



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Wiltshire 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 Wiltshire 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/wiltshire/).

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

Wiltshire Police

183

England and Wales

240



Crime (excluding fraud)

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

Wiltshire Police

54

England and Wales

68

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

Wiltshire Police

+14.4%

England and Wales

+7.8%

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

Wiltshire Police

+5.4%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Wiltshire Police

12.1%

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

Wiltshire Police

17.2%

England and Wales

10.6%

Investigation completed but no suspect identified

Wiltshire Police

40.8%

England and Wales

47.4%

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



Anti-social behaviour

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

Wiltshire Police

22

England and Wales

31

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

Wiltshire Police

24

England and Wales

34



Domestic abuse

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

Wiltshire Police

15

England and Wales

16

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

Wiltshire Police

13.1%

England and Wales

11.1%

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

Wiltshire Police

11.5%

England and Wales

10.0%



Organised crime groups

Organised crime groups per million population as at 1 July 2016

Wiltshire Police

17

England and Wales

46



Victim satisfaction rate

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

Wiltshire Police

84.3%

England and Wales

83.3%

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

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

Overall judgment²



Good

Wiltshire Police is good in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment is the same as last year, when we judged the force to be good. The force is good at preventing crime and tackling anti-social behaviour. It protects vulnerable people from harm, and has effective processes in place to investigate crimes. It is good at tackling serious and organised crime and has the necessary arrangements in place to respond to national threats.

Overall summary

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



Good

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



Good

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



Good

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



Good

How effective are the force's specialist capabilities? **Ungraded**

Wiltshire Police is good at preventing crime and tackling anti-social behaviour. It understands the communities it serves and the threats they face. Problem solving is undertaken with other organisations as appropriate.

Wiltshire Police investigates crime and manages offenders well. It has good processes for the assessment of reported incidents and for assessing vulnerability. It has a good understanding of the nature and scale of vulnerability and it works well with other organisations in multi-agency safeguarding arrangements. Victims of domestic abuse assessed as being at high risk receive full support from specialist

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

detectives. Measures to monitor sexual and violent offenders are effective. Longer-term support for high-risk victims of domestic abuse is provided through effective joint agency arrangements. In addition, the force has programmes in place to reduce re-offending and provide effective victim care and support.

Wiltshire Police has a good understanding of the threat posed by serious and organised crime. Organised crime groups are generally mapped in accordance with national guidelines. The force works with partner agencies to build a complete picture, and prioritises activity aimed at tackling serious and organised crime systematically and objectively. It has effective links to regional and national assets, understands clearly how people may be drawn into serious and organised crime, and has measures in place to prevent this happening. The force has scope to improve its lifetime offender management and to develop an approach to organised crime group management, which encompasses prevention, protection and preparation, as well as more traditional 'pursuit' activity. The force continues to make progress in communicating more effectively with the public about organised crime.

Wiltshire Police has the necessary arrangements in place to assess all the threats identified in the *Strategic Policing Requirement*. The force is good at assessing the threat of an attack requiring an armed response.

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.

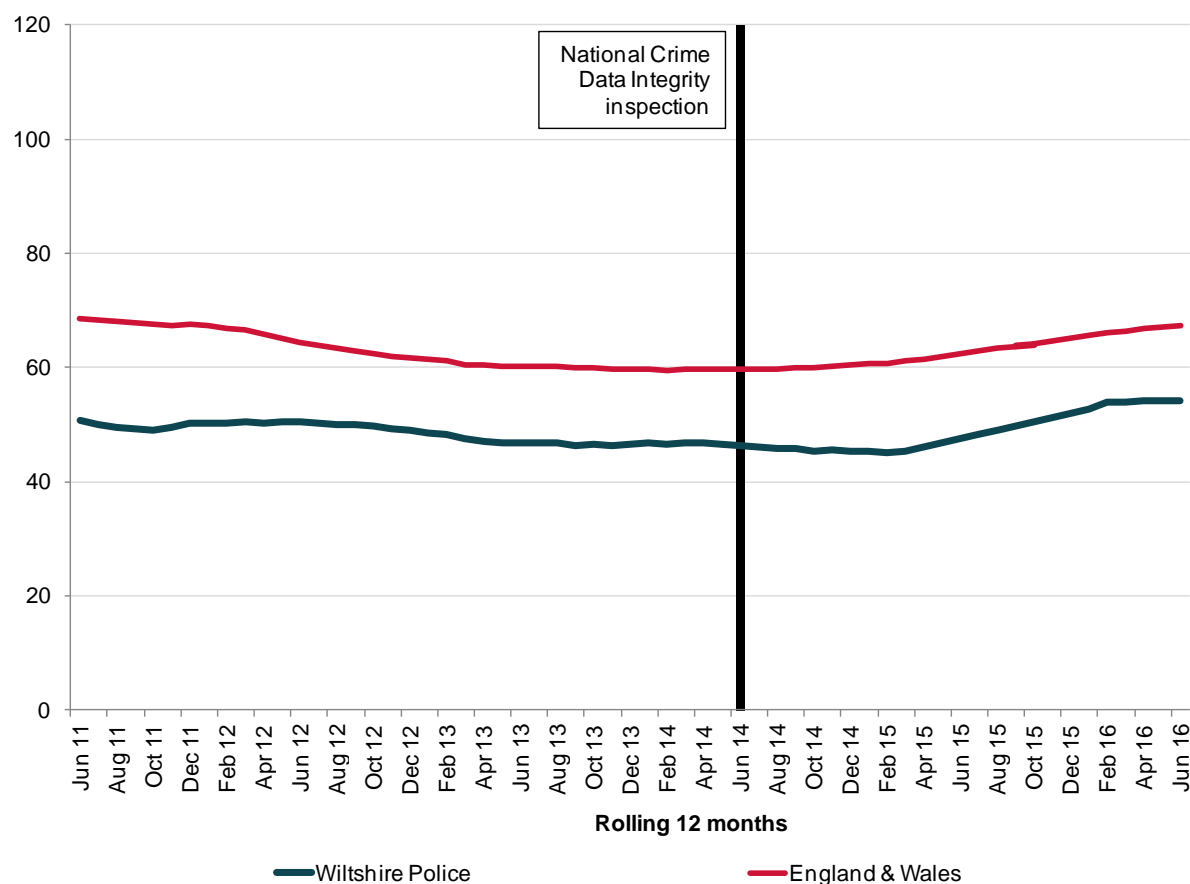
How much crime and anti-social behaviour is there in Wiltshire?

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 5.4 percent in Wiltshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 0.7 percent in Wiltshire, 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 Wiltshire, 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 Wiltshire increased by 14.4 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 Wiltshire 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 Wiltshire, for the 12 months to 30 June 2016

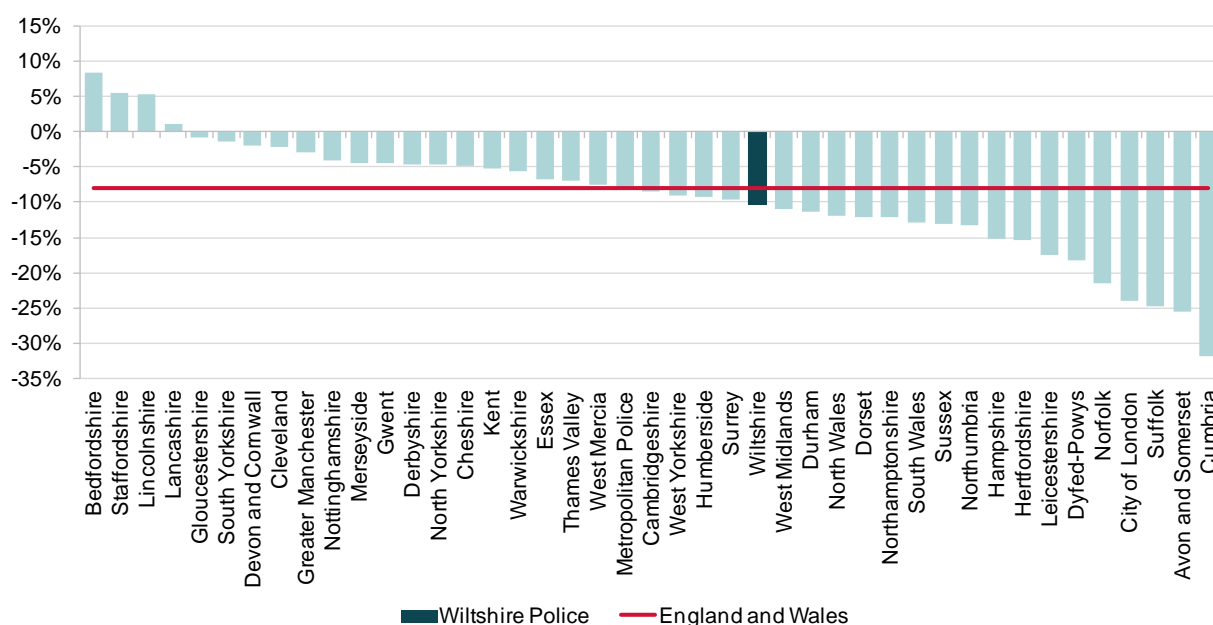
Rates per 1,000 population	Wiltshire Police	England and Wales
Recorded crime (excluding fraud)	54.3	68.2
Victim-based crime	47.5	60.4
Sexual offences	1.9	1.9
Assault with injury	6.9	7.0
Burglary in a dwelling*	4.5	8.1

* 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, Wiltshire Police recorded 22 incidents of anti-social behaviour per 1,000 population. This is 10 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 Wiltshire Police understand the risk posed to its communities?

