

# PEEL: Police effectiveness 2017

An inspection of Cambridgeshire Constabulary



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## Force in numbers



### Calls for assistance

Incidents per 1,000 population 12 months to 30 June 2017

Cambridgeshire Constabulary

**242**

England and Wales

**282**



### Anti-social behaviour

Anti-social behaviour (ASB) incidents per 1,000 population 12 months to 31 March 2017

Cambridgeshire Constabulary

**29**

England and Wales

**31**

Change in ASB incidents 12 months to 31 March 2016 against 12 months to 31 March 2017

Cambridgeshire Constabulary

**+8%**

England and Wales

**-0.05%**



### Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2017

Cambridgeshire Constabulary

**73**

England and Wales

**77**

Change in recorded crime 12 months to 30 June 2016 against 12 months to 30 June 2017

Cambridgeshire Constabulary

**+24%**

England and Wales

**+14%**



## Crime outcomes\*

Charged/summonsed

Cambridgeshire  
Constabulary

**11%**

England and Wales

**10%**

Evidential difficulties: suspect identified but victim does not support action

Cambridgeshire  
Constabulary

**7%**

England and Wales

**13%**

Investigation completed but no suspect identified

Cambridgeshire  
Constabulary

**51%**

England and Wales

**48%**



## Domestic abuse

Domestic abuse incidents per 1,000 population 12 months to 30 June 2017

Cambridgeshire  
Constabulary

**16**

England and Wales

**15**

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2017

Cambridgeshire  
Constabulary

**11%**

England and Wales

**11%**



## Organised crime groups

Organised crime groups per 1 million population as at 1 July 2017

Cambridgeshire  
Constabulary

**20**

England and Wales

**47**

\*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2017. For further information about the data in this graphic please see annex A.

## Risk-based inspection

HMICFRS adopted an interim risk-based approach to inspection in 2017 in order to focus more closely on areas of policing where risk to the public is most acute.<sup>1</sup>

Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Cambridgeshire Constabulary was assessed against the following areas in 2017:

- Investigating crime and reducing re-offending;
- Protecting vulnerable people; and
- Specialist capabilities.

Judgments from 2016<sup>2</sup> remain in place for areas which were not re-inspected in 2017. HMICFRS will continue to monitor areas for improvement identified in previous inspections and will assess how well each force has responded in future reports.

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<sup>1</sup> Full details of the interim risk-based approach are available from the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

<sup>2</sup> The 2016 effectiveness report for Cambridgeshire Constabulary can be found on the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-cambridgeshire](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-cambridgeshire)

## Effectiveness overview

### Judgments

Overall effectiveness 2017  Requires improvement

| Question  | Grade  | Last inspected |
|---|--|----------------|
| Preventing crime and tackling anti-social behaviour | <br>Good                   | 2016           |
| Investigating crime and reducing re-offending       | <br>Requires improvement   | 2017           |
| Protecting vulnerable people                        | <br>Requires improvement | 2017           |
| Tackling serious and organised crime                | <br>Good                 | 2016           |
| Specialist capabilities                             | Ungraded   | 2017           |

### Summary

Cambridgeshire Constabulary requires improvement in its approach to keeping people safe and reducing crime. Its performance has deteriorated in some important areas, which is reflected in its overall judgment for effectiveness. However, the force had identified these areas prior to the inspection and it is implementing a new operating model in 2018. The force believes this will address the shortfalls identified. The force was inspected following a period of exceptional demand in summer 2017, which has since returned to normal levels.

Crimes are not always investigated to as high a standard as they should be and there is an inconsistency in the level and quality of supervision and direction to officers investigating crimes. However, the force makes good use of intelligence to support investigations, and victims are regularly updated as investigations progress. The force has some understanding of those who cause the most harm in communities, but it recognises that it could do more to ensure neighbourhood officers have an up-to-date awareness of registered sex offenders in their area. The force's service to vulnerable victims is inconsistent. It provides a high quality of service to vulnerable people with mental health conditions. However, the quality of service to domestic abuse victims is not always consistent and should be improved.

While the force effectively identifies vulnerable people when they first contact the police, and risk assessments and investigations involving victims of domestic abuse are mostly effective, the force does not always have sufficient capacity to prioritise attending all prompt-graded domestic abuse incidents within one hour. This may affect evidence gathering and victim safeguarding, and may undermine the confidence of victims in the police. The new operating model for the force is expected to address this with more officers dedicated to emergency response, which should help improve prompt call attendance at incidents involving vulnerable people.

Cambridgeshire Constabulary has the necessary arrangements in place to fulfil its national policing responsibilities, and to respond to an attack requiring an armed response.

