders and domestic violence protection orders. The frontline staff informed us that there had been an increase in victims being advised to seek non-molestation orders, which are civil court orders that aim to protect the victims of domestic abuse from either physical violence, or threatening and intimidating behaviour, without the active involvement of the police. This means that, not only are fewer suspects being arrested, but a smaller proportion of those that are arrested are being charged. The advice to use non-molestation orders may not be safeguarding victims effectively, because police may not be aware of circumstances in which non-molestation orders are in place.

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Sussex increased by 23 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 12 percent of all police-recorded crime in Sussex, 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 forms of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall. In Sussex Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 46 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²⁰



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

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 quality of some investigations by Sussex Police is inconsistent. The force’s capacity, and at times capability, to investigate the most serious crimes involving vulnerable victims is sometimes compromised by a shortage of staff within principal

²⁰ 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.

specialist departments. For example, for a short period recently the safeguarding investigation unit (SIU) in Brighton, which deals with high-risk domestic abuse, child abuse and the most serious sexual crime types, had to refer all new work to the CID office as the unit was at full capacity. This included some high-risk cases of domestic abuse. A portion of this workload (up to 10 percent) continues to be allocated to the CID from the SIU. While officers within the CID are suitably qualified to deal with most cases allocated to them, they are not trained and able to provide the necessary level of safeguarding. These cases should therefore remain within the SIU.

The force recognises this problem and is taking positive steps to address it by increasing the number of suitably trained staff in its SIUs. The LPP has agreed an increase of 45 members of staff into the SIU, the police online investigation team, and complex case units, and a corresponding increase in the number of specialist courses, such as the child abuse investigator's course. In this way, the force aims to reduce the pressure on specialist investigators and improve their level of training.

A Domestic Violence Protection Order (DVPO) is a power that enables the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days. This gives the victim an opportunity to consider their options and get the support and guidance they need from a dedicated domestic abuse service. In the 12 months to 30 Jun 2016, 83 DVPOs were applied for by Sussex Police and in the 12 months to 31 March 2015, 50 were applied for – an increase of 33. Some staff were unclear on the process for applying for DVPOs (despite the domestic abuse action plan highlighting it as an area for development) and how they were monitored once granted. The force should ensure that there is a clear policy and guidance on their use.

In some cases, victims are reluctant to support the work of the police, but the force will pursue a prosecution. This is often referred to as 'police-led prosecution', and is done to safeguard the victim. The Crown Prosecution Service is broadly supportive of this course of action. We saw a good example of a case in which the victim of a domestic assault did not want to support a prosecution but the suspect was still charged. Officers had gathered evidence of the injuries to the victim's body and visible signs of a struggle in the family home (broken and upturned furniture) using a body-worn video camera. It is unclear, however, whether any less high-risk cases had been pursued in this way.

During our visit we also discovered two cases in which a domestic abuse perpetrator had been arrested, held in custody overnight and subsequently released without a statement being taken from the victim, or the perpetrator being interviewed. While neither victim wished to pursue a prosecution, there did not appear to have been any consideration of proceeding with the case in the interests of safeguarding the victim.

The force needs to ensure that all options are considered before domestic abuse perpetrators are released.

The force works closely with partner organisations when dealing with children and young people. It applies a consistent approach to missing children when they are found and returned home. Interviews with these children are now carried out by the same agency across all three local authorities across Sussex. This ensures that all intelligence relating to them is captured and shared, and that common themes or risks from child sexual exploitation and other types of crime are identified.

To safeguard children at risk of sexual exploitation, including unaccompanied asylum seeking children, the Sussex multi-agency child sexual exploitation group (MACSE) provides for their identification and management. With oversight from the local safeguarding boards²¹ across Sussex, the MACSE brings together professionals from all sectors and services to identify, assess and reduce the risk of child sexual exploitation.

The force works effectively with partner organisations, including Ofsted, to ensure that residential care homes are held accountable as the guardians of children who are regularly reported as missing or absent.²² Often the police can spend long hours searching for these children when greater diligence from the residential care homes would save police resources. Regular meetings are held with care home managers and dedicated PCSOs are allocated to liaise specifically with individual homes. A running log of incidents is maintained by care home staff for frequent absconders.