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been an increase in public satisfaction with Wiltshire Police. Some 403 people were interviewed and 54 percent were very or fairly satisfied with local policing in their area. This is a 4 percent increase on 2015.³

Wiltshire Police is currently implementing a major structural transformation of how neighbourhood policing responds to community issues. It is combining neighbourhood and response teams into community policing teams (CPTs). At the time of our inspection, about one-third of the force area had implemented the new CPT model and it was planned that the other areas would move to it in late 2016.

We found that, in accordance with College of Policing guidance, PCSOs are spending most of their time working in the community and are not being redeployed to other duties. The force is keen to ensure that neighbourhood teams and CPTs spend most of their time in the community and has made significant investment in mobile technology to enable them to do this.

The Ipsos MORI survey asked the public to what extent they were aware of police patrols in vehicles. Despite the policy of ensuring that neighbourhood teams and CPTs spend most of their time in the community, the proportion of people in Wiltshire who had recently seen police patrols in vehicles was only in line with the England and Wales average. Also, the figure for those who had seen patrols on foot was

³ For further details, see annex A.

much lower than the England and Wales average. The force told us that this figure resulted from a misperception. Some local neighbourhood units were countering this by uploading data on foot patrol activity to their local Facebook page to show the public where they have been patrolling.

How does Wiltshire Police engage with the public?

Frontline officers and PCSOs engage well with their local neighbourhoods and understand the issues, threats and risks faced by those communities. Staff are deployed in the community they serve and have regular meetings with local councillors and community leaders. They make good use of mobile technology and ‘touchdown points’⁴ and use these opportunities to engage with the public.

Local officers and staff work effectively with local authorities and support groups to tackle a range of crime and anti-social behaviour issues such as adult sexual exploitation, rough sleeping and rural crime.

HMIC found good examples of analysis of community threats and risks at a local or force level being carried out jointly with other police forces and relevant interested organisations. We also found evidence that data were shared to enable the identification of appropriate lead organisations and implementation of joint problem-solving plans. The frontline staff understand the force’s crime prevention strategy and they use crime prevention ‘toolkits’ that provide a variety of tested evidence-based solutions to support them in protecting the public.

Wiltshire Police encourages staff to use social media such as Twitter and Facebook to communicate with the public. Some local teams are experimenting with Instagram and Snapchat to expand their local social media reach. The force has also increased its use of a community messaging system for groups which are less likely to use social media, such as elderly people. These channels are used to give out messages and receive feedback; the feedback is then monitored and analysed via the corporate communications department. The implementation of a comprehensive plan for getting communities involved ensures that there are consistent processes for engaging with, and analysing feedback from, the public and for using this information to inform how policing services are provided.

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

⁴ Public places where a mobile signal is available, such as a café, post office, street corner or ‘pop-up’ police station in a supermarket entrance.

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?

The force is good at preventing crime and anti-social behaviour. The crime prevention strategy it has developed towards areas such as troubled families,⁵ mental health, integrated offender management⁶ and youth offending involves working closely with other organisations such as teams within local authorities and community groups. This strategy is supported by assisting frontline staff in providing practical advice on information sharing and by working with other organisations to tackle and reduce incidents of crime and anti-social behaviour.

Across the force problem solving is undertaken by staff using either the SARA (scanning, analysis, response and assessment) or PIER (prevention, intelligence, enforcement and reassurance) models in conjunction with targeted foot patrols. This approach aims to combat crime and anti-social behaviour by addressing causes of potential trouble at an early stage before they can develop further. Officers and staff at a local level undertake extensive problem-solving and crime prevention work with other interested organisations, holding meetings weekly, monthly or fortnightly. We found that although the force had formally adopted the SARA model to record problem solving, some frontline staff had not received any training in problem solving and as a result different models were used, depending on local needs, in different areas. All such methods, however, were based on SARA principles and we saw good evidence of effective problem-solving activity being carried out, supervised and documented. The force's record-management database is used to record what is done to solve problems and mitigate the risks to the community. All officers and staff, irrespective of who first responded to an incident, can access the database so that they can immediately see what action is being taken. Information recorded in this way can also be shared with some partner organisations, and work is under way to finalise a wider information-sharing agreement to allow additional partners to share this data.

⁵ Troubled families is a programme of targeted-intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

⁶ Integrated offender management brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

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

The force's data on the use of anti-social behaviour powers show that the rate of use for civil injunctions is higher than the rate in England and Wales, while criminal behaviour orders (CBOs) and Section 34 dispersal powers are used at a lower rate. There was no recorded use of community protection notices (CPN). Some of these lower rates may actually be better than is apparent and are also due to failures to record the use of CPN, but the force is aware of this discrepancy and is reviewing its processes. Frontline staff are aware of their anti-social behaviour powers; they use civil injunctions and anti-social behaviour warning letters and we learned of a dispersal order being used following a drug-related knife crime.

The force has introduced a new work-assignment and briefing process to support the move to CPTs. This provides an intelligence-led briefing that directs where frontline staff should patrol and focuses their activity where crime and anti-social behaviour are occurring. This is an enhanced process compared to that which operates elsewhere in the force. CPTs are told they have a collective responsibility to gather intelligence relevant to the problems they are working to resolve, and the new briefing format helps them to achieve this outcome. Neighbourhood officers and staff are aware of their safeguarding responsibilities and we saw clear evidence of action undertaken in individual cases. Staff also showed they considered what further action the police could take if other appropriate organisations were unable to support proposed joint activity.

HMIC found a wide range of joint working with other organisations to reduce victimisation and deal with complex problems, for instance street drinking, sexual exploitation of adults and aggressive begging. The force has a member of staff working in the Wiltshire Council's troubled families⁷ team to provide faster information sharing and is currently working to replicate this in the Swindon Borough Council area by the end of 2016.

We saw good use of a range of facilities for the support of victims. Frontline staff can easily arrange for such items as CCTV cameras and alarms to be installed, and the 'Bobby Van', operated by volunteers, is deployed to carry out home security improvements, for instance providing better locks for those who need them. In addition to responding to reported crime, Wiltshire Police has undertaken a cyber-crime prevention campaign, co-ordinated by its corporate communications department, to raise awareness of this threat and provide advice on how people can protect themselves. Neighbourhood teams work with other investigative teams and

⁷ Troubled families is a programme of targeted-intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

response officers (where they are not currently combined) to co-ordinate policing activity including the disruption of dangerous drug networks.

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

In HMIC's 2015 effectiveness inspection we identified an area for improvement. This was how Wiltshire Police uses evidence of what works from other forces, partners and academics. The force has responded to this and has just entered a formal academic partnership with Bath Spa University which will be used to undertake research to inform best practice. The first subject proposed relates to missing people. In addition, staff have visited other forces to learn more about how they have been successful in increasing recruitment to the special constabulary, and are working with University College London on the effectiveness of the 'county lines'⁸ approach to tackling anti-social behaviour, crime and drug dealing.

Summary of findings



Good

Wiltshire Police is good at preventing crime, tackling anti-social behaviour and keeping people safe. It understands the communities it serves and the threats they face and analyses the threat, risk and harm to the communities.

The force has addressed, or is in the process of addressing, areas for improvement identified in HMIC's 2015 effectiveness inspection.

Problem solving is effective across the force. Staff work well with partner organisations such as local authorities and health services, sharing information and resolving problems together. The force's crime prevention strategy places focus on troubled families, mental health, integrated offender management and youth offending. It provides practical advice on information sharing and working with other organisations to tackle and reduce incidents of crime and anti-social behaviour.

Although the force is in the process of introducing a new operating model with community policing teams, current activities across both the new and old systems are working effectively. Frontline officers and PCSOs are engage with the public in their local neighbourhoods in several ways to understand better the issues and threats faced by those communities. This is supported by the involvement of academics and other forces ensuring that any new methods are based on what works.

⁸ Information available at: www.nationalcrimeagency.gov.uk/publications/620-NCA-Intelligence-Assessment-County-Lines-Gangs-and-Safeguarding/file

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 prosecution of offenders; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat⁹ warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

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

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

⁹ A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

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

Figure 4: Proportion of outcomes assigned to offences recorded in Wiltshire Police, in 12 months to 30 June 2016, by outcome type^{10,11}

Outcome number	Outcome type / group	Wiltshire Police	England and Wales
1	Charged/Summoned	12.1	12.1
4	Taken into consideration	0.3	0.2
	Out-of-court (formal)	3.7	3.2
2	Cautions - youths	0.9	0.4
3	Cautions - adults	2.3	2.3
6	Penalty Notices for Disorder	0.5	0.6
	Out-of-court (informal)	2.7	3.6
7	Cannabis/Khat warning	0.7	0.9
8	Community Resolution	2.1	2.8
*	Prosecution prevented or not in the public interest	1.6	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	12.6	8.3
	Evidential difficulties (victim does not support police action)	19.6	13.8
16	Suspect identified	17.2	10.6
14	Suspect not identified	2.4	3.2
18	Investigation complete – no suspect identified	40.8	47.4
20	Action undertaken by another body / agency	1.0	0.6
21	Further investigation to support formal action not in the public interest	0.0	0.1
	Total offences assigned an outcome	94.5	91.3
	Not yet assigned an outcome	5.5	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

¹⁰ Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

¹¹ 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Wiltshire Police's use of 'evidential difficulties (victim supports police action)' was among the highest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

The report will discuss possible reasons for this in the section on How effectively the force investigates offences involving vulnerable victims and works with external partners to keep victims safe?