# Investigating crime and reducing re-offending



Requires improvement

## Initial investigation

Cambridgeshire Constabulary's initial investigation of crimes requires improvement. While the force routinely attends emergency calls graded 'immediate' within 15 minutes, the force does not always have sufficient response officers to attend all 'prompt' incidents within one hour. An area for improvement highlighted in the 2016 inspection was that the force should ensure that it has sufficient resources available to respond to prompt calls for service. In most cases, however, it makes informed decisions based on risk to victims. Once officers arrive at the scene, they take appropriate steps to identify and secure evidence during the 'golden hour'<sup>3</sup> immediately after an incident. However, as there are delays in attending some crime scenes, not all evidence that could be secured is collected and preserved. Advice is however given by call handlers to secure evidence where possible.

The force is good at the initial investigation of fraud. The force's figures show that in the 12 months to 30 June 2017, the National Fraud Intelligence Bureau (NFIB)<sup>4</sup> referred 578 cases to the force for further investigation. Of these, all were properly examined to determine whether further investigation was necessary. In our inspection, we found that Cambridgeshire Constabulary appropriately allocates fraud investigations to skilled staff, according to risk and complexity, and all victims are offered support. The force is about to adopt a new process to help identify vulnerable victims of fraud (aged 75 years or over) at the earliest opportunity and provide them with support in the form of an initial letter of introduction followed by a personal visit. The force is good at bringing perpetrators of fraud to justice, and at protecting vulnerable people from being targeted – people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example.

The force investigates some crimes over the telephone (45 percent of the total recorded in the 12 months to 30 June 2017). In some instances this is wholly appropriate and is the most efficient way of dealing with less serious crimes where it is immediately apparent that there are no viable lines of enquiry. We reviewed a small sample of telephone investigations during our inspection and found them to be

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<sup>3</sup> Golden hour refers to the time after a crime has been committed during which there is maximum potential for recovery of forensic evidence.

<sup>4</sup> The National Fraud Intelligence Bureau is a police unit based at City of London Police responsible for gathering and analysing intelligence relating to fraud and financially-motivated cyber-crime.



mostly an appropriate response for this type of resolution. For low-level crime such as theft from person (for example, phones and wallets), we found there was an inconsistent approach and a lack of guidance from supervisors about what level of investigation would be proportionate. A small number of victims were asked to collect CCTV evidence and to complete initial enquiries on less-serious crimes themselves, which is inappropriate. For example, we found instances of viable enquiries relating to the use of bank cards and possible CCTV coverage that were not progressed. The force should provide clearer guidance on proportionate investigations.

Cambridgeshire Constabulary mostly allocates crime for investigation to appropriately skilled and experienced staff. However, this year, as in the previous inspection, we were disappointed to find that the police community support officers (PCSOs) in the volume crime team are involved in conducting some investigations, which includes taking witness statements, rather than their traditional role. The force decided to provide PCSOs in these teams with some local training to support investigations, pending the implementation of the new operating model in spring 2018.