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.²³

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 8. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct

²¹ The term safeguarding is applied when protecting children and other vulnerable people. The UK Government has defined the term 'safeguarding children' as: "The process of protecting children from abuse or neglect, preventing impairment of their health and development, and ensuring they are growing up in circumstances consistent with the provision of safe and effective care that enables children to have optimum life chances and enter adulthood successfully."

²² A person is classified as absent if they are not where they are expected to be but they are not considered at risk. Whereas, if they are classified as missing the police are obliged to take steps to locate them, as the level of perceived risk is higher.

²³ 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.

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 Sussex Police²⁴

Outcome type / group	Sussex Police	England and Wales
Charged / Summoned	16.3	23.2
Caution – adults	7.6	5.6
Caution – youths	0.4	0.3
Community resolution	2.2	1.4
Evidential difficulties prevent further action; victim supports police action	28.1	24.1
Evidential difficulties prevent further action; victim does not support police action	34.6	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, Sussex Police's use of 'charged / summonsed' was among the lowest in identified domestic abuse cases in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

In most cases, Sussex Police provides a good initial response to victims of domestic abuse. Attending officers understand the importance of carrying out a thorough assessment of the victim's vulnerability. However, the force has recently implemented a policy which means that not all domestic abuse incidents (about 15 percent) are attended in the first instance by a police officer. In certain circumstances, calls relating to domestic abuse are referred by the control room to the force's resolution centre. These are normally incidents graded as low risk, but we did see one case which had been correctly graded as medium risk. A call taker is not able to make a full assessment of the risks without seeing the victim face-to-face which, as we found, resulted in the assessment being inaccurate.

In such cases, a member of staff trained in investigations contacts the victim and completes an investigation and DASH risk assessment on the phone. A decision is then made as to whether the matter needs to be referred to a specialist department

²⁴ 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.

for further investigation, or recorded as complete. Up to three attempts are made to contact the victim before a decision will be made as to whether the matter should be shown as complete if the investigator has not been able to contact the victim.

During our inspection, we found incidents that required an immediate or prompt response from an officer, which had been inappropriately referred to the resolution centre to be dealt with over the telephone. HMIC does not consider this to be an appropriate or safe way to deal with the risk to victims of domestic abuse. In some of the cases we examined conducting the initial risk assessment over the telephone meant that risks were not being properly identified, investigative opportunities might have been lost and perpetrators might not have been brought to justice.

Even when calls are referred to the resolution centre correctly according to force policy, the system does not fully assess the risk to victims. The force has recently introduced an additional level of safeguarding to this process which requires a police officer or PCSO from the local neighbourhood or response team to attend and speak to the victim face-to-face subsequent to the call. But on our visit, we saw cases in which these safeguarding visits had been requested but had occurred several days after the incident was reported. Furthermore, when the safeguarding visit does take place, it is the third time that the victim has had to explain the circumstances of the incident; firstly to the control room, then to the resolution centre, and then to the officer attending. This does not meet the victim's needs at a potentially traumatic time.

HMIC considers that the full circumstances should have been explored, at the time of the report, face-to-face with the victim so that a more comprehensive initial risk assessment could have been made. We notified the force of our concerns at the time of our inspection and asked the force to deal appropriately with the incidents we referred to it. However we are deeply concerned that the force still continues with this practice and HMIC is of the view that it should cease immediately.

During our fieldwork we found two cases in which a domestic abuse perpetrator had been arrested and held in custody overnight. In both cases the force failed to take a statement from the victim and the offender was released the following morning without an interview taking place and no further action being taken. This means the victim was potentially left at risk from further incidents.

Following our inspection, a detective chief superintendent was asked to review the operational practice in relation to the application of the domestic abuse policy. That included a review of the effectiveness and application of the call grading policy within the contact centre in response to domestic abuse incidents. It also included a review of domestic abuse investigations in the resolution centre. This review has not yet been completed.

The force has effective systems in place with partner agencies to ensure that high risk victims of domestic abuse are referred to the MARAC,²⁵ with the aim of preventing further incidents. Staff have a good understanding of the purpose of a MARAC and only high risk, medium to high risk and repeat victims are referred. The meetings are well attended by partners and police and usually chaired by the detective inspector. A number of external referrals are also made by partner agencies direct to the MARAC co-ordinator.