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

Wiltshire Police has a structured and effective approach to the assessment of all reported incidents. At the first point of contact with the force control room, contact management staff rely on a nationally recognised assessment model known as THRIVE¹² to ensure that an appropriate response is provided. This model was introduced in the force in 2016, and builds on previous procedures that included a structured question set, which was used by call handlers and investigators to assess the vulnerability of victims. This increases confidence that those in need of the service of Wiltshire Police are provided for in accordance with their individual needs. This service may involve an immediate response from the force or a scheduled visit at a mutually convenient time. In some instances, the matter may be resolved immediately on the telephone; if contact management staff consider that the offender is unlikely to be traced, there are no lines of inquiry to pursue, further investigation is likely to be unproductive and the victim is not at risk of harm or otherwise vulnerable, the matter will be recorded and finalised immediately, and no officer is sent to the crime scene. This ensures that police resources are not deployed unnecessarily, but at the same time that the victim receives a prompt and professional service.

¹²The THRIVE concept assesses threat, harm, risk, investigation opportunities, the vulnerability of the victim and the engagement level required to satisfactorily resolve calls for service and investigations.

How well do response officers investigate?

Police officers deployed immediately to the scene of a crime understand the vital steps they must take on arrival in order to keep people safe and preserve evidence. Priorities include the preservation of the scene, recording details of all witnesses, and securing CCTV footage. The police service refers to these priorities as the 'golden hour' principles. Further support is provided by control room supervisors known as force incident managers (FIMs); FIMs also have access to specialist resources to deploy to incidents which require a golden hour response.

The force has a clear policy for allocating crime and other incidents (such as reports of missing persons) for investigation. This is clearly understood by staff and ensures that the allocated investigators have the right skills and experience to manage both the level of complexity of the investigation and the needs of victim. This represents a change: historically, it has been the type of crime that has determined the level of investigation and less attention has been paid to the needs of the victim. As a result, some victims may not have received the attention they needed. Wiltshire Police now uses the THRIVE principles for the allocation of crime for investigation, and this is having a positive effect on the quality of investigations; we found examples of victims of domestic abuse being assessed as being at high risk and receiving full support from specialist detectives, even when the levels of violence to which they had been subjected were relatively minor.

A consequence of this approach is that some of the overall caseload of investigation is reallocated from specialist detectives to officers or staff who are trained to a lower standard, typically to 999/101 response officers and neighbourhood constables. HMIC found that the investigative caseload managed by these officers was well-aligned to their levels of competence and that they could manage these cases as well as their range of other responsibilities. HMIC noted that the skills and accreditation of this pool of officers has been enhanced in certain areas, particularly their capability to interview child witnesses.

At the time of this inspection, the force was due to change its operating model. One consequence of this will be the restructuring of local policing into new community policing teams (CPTs). Among the expected outcomes of this restructuring will be that officers responding to 999 or 101 calls and those responsible for community policing will have a higher investigative workload. This change is being made to increase the overall capacity of Wiltshire Police to investigate crime as well as ensuring a more rounded development of staff in investigative techniques. In areas of the force where the change had not yet been implemented, some officers and staff expressed reservations as they feared that community policing might be 'squeezed out'. This must be avoided. Further, investigating crime will also be a new responsibility for some frontline staff and measures will need to be put in place to ensure that the quality of investigations and service to victims is in line with service standards.

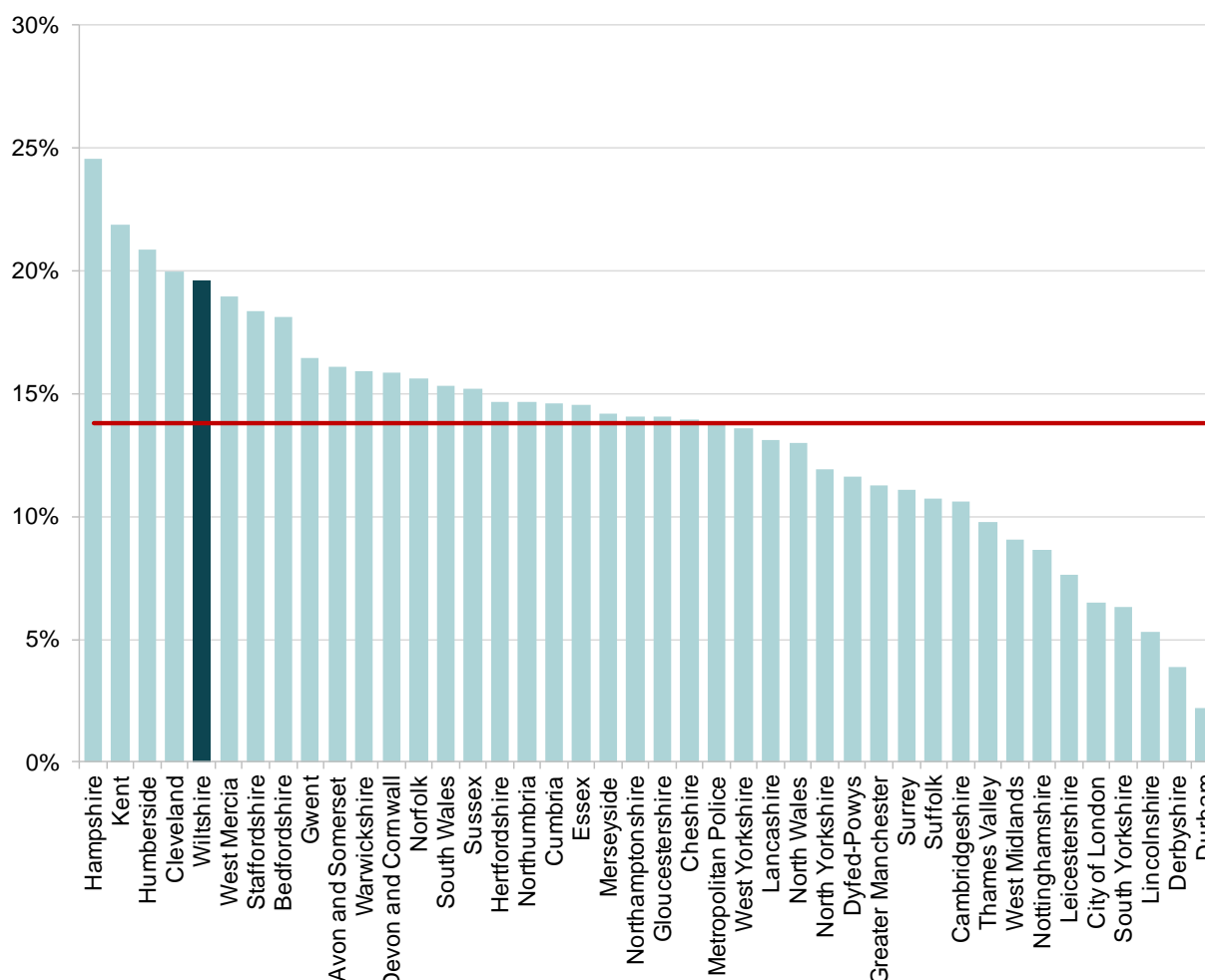
How effective is the force's subsequent investigation?

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.

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹³ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

¹³ Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force ^{14,15}



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Wiltshire Police recorded 19.6 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

This is an indication that the force is not pursuing justice as often as it could be in cases where victims are unwilling or reluctant to support prosecution – perhaps because they are vulnerable or intimidated. The force should take steps to ensure

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

¹⁵ Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

that it understands the reasons for the high proportion of outcomes of this type, and is providing the best possible service to victims of crime.

Quality of the investigation

HMIC's 2015 effectiveness report for the force identified as areas for improvement the lack of skills and experiences in investigative teams and shortcomings in the level of supervision of investigations. When HMIC has made recommendations for improvements, or when the force itself has identified improvements are needed, these are managed through continuous improvement plans. These plans are overseen by chief officers and supported by a clear programme which holds to account nominated individuals for implementing reform.

The investigative skills shortage identified in HMIC's 2015 report has been addressed by increasing the priority given to public protection (which includes sexual offences, domestic abuse and crime committed against children) in the annual training curriculum. HMIC found investigation teams are now more resilient and that training plans include a continued programme to strengthen specialist skills in the workforce. To improve the supervision of investigations, the force has introduced a new crime review policy. This requires sergeants actively to manage all investigations reported on the force crime reporting system, but allows for more complex investigations to be referred to detective inspectors and superintendents for further scrutiny. We reviewed a number of case files and listened to first-hand experiences of how supervisors reviewed the progression of investigations. We are satisfied that improvements have been made in this area.

Wiltshire Police has good intelligence functions to support investigations. Tactics include the development of profiles of individuals suspected of committing crime and a greater understanding of criminal networks and associations, as well as the analysis of crime patterns and trends. Analytical support to investigations is a finite resource and the force prioritises cases according to its strategic priorities; it relies on a nationally recognised prioritisation matrix known as the management of risk in law enforcement (MoRiLE)¹⁶ to identify where resources most need to be directed.

Investigations in Wiltshire also receive good support from forensic specialists. Policy and procedures for crime scene investigations are well understood; we found frontline staff knew how to collect forensic traces (for example DNA and fingerprints), which may lead to the identification of offenders, at crime scenes. The force has a structured approach to the submission of material ('exhibits') to forensic laboratories, prioritising what is most likely to lead to identification of the offender; additional safeguards are built-in to ensure that all forensic opportunities are exploited in cases where it is harder to trace victims. This ensures that the submission of forensic

¹⁶ MoRiLE is the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes, which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

evidence to laboratories is cost-effective, while ensuring that no opportunity to bring offenders to justice is overlooked.

Support to investigations

Investigations are becoming increasingly reliant on securing evidence from computers, mobile phones and tablets. Historically, forensic examination of these devices has been time-consuming and led to investigations being unnecessarily protracted. In 2015, HMIC found an unacceptable backlog of devices waiting to be forensically examined by Wiltshire Police. The force has put in place measures to reduce this backlog and help ensure timely examination of devices: agency staff have been hired to clear older cases, more frontline staff have been trained in digital download techniques and more workstations have been made available. Data held by the force show that no device has now been waiting for more than 12 months to be examined and that average waiting time for examination is consistently falling.

Supporting victims

HMIC also examined how the force supported victims during investigations. We found that investigators had a good knowledge of the *Code of Practice for Victims of Crime*.¹⁷ In particular, a 'victim's contract' setting out how, and how often, victims of crime may expect to be contacted by the police, was a common feature of investigations. The force's crime reporting system can alert investigators automatically when contact is due, which ensures that victims receive timely updates on the progress of investigations.

It is not only the police who are responsible for victim care in Wiltshire. Detectives investigating crime associated with high and medium risk domestic abuse victims develop safety plans in conjunction with councils and other domestic abuse professionals. Recently, the police and crime commissioner has also assigned additional funds to Wiltshire Police's witness care unit, which is known as Horizon. This has made possible an increase in the number of employees in Horizon to manage caseloads and the special commissioning of more services to support victims. It is also encouraging that Horizon staff record all measures put in place to support victims on the force's crime reporting system. This ensures that investigators have information available about any developments in relation to victims and the measures that are being put in place to support them.

¹⁷ *Code of Practice for Victims of Crime*, Ministry of Justice, 2015. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/476900/code-of-practice-for-victims-of-crime.PDF

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?

Wiltshire Police's performance in relation to reducing re-offending is mixed. Where specialist teams exist to manage high-risk offenders, there is a strong focus on preventing these offenders from causing further harm. By contrast, some weaknesses exist in relation to offenders who are deemed to be of lower risk.

In particular, HMIC has concerns regarding the management of individuals who are wanted by the force or have been named by victims as having committed a crime. If these people are not promptly arrested there is always a possibility that they will go on to commit further offences and victimise vulnerable people. HMIC is confident that should an offender present an immediate risk to victims or the community at large immediate steps would be taken to find his or her whereabouts. We saw examples of photographs of domestic abuse perpetrators who are wanted by Wiltshire Police being passed on to frontline staff to make arrests; the details of the offenders are also handed over between shifts to ensure that efforts to arrest them are continued.

A senior officer has strategic oversight and the responsibility for determining how many suspects who have been named by victims have not yet been arrested, and is setting up processes for the management of information. Through local assignment of tasks and daily management meetings, there is a local focus around threat, harm and risk. New processes are being developed to prioritise suspects, grading them on gravity, frequency and harm.

A significant challenge for all forces in England and Wales is to address offending behaviour involving the online viewing of indecent images of children. This is another area where the force has made determined efforts to bring offenders to justice. The force has brought additional resources into this area of investigations and makes full use of the technology available to identify offenders. A sophisticated assessment of the individuals likely to cause the most harm in society is made based on best practice developed by Kent Police. This ensures that enforcement activity is effectively prioritised.

The force is also making better use of the ACPO Criminal Records Office (ACRO).¹⁸ ACRO helps the exchange of criminal records with European and other signatory

¹⁸ The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom

nations. It is important that forces make use of this facility when foreign nationals are arrested. If an individual's offending history in other countries is not known to police forces in England and Wales, it is difficult to make an accurate assessment of the likelihood of re-offending or the level of harm that might result to the public. The force has put measures in place to make better use of the ACRO facility. These include a publicity campaign for staff and steps to trigger earlier notifications to ACRO when persons in detention first arrive at custody centres.

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

In relation to the most prolific offenders who pose a risk to the public, the force recognises that a joined-up approach from all organisations involved in criminal justice is important. The force has long-established integrated offender management (IOM)¹⁹ arrangements in place, working with the probation service, the Bristol, Gloucestershire, Somerset and Wiltshire Community Rehabilitation Service and other offender service organisations. In many IOM units in England and Wales the offender cohort mainly includes individuals who have committed acquisitive crimes, for example burglary, robbery and shoplifting. Wiltshire Police has worked hard with its partners to include in the IOM cohorts a greater number of offenders who regularly assault their spouse or partner. These people are known as domestic abuse serial perpetrators (DASP). At the time of the inspection, there were 34 DASPs in the IOM cohorts in Wiltshire. This represents a greater proportion of DASPs being managed by IOM units than elsewhere in the country.

IOM units have tried and tested procedures in place to monitor the effectiveness of offender programmes. The main performance indicator is re-offending rates; 48 percent of offenders managed by IOM units in Wiltshire do not commit further offences. This success rate is in line with the re-offending rate of IOM offenders in England and Wales.

The force also has effective measures in place to monitor sex offenders and violent offenders. Specialist officers working with partner organisations operate risk management plans to supervise these offenders in the community. These include measures to ensure that when such individuals are released from prison their release is structured and they have support from housing authorities, the Department of Work and Pensions and other organisations to minimise the risk of re-offending. Specialist officers also work alongside other criminal justice organisations to visit released offenders in their homes to ensure that they are complying with the conditions of their release from prison.

HMIC verified that the caseload of these specialist officers was at acceptable levels. An area the force should address regarding the supervision of these offenders,

¹⁹ Integrated offender management brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

however, is how better to involve local officers and PCSOs. Frontline staff in local policing teams do not know of sex offenders or violent offenders living in their communities. In other forces, police officers and PCSOs play a more prominent role contributing to risk management plans.

Summary of findings



Good

Wiltshire Police is good at investigating crime and reducing re-offending. The force has a good process for the assessment of all reported incidents, from first point of contact (where there is a structured approach) through assessing vulnerability to ensuring an appropriate response. This ensures that police resources are deployed appropriately, providing a prompt and professional service to the victim.

Specialist resources are available where needed, initial scene attendance follows the 'golden hour' principles, and effective evidence-gathering opportunities are followed. Victims of domestic abuse assessed as high risk receive full support from specialist detectives even if the levels of violence to which they have been subjected are relatively minor.

HMIC found investigative caseloads were handled by officers with the appropriate levels of training and competence and with manageable workloads. Supervision levels and inputs were effective, as were measures to monitor sexual and violent offenders. Programmes are in place to prevent re-offending and to provide effective victim care and support, as well as to address the areas for improvement identified in HMIC's 2015 effectiveness inspection.

Areas for improvement

- The force should take steps to understand the reasons why a high proportion of crimes fall into the category 'Evidential difficulties; victim does not support police action', to ensure that it is pursuing justice on behalf of victims of crime.
- The force should ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects and suspects identified through forensic evidence, are swiftly located and arrested.
- The force should ensure that frontline staff are aware of the registered sex offenders in their area so that they can play a part in monitoring and management.

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 effectiveness (vulnerability) report, we judged Wiltshire Police to require improvement. We were particularly concerned about the force's response to missing and absent children. A review of missing and absent children cases revealed inappropriate initial assessments of risk with a lack of supervisory reviews. We also identified concerns in relation to the timeliness of investigations and the lack of clarity of plans and actions. In addition, we found inconsistent levels of understanding among senior officers in relation to important aspects of the force policy.

This year, we found that considerable progress has been made. The force policy has been updated since HMIC's 2015 effectiveness inspection. Investigations are now recorded on mainstream IT platforms, which is an improvement on the previous system. The force has provided guidance in relation to missing children. We observed enhanced understanding of the risks, particularly to persistently missing children, by officers and staff of all ranks and grades in this year's inspection.

The force has improved its processes to ensure the timeliness of the investigation and the supervisory reviews are appropriate. We found that the force is complying with the new processes and carrying out dip samples to continually monitor their progress in this area.

In 2015 we reported that the force should make improvements in a number of areas and the force has made progress in all of the areas.