Summary of findings



Requires improvement

HMIC had several concerns regarding Sussex Police's capacity to protect vulnerable victims. First, it has recently implemented a new system for handling domestic abuse incidents, which means that victims do not always receive a timely visit from an officer in person. A risk assessment is carried out over the phone in about 15 percent of domestic abuse cases, which means the risks are not being fully assessed and safeguarding action not taken quickly enough. However, all other risk assessments are generally completed promptly and to a good standard, and officers and staff understand the importance of taking appropriate safeguarding measures.

Another concern is that the arrest rate for domestic abuse incidents has seen a significant fall, as has the charge rate for those offences. The force needs to analyse the reasons for this and take appropriate action.

The force continues to have strong and effective relationships with partner agencies and this is reflected, for instance, in the work carried out in the local multi-agency risk assessment conferences.

²⁵ MARACs (multi-agency risk assessment conferences) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

Cause of concern

HMIC has concerns about the quality of investigation and decision-making in relation to some domestic abuse cases referred to the resolution centre. Sussex Police needs to improve its response to victims of domestic abuse by ensuring that all staff understand how to identify, assess, respond to and safeguard these victims at initial contact. Risk assessments are on occasion being completed over the telephone without an officer seeing the victim in person. This may result in the risk not being fully assessed and a victim of domestic abuse (and other family members) not being appropriately safeguarded.

Recommendations

To address this cause of concern HMIC recommends that the force should take immediate steps to ensure that:

- it improves its initial assessment and response to incidents involving all vulnerable people, but particularly victims of domestic abuse by ensuring that staff working in call handling understand and apply the THRIVE decision-making model, and are supervised effectively. The force response to incidents is determined upon this initial assessment of risk in order to ensure victims are kept safe;
- it reviews immediately the approach to assessing risks to victims of domestic abuse and ensures that all victims of abuse are visited and dealt with in a timely manner; and
- investigations, including those conducted within the resolution centre, are conducted to appropriate standards with effective supervision.

Areas for improvement

- The force should ensure that officers and staff use the missing and absent categories appropriately in cases involving children.
- The force should improve its investigation of domestic abuse cases by ensuring that they are investigated by officers and staff with the appropriate professional skills and experience investigate cases, specifically complex cases, and are able to provide the ongoing safeguarding required and that these investigations are supervised effectively.

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

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

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

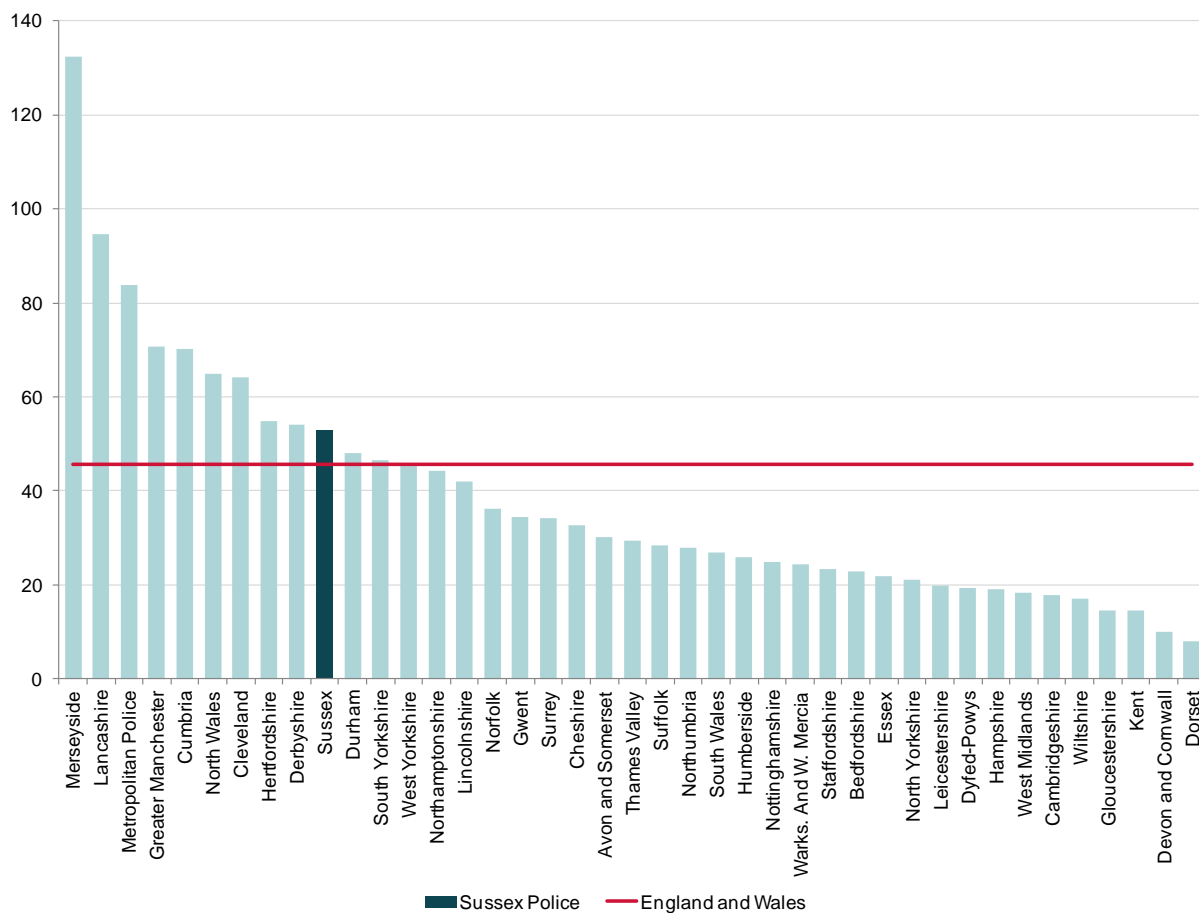
In order to tackle serious and organised crime effectively forces must first have a good understanding of the threats it poses to their communities. Forces should be using a range of intelligence (not just from the police but also from other partner organisations) to understand threats and risks, from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