In relation to the skills of the officers and staff investigating domestic abuse, the force has ensured that they have either received enhanced training or are scheduled to undertake the relevant training. We are satisfied that most of the cases reviewed in this inspection were investigated and supervised by staff with the appropriate skills and experience.

We found improvements in the submission of referrals to the multi-agency safeguarding hubs (MASHs) and the use of domestic violence prevention orders and notices (DVPOs and DVPNs).

In HMIC's inspection in 2015, the force was encouraged to consider the use body-worn video cameras. A programme is now in place jointly with Avon and Somerset Constabulary to issue such devices. An important facility for the successful use of digital imagery is the capacity to retain, store and retrieve images. Both forces are now close to acquiring this facility, and, as an interim measure, the force has issued guidance to frontline staff on how to handle images taken on smart phones to an evidential standard.

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*,²⁰ others use the definition referred to in ACPO guidance²¹ and the remainder use their own definition.

Wiltshire Police uses the definition from the ACPO guidance and defines a vulnerable adult as:

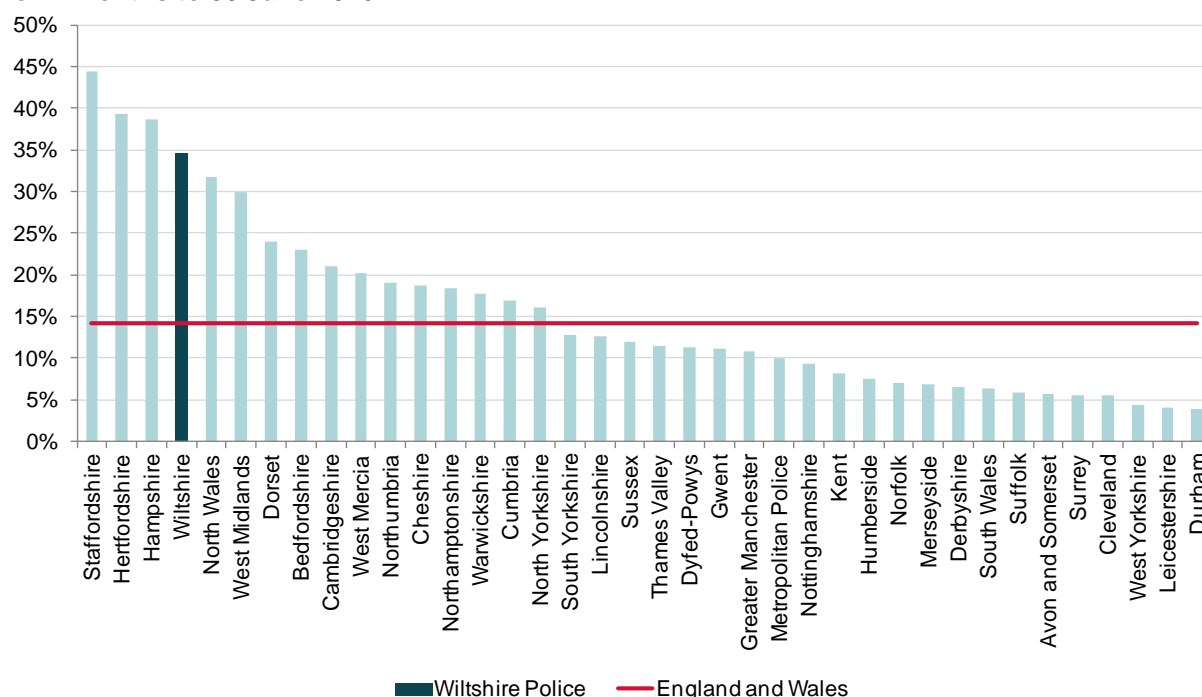
²⁰ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

²¹ 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/

“any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 34.6 percent of all recorded crime in Wiltshire was identified as having a vulnerable victim, which is above the England and Wales figure of 14.3 percent.

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016²²



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Wiltshire Police has a good understanding of the nature and scale of vulnerability in its area. The force's definition of vulnerability is well understood by the workforce and is prioritised in how people work. At a strategic level, the head of public protection has worked closely with other partner organisations in the council safeguarding boards²³ for Swindon and Wiltshire to develop in-depth profiles of high-risk areas; these include child sexual exploitation, domestic abuse and modern

²² 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.

²³ The overall role of safeguarding boards is to coordinate local work to safeguard and promote the welfare of vulnerable people and to ensure the effectiveness how member organisations work together.

slavery. These profiles are central to the force's overall strategic assessment of serious and priority crime, emerging threats and the risk of harm to communities in the force area.

The force is clearly committed to supporting vulnerable people. People may be vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. Work is co-ordinated through a vulnerability strategy; areas for improvement are addressed through the vulnerability development board, which convenes every six weeks and is chaired by a chief officer.

Officers and staff are assisted by well-accepted and clearly-understood structured processes to assess at the moment someone first makes contact with the force how vulnerable he or she may be. Contact management staff we spoke to all understood the principles of the THRIVE model and spoke highly of the training and one-to-one mentoring support they had received. It is clear that staff are confident in using the THRIVE principles to grade and prioritise the service provided to callers.

In addition to THRIVE, certain reports of crime and other incidents require a separate method of identifying risk and vulnerability. A 'menu' of questions is used by contact management staff to assess the risk of harm relating to children and other people who are reported as missing. These forms of risk assessment are subject to initial grading and supervision in the control room and then to further appraisal by attending officers. Understanding at the first point of contact the harm a caller might be exposed to is important; it will ensure that the initial response and subsequent investigation are in line with individual needs. HMIC believes that the dedicated and well-trained contact management staff who routinely assess the vulnerability of callers provide assurance that the force performs well in this area.

HMIC also examined how the force identifies repeat victims of crime and anti-social behaviour. It is clear that the structured questioning of all callers includes a focus on whether the individual has previously been victimised. In addition to this, many forces use 'flagging' systems which will immediately identify people who have called before, where they have called from and the telephone numbers which they have previously used. The most efficient use of flagging exists where the same flags 'auto-populate' the relevant fields in the contact centre, crime reporting and intelligence computer systems. This means that any member of the force with an interest in an individual will have an immediate insight into the level of their vulnerability.

In Wiltshire Police the software used by the contact management centre and the crime and intelligence system is not fully integrated. The risks of this have been minimised by the appointment of intelligence development officers (IDOs) in the contact centre. Their role is to check all force databases to ensure that everything known about callers is collated, and to ensure that all systems are checked in the assessment of whether and how far they are vulnerable.

HMIC is satisfied that the force has addressed a cause for concern identified in the 2015 inspection. We advised the force to take immediate steps to improve its response to cases of missing and absent children; this was specifically in relation to initial risk assessment, supervision, the prioritisation of investigations, and safeguarding activity. The management of missing persons and absent children has been improved in a number of ways: investigations are now conducted on mainstream IT platforms; the classification of persons who are missing (as distinct from children who are briefly missing from schools or other places) is better understood; specialist staff now audit all investigations; and periodic reviews of investigations by senior detectives brings greater professionalism.

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 deployed as first responders to victims of crime have a clear understanding of how to identify vulnerability. They consider a crucial part of their role is to develop a full understanding of the victim's needs, building on the initial discussions with contact management staff. The development of this understanding is an important part of the secondary risk assessment. HMIC found examples of where the first responders found additional risk factors relevant to domestic abuse victims or persons reported as missing which led to adjustments to the initial risk assessments made at the first point of contact. Risk assessments are also subject to scrutiny at daily management meetings where senior officers in each area of the force double-check risk grading and ensure the correct level of investigation is put in place.

Some forces have issued officers with body-worn video cameras to record digital images at the scenes of crime. Irrefutable evidence of the extent to which vulnerable victims have been subjected to violence is an efficient means of ensuring the courts are fully aware of the seriousness of the offence. This evidence can also assist prosecutors secure convictions if victims are reluctant to testify. In HMIC's 2015 effectiveness inspection, the force was encouraged to consider the use of such devices. A programme is now in place jointly with Avon and Somerset Constabulary

to issue the cameras. An important facility for the successful use of digital imagery is the capacity to retain, store and retrieve images. Both forces are now close to acquiring this facility, and as an interim measure the force has issued guidance to frontline staff on how to handle images taken on smart phones to an evidential standard.

Frontline staff have a good understanding of how to put measures in place to safeguard vulnerable people from harm. It is clear that all officers and staff routinely take steps to remove the threat of harm by using legal powers to arrest perpetrators whenever this possible. However, staff understanding of further safeguarding measures is less certain. Some officers know how to contact housing providers if they consider that alternative housing may provide additional protection, or that domestic abuse charities could provide further help, but this is not consistent across the force. This means that vulnerable people may not receive information that could help them at the earliest opportunity. The force is providing additional support for frontline officers by distributing booklets with step-by-step guidance on how to support victims. These booklets are designed to establish an initial safety plan which can be refined and adapted as other organisations become involved in the support of the victim and as the investigation progresses. HMIC considers the issue of the booklet to be a promising development in improving the early response the force provides to vulnerable victims. If its use becomes automatic as routine practice, it will bring greater assurance that early care from the police and other organisations will be put in place to protect vulnerable people. It is a measure that HMIC will review in future inspections.

The well-structured approach in place to identify vulnerable victims, to assess the risks of harm they face, and to establish early safeguarding plans, leaves the force well-placed to support victims. All the relevant details are recorded on the force's generic public protection notices (referred to as PPD1), this form incorporates DASH risk assessments²⁴ and missing persons risk assessments. Victims considered to be at high risk of further harm are fast-tracked into specialist investigative units in the force, for example domestic abuse investigation teams or child abuse investigation teams. These teams have long-established joint working arrangements with local councils and service providers in the charity sector to provide immediate support for the entire range of a victim's needs.

The needs of victims who are considered to be at a lesser risk are assessed by call handlers, attending officers and investigators. Their details are recorded on PPD1s and referrals are made to multi-agency safeguarding hubs (MASHs) and Horizon, the witness care unit. The MASHs and Horizon both bring members of Wiltshire

²⁴ Domestic abuse, stalking and harassment (DASH 2009) - DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help front-line practitioners identify high risk cases of domestic abuse, stalking and so-called honour-based violence.

Police together with other experts in victim care; together they ensure that all victims have access to the full range of support facilities available.

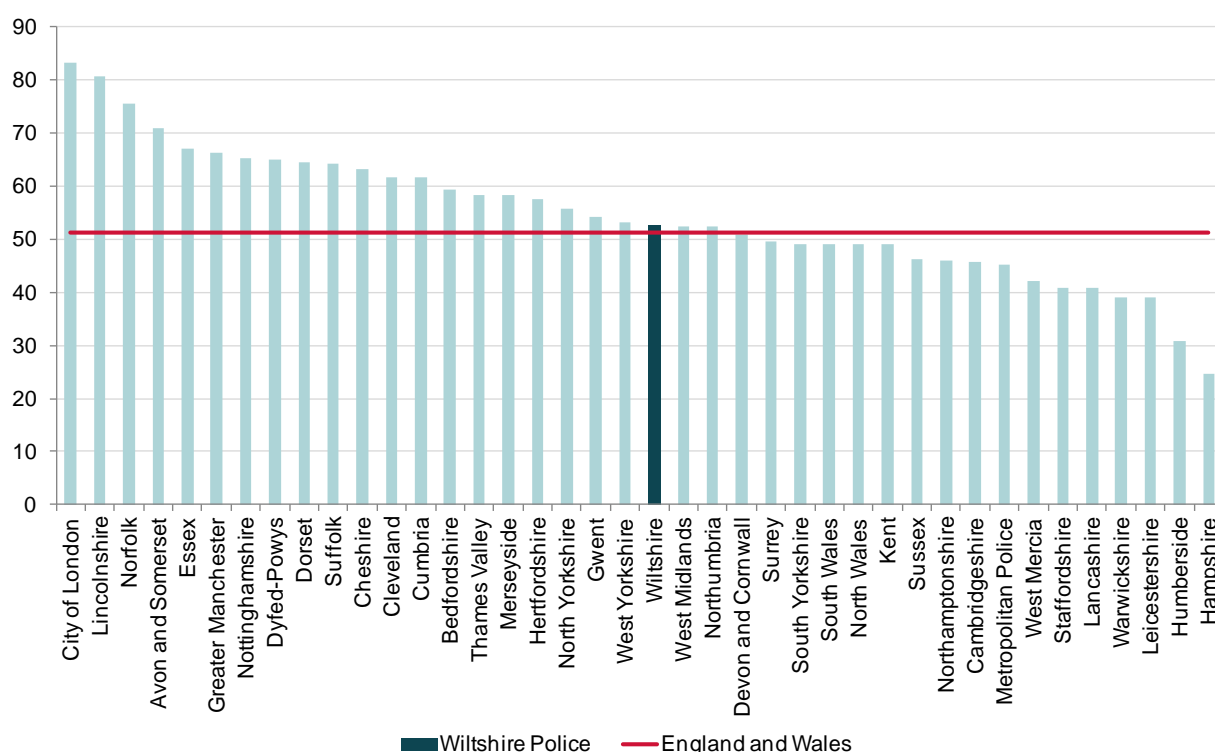
Like Horizon, the MASH structures have benefited from additional investment. The MASH for Wiltshire, based in Trowbridge, has long been seen as an example of best practice; the Swindon MASH, more recently established, is increasingly providing enhanced services for victims. Both are well resourced and caseloads are managed effectively.

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Wiltshire increased by 36 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 13 percent of all police-recorded crime in Wiltshire, 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 Wiltshire Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 53 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 2016²⁵



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).

Wiltshire Police has effectively configured its investigative resources to prioritise high-risk investigations. Specialist teams exist for domestic abuse, child abuse, safeguarding adults, child sexual exploitation and missing persons investigations. All of these investigative teams are either co-located with council workers and other

²⁵ 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.

partner organisations or have established joint working practices with them. The most recently established teams are the two child sexual exploitation teams in each of Wiltshire's unitary authorities – Wiltshire and Swindon. The teams are co-located with partner organisations and operate under the distinctive brand of 'Gemstone'.

Effective joint working arrangements for public protection provide assurance that Wiltshire Police can rely on expertise, resources and support from other organisations to help it conclude investigations successfully and provide care to victims. The arrangements have also ensured that the early intervention of partner organisations is becoming more established as routine practice. In addition to notifying vulnerability to the MASHs and Horizon, the daily domestic abuse conference call also ensures that urgent measures can be put in place to protect individuals who have immediate needs.

Longer-term support for high-risk victims of domestic abuse is provided through MARACs.²⁶ Each month these forums draw together social services, housing authorities, drugs and alcohol treatment providers, education and the probation services to consider the needs of victims. The conferences are chaired by police officers and the leadership these officers provided was commended by representatives of other organisations to whom we spoke. The referral rate of cases to the MARAC per 10,000 female population is in line with the rate for England and Wales for the 12 months to 31 March 2016; the force believes this is because organisations other than the police are actively encouraged to refer cases to the conference.

HMIC also noted that, where a victim has genuine reasons for a reluctance to support the police in prosecuting, the force is making use of protection orders to prevent further violence. The force has undertaken a campaign to increase the use of domestic violence prevention notices (DVPNs)²⁷ and domestic violence prevention orders (DVPOs)²⁸. The frequency with which the force uses these DVPNs and

²⁶ MARAC (Multi Agency Risk Assessment Conference) – is a forum where information about domestic abuse victims who are at risk of serious harm is shared with local partner agencies to ensure that comprehensive safeguarding measures are put in place.

²⁷ A domestic violence prevention notice (DVPN) is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN

²⁸ Domestic violence protection orders (DVPOs) are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a

DVPOs is above other forces in England and Wales and the force has a good success rate in them being granted (by magistrates and district judges) when it applies for them. The force is also making increasing use of Clare's Law,²⁹ which allows disclosure of a perpetrator's violent past to partners to warn them that they may be the subject of violence themselves. In the last year, the force has employed a dedicated co-ordinator to oversee applications for disclosure under Clare's Law. This has brought renewed emphasis on this important piece of legislation and Wiltshire Police makes more disclosures of a partner's violent history than other forces. The force has also introduced a facility for victims to make applications for access to their partner's criminal history online.

Wiltshire Police was committed to ensuring continuous improvement for victims. Dip-sampling of investigations associated with vulnerable victims takes place monthly. As part of an audit process in the safeguarding framework, the selected investigations are reviewed by senior officers and the organisations with which the force works. The safeguarding boards then take responsibility for making the improvements identified.

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.³⁰

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

residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

²⁹ The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law

³⁰ Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Wiltshire Police³¹

Outcome type / group	Wiltshire Police	England and Wales
Charged / Summoned	20.4	23.2
Caution – adults	4.7	5.6
Caution – youths	0.5	0.3
Community resolution	0.4	1.4
Evidential difficulties prevent further action; victim supports police action	31.4	24.1
Evidential difficulties prevent further action; victim does not support police action	47.2	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, Wiltshire Police's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Wiltshire Police has good arrangements in place for officers and staff to conduct domestic abuse investigations, crimes are allocated to officers and staff with the right level of skill and experience and workloads are not excessive. But the outcomes of domestic abuse crimes should be better. Data show that the force takes action to get domestic abuse perpetrators to court less often than many other forces in England and Wales. The amount of evidential difficulties both with and without the victim's support is higher than the rates for England and Wales as a whole. The force has not done any analysis to understand this. As outlined earlier in this report, HMIC has found that the use of body-worn video cameras in other forces has helped to improve outcomes for domestic abuse victims.

The force needs to assure itself that it is pursuing justice on behalf of victims and take steps to improve these outcomes.

³¹ 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.

Summary of findings



Good

Wiltshire Police is good at protecting those who are vulnerable from harm, and supporting victims.

The force has a good understanding of the nature and scale of vulnerability. It works well with partner organisations in multi-agency safeguarding arrangements and has developed in-depth profiles of high risk areas. The force has implemented structured processes, which officers and staff accept and understand, for assessing the vulnerability of callers, beginning at the first point of contact and subsequently through responding officers.