Sussex Police is good at assessing the threat posed to the public by serious and organised crime. It has effective mechanisms to collect and assess intelligence throughout the area. This intelligence informs the force's strategic threat and risk assessment, and allows it to develop an effective plan to target its resources in priority areas. The information is also used to produce local profiles, providing information about the nature and impact of serious and organised crime.

In HMIC's 2015 effectiveness report, we found that the local profiles were predominantly based on police data with limited partnership information, meaning they were not comprehensive. This year we found that force has developed a sound understanding of emerging and traditional serious and organised crime threats such as child sexual exploitation. Disappointingly, however, there is still limited intelligence and information included from partnership agencies such as the local authority.

As at 1 July 2016, Sussex Police was actively disrupting, investigating or monitoring 53 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.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016²⁶



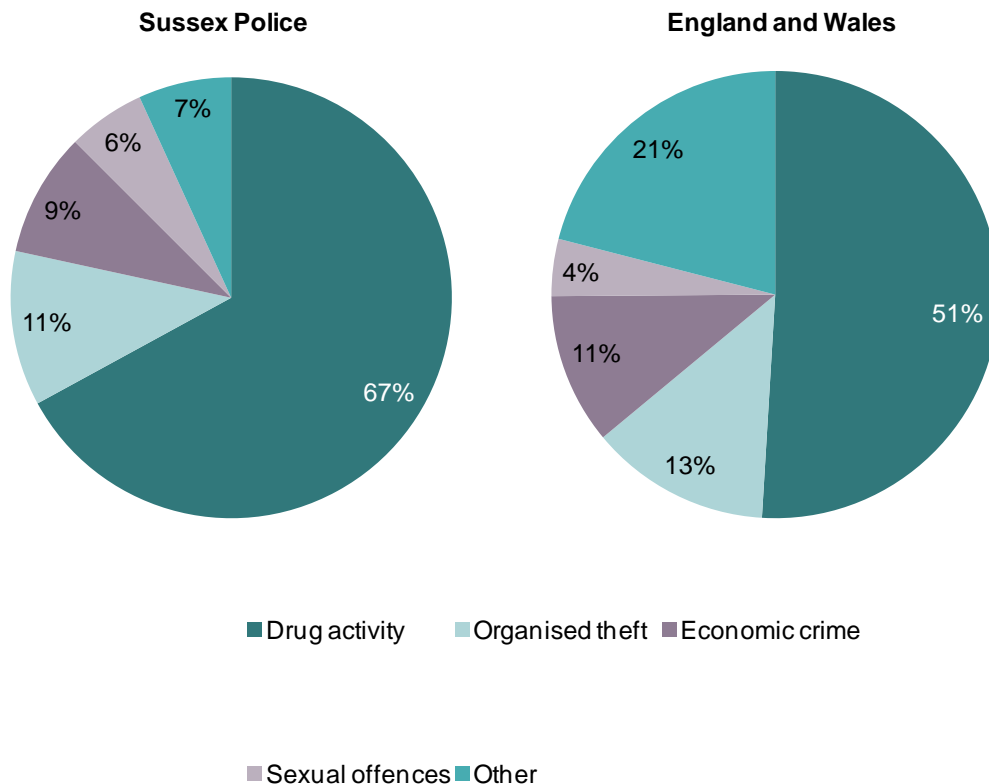
Source: HMIC data return

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

²⁶ 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 Sussex, as at 1 July 2016



Source: HMIC data return

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

Organised crime groups (OCGs) are mapped, assessed, reviewed in accordance with national guidance, and archived when appropriate. The force uses a category of local crime group for groups of criminals who do not meet the definition of an OCG. These groups are still risk assessed and scored using the nationally recognised MoRiLE method to enable assessment against other threats and risks. This process ensures early identification of OCGs and that groups of nominals who may not meet the threshold to be an OCG are still accounted for, risk assessed and managed by lead responsible officers (LROs) through the divisional tasking meetings.”

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.

Sussex Police responds well to serious and organised crime. All active OCG investigations are co-ordinated through a management plan based on the 4 Ps approach (prevent, pursue, protect, prepare) set out in the national serious and organised crime strategy.²⁷ However, the force is focused on pursue, and more could be done on the prepare and protect strands. OCG management plans demonstrate the use of disruption tactics and collaborative enforcement with partner agencies. For example, one OCG was successfully disrupted when the licensing department of the local authority closed down a business and put tighter controls on others.

The force ensures that Lead Responsible Officers (LROs), typically at chief inspector or superintendent level, are effective in the management of OCG-related crime. Each receives a briefing from the director of intelligence to outline expectations, roles and responsibilities. The force has developed its own training package for LROs, with a template for a regional management action plan. The performance of each LRO is assessed against the 4Ps.