Encouragingly, the force has addressed the cause of concern identified in HMIC's 2015 effectiveness report by improving its response to missing and absent children. The awareness of the risks associated with persistently missing children and the recording of the assessment of risk and supervision of these investigations has improved.

The force has configured its investigative resources to prioritise high-risk investigations, and longer-term support for high-risk victims of domestic abuse is provided through effective joint agency arrangements.

The force continues to prioritise the protection of vulnerable people. Investment in the new child sexual exploitation teams and multi-agency safeguarding hubs along with better training for specialist investigators is testament to this.

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

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

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

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

Wiltshire Police has a good understanding of the threat posed by serious and organised crime. The force is taking steps to understand better the newer serious and organised crime threats. The current force strategic assessment identifies child sexual exploitation, cyber-crime, organised crime (including modern slavery) and dangerous drug networks as priorities. A control strategy is in place for each of these categories and each is also the subject of a problem profile produced by an assigned analyst. The force intelligence unit is being restructured to include a well-resourced human exploitation and emerging threats (HEET) team.

The force has clearly understood and implemented the MoRiLE threat and harm matrix clearly in both strategic and tactical work-assignment processes and produced a good-quality serious and organised crime local profile in March 2016. At the time of our inspection, this profile was being reviewed; it had been circulated to partner organisations but required further development to encourage more effective action in collaboration with other parties and widen the range of partner data sources. In conjunction with such other parties, the force is currently working on a new strategic assessment, which is compiled annually. This will include intelligence from more of the organisations with which the police regularly work and be based on consultation with a wider range of relevant groups, including the local community. The force intends this greater range of information to inform and enhance the refreshed serious and organised crime local profile.

The force controls its intelligence processes effectively. It is clearly focused on collecting intelligence to help it understand serious organised crime. It uses a range of internal and external intelligence sources, including the community and the organisations with which it works, concentrating on data relating to the themes set out in the control strategies. The force has a well-established bi-weekly intelligence development meeting, which is attended by its own intelligence staff. This group reports monthly to the intelligence tasking and prioritisation group, which is chaired by the force director of intelligence and attended by intelligence staff as well as ROCU and NCA law enforcement personnel. Decision making on prioritisation and allocation of resources is based on MoRiLE and there is clear documentary evidence that activity is focused on force priorities. Staff from Wiltshire Police's intelligence unit attend the monthly regional intelligence group meeting and there are effective working relationships with the regional assets (ROCU/ Zephyr – the regional organised crime team).

To help it understand serious and organised crime, Wiltshire Police makes good use of a range of intelligence sources including intelligence from other organisations received through the Government Agency Intelligence Network (GAIN).³² The force made 26.1 GAIN referrals for every 100 organised crime groups (OCGs) in the 12 months to 30 June 2016. This is in line with the rate of 26.3 for England and Wales as a whole. The intelligence unit has implemented a minimum standards template for intelligence development work on adopted OCGs (that is, mapped and assessed). This template includes a mandatory requirement to consider a GAIN referral. A resultant increase in the level of referrals is expected. We found evidence that the force has sometimes made effective use of this resource to gather further intelligence on specific OCGs, following their disruption and the sentencing of the main individuals.

When a police force identifies a group of individuals which it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability on computer software, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands', which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. This helps the force to make informed decisions about how to prioritise its activity.

On the whole, OCG mapping is carried out correctly by Wiltshire Police, and in accordance with national guidelines. However, we found that a small number of OCGs had not been mapped until after police activity has taken place, or had not been re-scored at sufficiently regular intervals. New arrangements for managing all

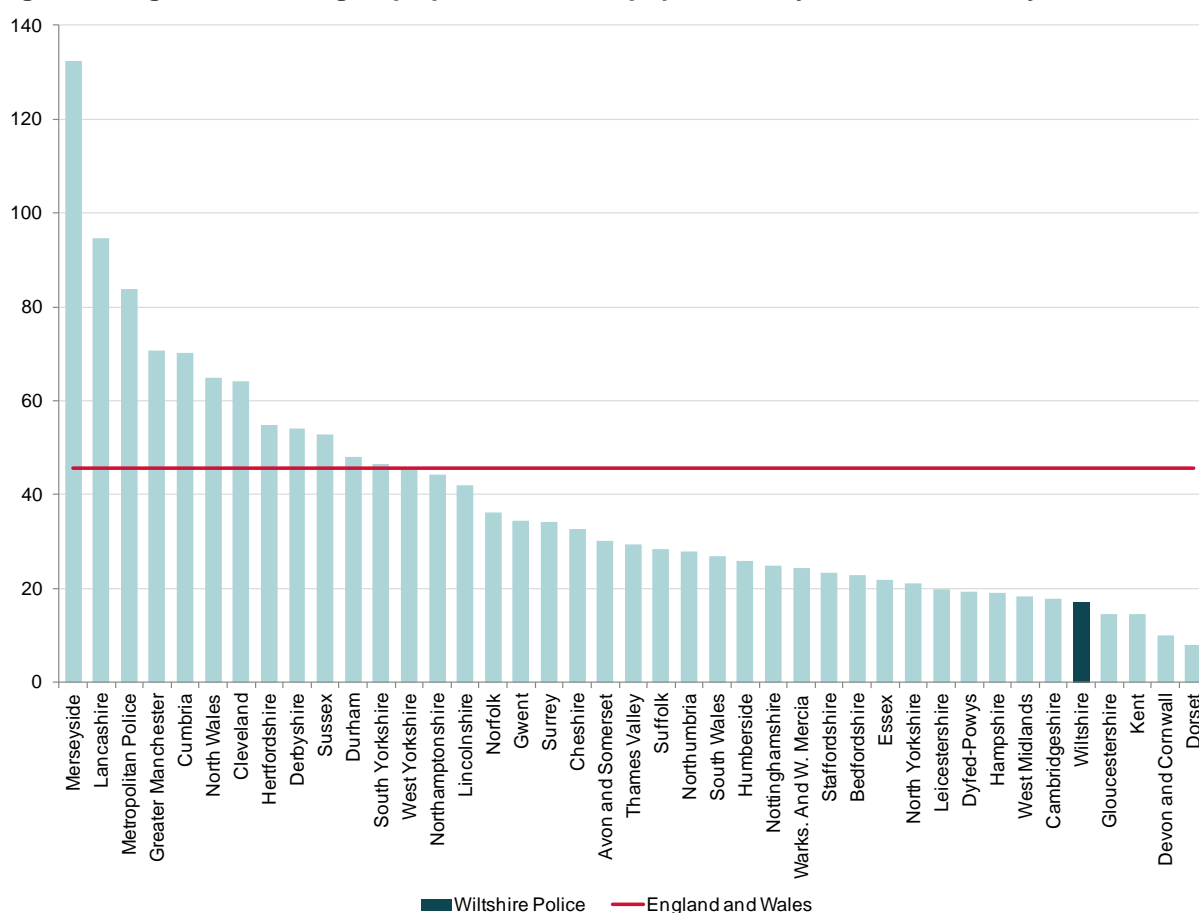
³² The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

OCGs within the intelligence unit have been introduced, and have helped to address these shortcomings.

The force has a good system for assessing the threat posed by dangerous drug networks as well as other groups which do not qualify as OCGs, but nonetheless pose a threat to the public. It should continue to ensure that these networks are subject to targeted intelligence collection and that intelligence is shared systematically with other forces. We found no indication that any dangerous drug networks currently met the definition of an OCG, but, should any be found, they should be mapped accordingly.

As at 1 July 2016, Wiltshire Police was actively disrupting, investigating or monitoring 17 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 2016³³



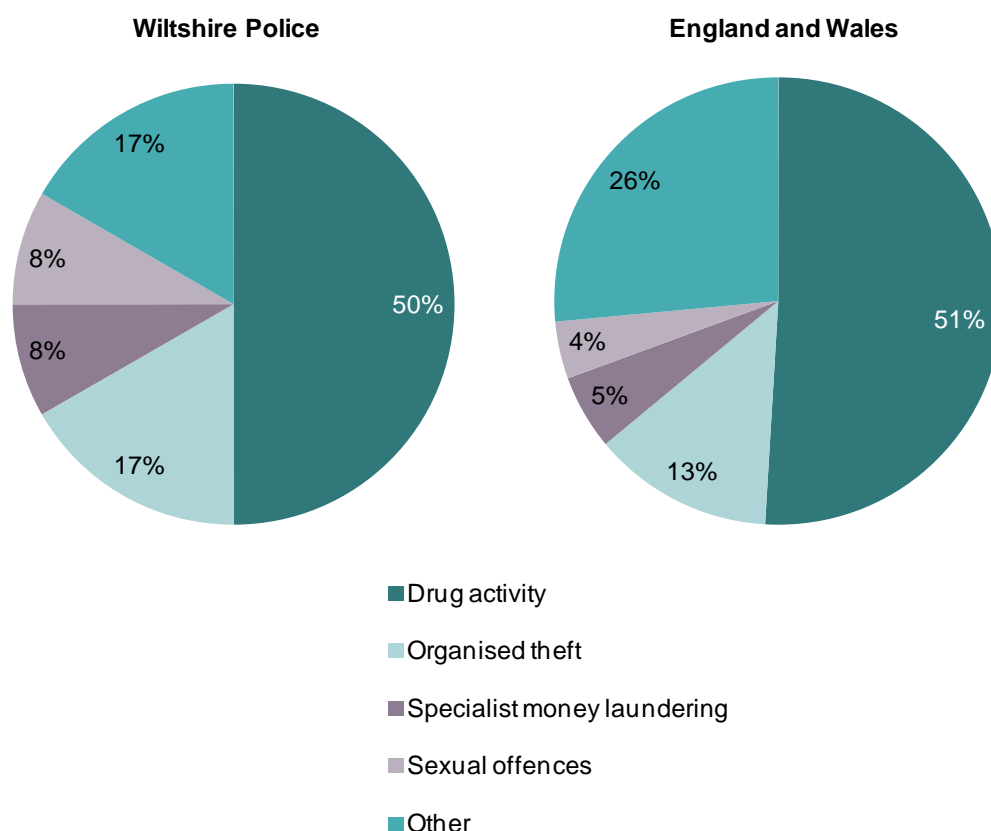
Source: HMIC data return

For further information about these data, please see annex A

³³ 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.

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

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



Source: HMIC data return

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

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

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

The force prioritises activity aimed at tackling serious and organised crime systematically and objectively. Its use of the MoRiLE matrix and clear way of agreeing the way that priorities, plans and decisions are agreed help it to direct activity at the most serious threats and reduce the risks to communities. The lead responsible officer (LRO) role has been unsettled over the past year or so as the force has experimented with different approaches to OCG management. Placing the LRO role within the intelligence unit has increased the force's ability to manage OCGs actively. However, the force needs to manage the risk that this centralisation could have the effect of disconnecting OCG management from community policing teams.

The force area does not currently have a functioning serious organised crime partnership board. The office of the police and crime commissioner (OPCC) convened an initial meeting of such an overarching OCG partnership board in early 2015 but this group has not met since. The force intends to reconvene this board, but in the meantime is missing an opportunity to harness fully the powers of partner organisations in the fight against serious and organised crime.

The force has made progress in response to HMIC's 2015 effectiveness report in which we identified that it needed to improve the awareness of OGCs among local policing teams to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity. This year we found it has provided these teams with more information about OCGs active in their areas and introduced a new tool for briefing, and assigning tasks to, local officers. We have seen some use of this tool, although it is not actively used everywhere. We also found good evidence of joint work with the regional organised crime team (Zephyr), but there is scope for faster progress on action plan discussions and a greater willingness to consider regional collaboration as a means of making the best use of specialist capabilities.

The force does not properly understand the impact of its activity on serious and organised crime. It has adopted the national disruption scale,³⁴ but did not record any OCG disruptions in the year to June 2016. However, we found that some disruptions had indeed taken place. The force should seek to record and verify these disruptions as well as increasing its efforts to measure the effect of 'prevent' projects.

It does not yet have 4P³⁵ plans in place for all OCGs (though it is in the process of ensuring this approach is understood and complied with) and some plans which we

³⁴ Activity in response to OCGs is categorised into four tiers – tier 1 is comprehensive operational or investigative intervention; tier 2 is a limited plan or action that prevents or disrupts; tier 3 is proactive intelligence development and tier 4 is developing opportunities for action.

³⁵ 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

examined had a traditional 'pursue' focus. We also found that there is scope to make more use of GAIN, which has some new processes which the force should find useful.

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.

The force has a good understanding of how people become involved in serious and organised crime and should continue to develop this. In collaboration with other organisations, it has developed a number of work strands directed to establishing how people become part of crime networks and OCGs. Its troubled families programme is seeking to bring all available information together to predict who will be the OCG member or the troubled family of the future.³⁶ The force was the subject of a peer review by the Home Office 'Ending Gangs and Youth Violence' team earlier in 2016. It is now engaged with the Swindon community safety partnership, through a working group of interested parties, to identify factors which make people vulnerable to being recruited to serious and organised crime and then to implement preventative measures.

There is considerable scope to improve lifetime offender management and increase the use of serious crime prevention orders (SCPOs).³⁷ The force has successfully applied for four SCPOs, but all the offenders covered are presently serving prison sentences. Until 2016 there was no clearly-understood process for managing those offenders subject to an SCPO when they were in prison and upon release. Under the

-
- Protect – increasing protection against serious and organised crime
 - Prepare – reducing the impact of this criminality where it takes place.

³⁶ Troubled families is a programme of targeted-intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

³⁷ 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.

new process, the responsibility for the OCG management lies with the HEET team within the intelligence unit, with the HEET detective sergeant identified as the lead responsible officer. Each OCG is now subject to monthly review, irrespective of the band to which it has been assigned by the mapping, and prison intelligence resources are monitoring the offenders in prison. Work is ongoing to formulate structured 4P plans in order to provide for effective monitoring and active management of the offenders on release.

Wiltshire Police has made good progress in response to HMIC's 2015 effectiveness report which found that the force needed to communicate more extensively with the public about serious and organised crime. We have found numerous examples of successful outcomes being publicised and preventative messages being given using a range of different media.

Summary of findings



Good

Wiltshire Police has a good understanding of the threat posed by serious and organised crime, and has dedicated resources to improving its understanding further. The force has a clear and effective way of agreeing priorities, plans and decisions for its intelligence processes.

The force is particularly active in the way it pursues and disrupts criminal networks facilitating drug dealing in Wiltshire. It understands the threat these groups pose and is systematic in its approach to managing them. Activity against organised crime groups is effectively managed, and recent changes to where the lead responsible officer function is placed help to promote longer-term approaches to dismantling the groups. On the whole, organised crime group mapping is carried out correctly.

The force prioritises and scrutinises activity aimed at tackling serious and organised objectively. It works with other law enforcement agencies and relevant organisations in its operational activity, with scope to enhance partnership engagement at a strategic level.

The force clearly understands how people are drawn into serious and organised crime. Its approach to lifetime management of offenders is under review as is its development of a broader approach to serious and organised crime. The force has made progress in response to HMIC's 2015 effectiveness report.

Areas for improvement

- The force should engage routinely with partner agencies at a senior level to enhance intelligence sharing and promote an effective, multi-agency response to serious and organised crime.
- The force should ensure that it maps all organised crime groups promptly following identification and re-assesses them at regular intervals in line with national standards.
- The force should enhance its approach to the 'lifetime management' of organised criminals to minimise the risk they pose to local communities. This approach should include routine consideration of ancillary orders, the powers of other organisations and other tools to deter organised criminals from continuing to offend.

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)³⁸ specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

The force has the necessary arrangements in place to assess all the threats specified within the *Strategic Policing Requirement*. Chief officers play an active part in ensuring that these threats are managed, and the management is conducted in co-operation with other forces in the South West and with other partner organisations.

The force has assessed the threat posed by cyber-crime, although this assessment is limited and could draw more extensively on information from the force's own systems and those of partner organisations. For example, it does not use cyber-crime 'flags' (although it has tried to do so). Introducing these, or developing a similar method for examining data, would allow it to extract and analyse information about cyber-crime incidents more easily. The force understands that, like many other forces, it needs to enhance its understanding in this area and a working group has been established to lead this activity.

³⁸ 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. The 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 force has tested its preparedness to respond to the national threats specified by the *Strategic Policing Requirement*. It conducts numerous and regular exercises with other police forces and interested organisations and these are thoroughly analysed and discussed to identify lessons.

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.

Wiltshire Police is good at assessing the threat of an attack requiring an armed police response. The force forms part of a tri-force armed policing collaboration with Gloucestershire Constabulary and Avon and Somerset Constabulary. These forces have a single armed policing strategic threat assessment (APSTRA) that is developed from data from armed deployments across the tri-force area and has recently been refreshed. The tri-force now employs an analyst to support development of the strategic assessment, drawing information from force IT systems. The addition of an analyst is expected to enhance future strategic assessments by providing a detailed understanding of the requirement for armed policing. The three chief constables felt that a single tri-force APSTRA provided a better assessment of threat and risk across the tri-force area than individual assessments (as used by some collaborations).

The force understands its national responsibility to deploy armed response vehicles in the event of a marauding terrorist firearms attack (MTFA). Initial deployment in an MTFA is managed by a critical incident commander based in the communications centre. There are two tactical and one strategic counter terrorism trained firearms commanders in the tri-force area. The force is looking to introduce a mentoring process to develop existing firearms commanders to undertake the College of Policing counter-terrorism command courses.

The force has clear procedures in place for responding to active shooters as well as to an MTFA, and these are tested on a regular basis. Formal arrangements exist with neighbouring police forces, other emergency services and other organisations

with which it works to mobilise resources, and staff understand the correct procedure for sending all armed response vehicles to such an incident.

Summary of findings

Ungraded

Wiltshire Police has the necessary arrangements in place to assess all the threats identified in the *Strategic Policing Requirement*. Chief officers play an active part, both by robust internal governance and in collaboration with other forces and organisations in the South West, in ensuring that these threats are managed.

Wiltshire Police is good at assessing the threat of an attack requiring an armed police response. The force forms part of a tri-force armed policing collaboration with Gloucestershire Constabulary and Avon and Somerset Constabulary.

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.