The force conducts regular operations aimed at tackling OCGs both within the force area and across boundaries with other forces such as Hampshire, Thames Valley and Surrey. For instance, Operation Ambleside targeted an Albanian OCG in Brighton which was involved in serious violence connected to the illegal drug trade. The operation had a number of objectives which included dismantling the OCG, preventing additional OCG members coming into the area, and establishing better links with the local Albanian community. The LRO ran a number of smaller operations targeting specific elements of the work, for example an investigative strand led by the CID and a communications strand led by the corporate communications department which worked with the National Crime Agency. To improve engagement with the Albanian community, the local policing team linked into a community children's day and adult community leaders were invited to the mayor's office. Partner organisations were also actively engaged. Social media was used to convey messages about the operation which explained why it was taking place and the effects that drug dealing had on local communities. The operation

²⁷ 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

resulted in the dismantling of the OCG and improved relations between the police and the Albanian community.

In addition to the specialist resources available through the South East regional organised crime unit (SEROCU), Sussex Police maintains its own serious and organised crime unit which provides additional capacity for the county in areas such as surveillance, cyber-crime and asset recovery. This is not unnecessary duplication as SEROCU does not have the capacity to deal with level 1 issues and some level 2 issues such as targeting prolific burglary offenders or sex offenders who have breached their orders. In conjunction with Surrey Police it has a serious organised crime partnership steering group which is chaired by the office of the police and crime commissioner and meets every six months. As well as police representatives, it is also attended by staff from local councils. However, it is unclear what level of scrutiny this board holds or what impact it has. The PCC is clearly committed to tackling serious and organised crime and has funded an analyst specifically to provide the force with a comprehensive analysis of child sexual exploitation.

HMIC's 2015 review of capability and effectiveness of regional organised crime units required Sussex Police, in conjunction with its partners in SEROCU, to produce an action plan by June 2016.²⁸ Together with Thames Valley, Hampshire and Surrey forces, Sussex Police has produced a plan to improve regional collaboration. However, the action plan is a structured review of current arrangements with recommendations for actions that are expected to be agreed by December 2016. The force and its partners need to ensure that the plan is agreed and that actions are addressed.

A clear task assignment process is in place for managing mapped OCGs. OCGs are included in existing processes to assign tasks across Surrey and Sussex and intelligence officers have a good understanding of how best to gather intelligence from police and law enforcement agencies. However, not all neighbourhood officers are aware of the OCGs that are active in their areas, and some do not know what an OCG is. This means that they are not purposefully gathering intelligence about those in the community who are posing the greatest threat of harm.

The force is taking steps to improve its understanding of so-called emerging threats such as those in the prison system. There are seven prisons in the force area in which there has been an increase in violence and drug supply. The prison intelligence officers have visited each prison governor to discuss how OCGs are managed within the prison system and how the two organisations can ensure that there is an effective intelligence flow while an OCG member is in prison in preparation for release. The force also makes good use of other intelligence sources,

²⁸ *Regional Organised Crime Units – A review of capability and effectiveness*, HMIC, 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/regional-organised-crime-units/

including the Government Agency Intelligence Network (GAIN).²⁹ Sussex Police made 37 GAIN referrals for every 100 OCGs (active and archived between 1 January 2016 to 30 June 2016) in the 12 months to 30 June 2016. This is above the rate for England and Wales.

The force uses the national scale for counting the number of times it has disrupted an OCG. It operates a robust disruption review process with a quarterly meeting chaired by the assistant chief constable responsible for the specialist crime command across both Sussex and Surrey forces. The force informed us that between April and September 2016, five moderate and three major disruptions had been recorded. Local divisional task assignment meetings record minor disruptions on a monthly basis. However, the force is unable to demonstrate clearly the impact its activity has on serious and organised crime.

How effectively does the force prevent serious and organised crime?

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

Sussex Police takes some steps to prevent serious and organised crime, but there is more it could do. We found limited evidence of the force deterring young people from being drawn into organised crime, although it is developing some work in East Sussex. Using the intelligence gathered from the risk forms used with partners, the single combined assessment risk form (SCARF), the force plans to identify young people on the periphery of OCG involvement and take steps early to divert them away from crime. Operation Lancehead targets an OCG known as the 'Warrior Square Crew'. OCG Yarrow also targets youths on bicycles being used to deliver drugs. Young criminals within the broader OCG Yarrow were targeted, some using the name of the 'Warrior Square Crew', which was believed to be the training ground for young criminals. The IOM scheme and the LRO have carried out targeted work on this group, again to prevent their offending from increasing.

The force is above the England and Wales rate for the number of serious crime prevention orders (SCPOs) per 100 OCGs (active and archived between 1 January

²⁹ 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.

2016 and 30 June 2016). It has applied for 62 per 100 OCGs compared to 16 per 100 OCGs across England and Wales in the 12 months to 30 June 2016.³⁰

Messages are conveyed to the public about serious and organised crime. Operation Signature (fraud offences targeted against the elderly) and Operation Ambleside (Albanian community involved in violence and drug criminality), which have been discussed above, both involved a comprehensive media campaign to inform local communities about the risks and the subsequent action taken. In conjunction with Surrey Police, the force also produces and circulates a cyber-crime bulletin that includes cyber-related scams together with crime prevention advice.

Summary of findings



Good

Sussex Police is good at tackling serious and organised crime. The force has a clear process for handling organised crime groups (OCGs). OCGs are included in existing processes for assigning tasks across the force and intelligence officers have a good understanding of how best to gather intelligence from police and law enforcement agencies. However, the force's serious and organised crime local profile includes limited intelligence and information from partner organisations. This limits the force's understanding of serious and organised crime in Sussex.

The force has targeted and disrupted OCGs in several successful operations across Sussex. The public can be confident that Sussex Police takes appropriate action against the people who cause most harm in their communities. However, we found limited evidence of the force deterring young people being drawn into organised crime.

The action plan for making best use of specialist regional capabilities is still a work in progress between the four forces involved. Agreeing the plan and putting actions in place should improve the existing collaborative arrangements.

The force uses the media effectively to get preventative messages to the public about serious and organised crime, reassuring the public following an operation where an OCG has been disrupted.

The force should develop its serious and organised crime local profile in conjunction with partner organisations to enhance its understanding of the threat and how to tackle it.

³⁰ An SCPO is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

The force 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 those at risk of offending.

The force should improve its understanding of the impact of its activity on serious and organised crime across the four Ps, and ensure that it learns from experience to maximise the force's disruptive effect on this activity.

Areas for improvement

- The force should develop its serious and organised crime local profile in conjunction with partner organisations to enhance its understanding of the threat and how to tackle it.
- 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 those at risk of offending.
- The force should improve its understanding of the impact of its activity on serious and organised crime across the four Ps, and ensure that it learns from experience to maximise the force's disruptive effect on this activity.

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)³¹ 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.

Sussex Police has good arrangements in place to ensure that it can fulfil its national policing responsibilities. The force collaborates with Surrey Police, with a joint chief officer responsible for overseeing the development of the necessary arrangements to ensure that both forces fulfil their national policing responsibilities. The chief officer allocates each of the threats set out in the SPR to individual chief officers at both force and regional level. The force has assessed its SPR requirements and the two forces have put in place good procedures to test their level of preparation in responding to civil emergencies and public order events.

The force has taken part in regional mobilisation exercises with partners to address local and national risks and is fully engaged with the local resilience forum (LRF). It also meets quarterly with Kent, Hampshire, Surrey, Thames Valley and Dorset forces to share best practice and gain a better understanding of how each force is assessing and managing both local and national risks. The force ran an operation named 'Dual Tempest' in February 2016 and worked with the Cabinet Office to test

³¹ 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

the response of the individual LRFs simultaneously in Surrey and Sussex. Each force worked with its own partners but ensured that there were links between the two business continuity plans which had been developed in consultation with partner agencies.

All staff have been trained in joint emergency services interoperability programme (JESIP) principles and there is a programme in place to develop this. In June 2016, the force introduced mandatory training on JESIP principles for all ranks from sergeants upwards. Since then one-off training has also been provided and the entire workforce has completed the JESIP e-learning module. Partner organisations, and British Transport Police and HM Coastguard have also been invited to the training.

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.

Sussex Police completes an annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. It includes a broad assessment of intelligence locally, regionally and nationally. This is overseen by the assistant chief constable who is the lead senior officer for firearms in both Surrey and Sussex. The force collaborated on firearms response with Surrey Police, increasing its capability and capacity. The force has carried out a fundamental review of the APSTRA and it has been used to identify the number of officers required at each skill level. This is based on the number of incidents that it has responded to in recent years as and helps the force to ensure that it can respond to an attack requiring an armed response. The assessment is in line with the national guidance. Following the terrorist attacks in France during 2015, the force has reviewed its resources for high profile events to ensure that it has sufficient officers to deal with a terrorist attack.

Sussex Police is making progress towards meeting its requirements under the national armed policing uplift programme. The force plans to increase its firearms capability by training and deploying 50 percent more armed officers. There is a

comprehensive plan to achieve this which is scheduled to be fully implemented in 2018. The force has not received any funding from central government to meet the extra cost and is using money from its current budget to fund the increase. A business case for this increase has been submitted to chief officers and has already been agreed. The force covers a large geographic area and this will improve response times to more rural areas should an attack occur.

The force has a comprehensive training programme for its firearms officers and firearms commanders which it often carries out jointly with other forces in the south east. In order to train the new firearms officers that are planned, the force has also increased the number of instructors.

A regional memorandum of understanding is in place which ensures that forces across the region respond collaboratively if required. Operation Boreham, which involved a search for a dangerous armed suspect, resulted in a planned operation between firearms officers from Kent, Thames Valley, and Surrey and Hampshire forces. The National Crime Agency was also involved. This is a good example of forces working together to keep the public safe.

The force understands the threat of an attack requiring an armed response, and that this understanding is based on recent and relevant information.

Summary of findings

Sussex Police has good plans to mobilise in response to the threats set out in the *Strategic Policing Requirement*. It works well with other forces in the region when the need arises.

The force is well prepared to respond to a firearms attack. The force has recently reviewed its assessment of threat, risk and harm and this now explicitly includes the threats posed by marauding firearms terrorists. In light of this threat, Sussex Police plans to increase its firearms capacity and capability, both as part of a national programme to increase the capability and capacity of trained firearms officers but also through local initiatives. The force is progressing with its implementation of these plans.

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.