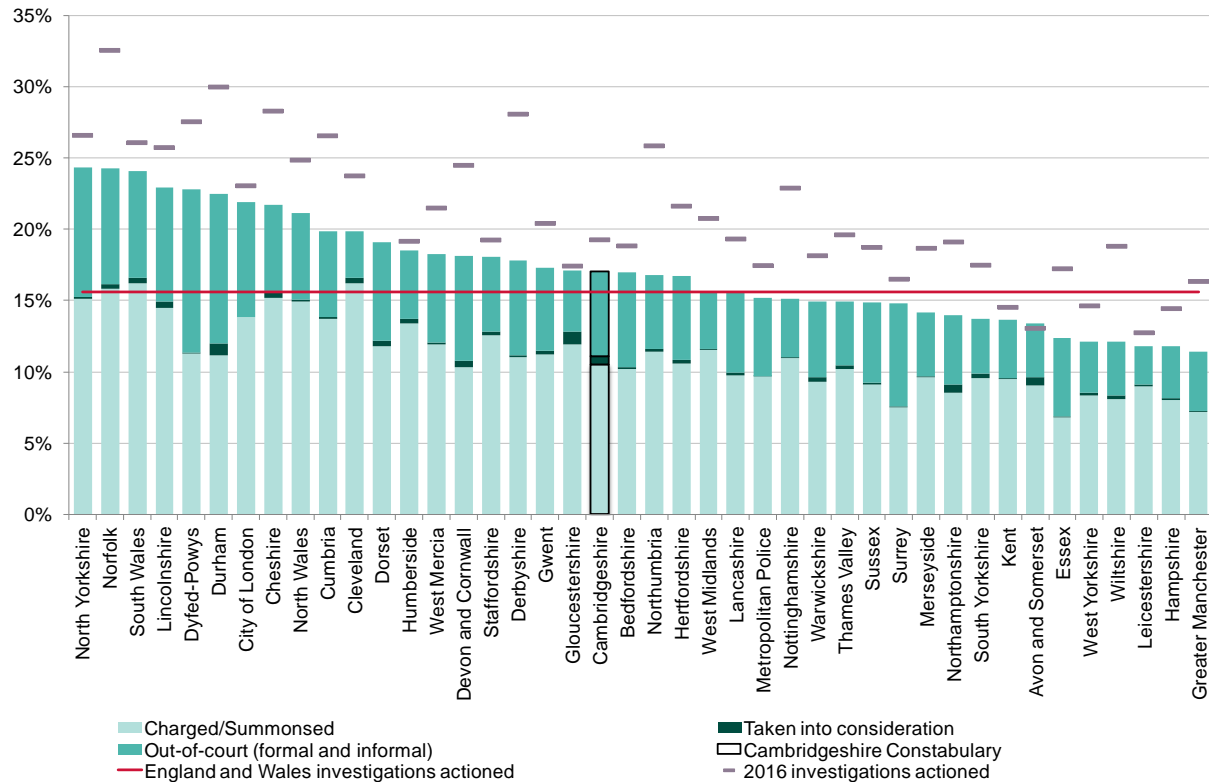
## **Investigation quality**

Investigations conducted by Cambridgeshire Constabulary are not of a consistently high quality. HMICFRS reviewed a sample of 60 investigation files across a range of crime types and found they were of an inconsistent standard. There were 12 files with problems identified, and two of these were serious concerns. A theme of HMICFRS' 2016 effectiveness inspection had been that the force should ensure that there is regular and active supervision of investigations to improve quality and progress. However, investigators are not consistently supervised to ensure that lines of enquiry are pursued and progress is maintained.

Intelligence is used well to support investigations, but the force has insufficient capacity for intelligence analysis, and we found local officers and staff attempting to fill this gap. However, the force has achieved good investigative outcomes (such as charge or no further action) since 2015. Only a small proportion of crimes are concluded with no further action to be taken; the force takes appropriate steps to ensure that investigations are not cut short when victims withdraw their support for police action. The proportion of offences that result in a charge or summons was 10.5 percent over the 12 months to 30 June 2017. Moreover, just 3.2 percent of crime over the same 12 months had not been assigned an outcome. Cambridgeshire Constabulary is below the England and Wales rate for cases where there are evidential difficulties, which is also positive. An outcome of 'evidential difficulties; victim does not support police action' indicates that a victim, having reported a crime, no longer wishes to support the investigating officer in prosecuting the offender or successfully concluding the matter in another way. HMICFRS' main concern in this regard is that forces are taking all reasonable steps to work constructively with

victims to bring offenders to justice. In Cambridgeshire Constabulary, officers actively seek to keep victims engaged in investigations, especially in high and medium-risk domestic abuse cases.

**Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017<sup>5, 6</sup>**



**Source: 2016 and 2017 Home Office Outcomes Data**  
**For further information about this data, please see annex A**

To improve its approach to investigations, the force implemented a comprehensive action plan to enhance supervision as well as further enhance standards in areas where it was already good, such as case file quality. A review of the outcomes of the plan in 2017 identified areas where further action was needed, and the approach was revised. The force intends to make this enhanced approach a routine part of its new operating model, and to review it again in 2018.

The force provides victims of crime with a good service, and updates people at regular intervals as their cases progress. Cambridgeshire Constabulary surveys victims of crime to improve services, and has commissioned Leicestershire Police to

<sup>5</sup> Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

<sup>6</sup> Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore figures for England and Wales will differ from those published by the Home Office. For further information about this data, please see annex A.

complete a domestic abuse survey for the force. The victims and witness hub is well established and provides regular updates for all victims (other than high-risk domestic abuse and rape victims, who are updated by specialist officers).

The force is able to examine digital devices such as mobile phones and computers, in support of investigations. Although on some occasions this process may take several months, the force prioritises devices relating to urgent investigations, and average delays for device examination are low and have not increased since 2016.

## **Reducing re-offending**

Cambridgeshire Constabulary needs to improve the way it reduces re-offending. HMICFRS found that even in cases where the identity of the suspect is known, the force is sometimes slow to locate or arrest them. The force prioritises apprehending high-risk offenders, and has had some success in this area. High-risk offenders are considered on a daily basis at the force's daily management meeting. A new approach to managing high-risk offenders is due to be implemented in spring 2018 as part of the force's new operating model. This year the force has improved the speed at which it enters the details of wanted people on the Police National Computer. This means that other police forces are able to help find or apprehend these people more quickly, and the public are put at less risk as a result.

The force is good at identifying and managing arrested foreign nationals. It is developing a partnership approach with Immigration Enforcement<sup>7</sup> to check identity and nationality, as well as to consider options to remove or deport those who have committed serious crimes or who pose a threat to communities. A high number of offenders are arrested using European arrest warrants. In the 12 months to 30 June 2017, Cambridgeshire Constabulary executed 64 European arrest warrants. This represents 75.4 warrants per one million population, compared with the England and Wales rate of 21.8 per one million population. This is a reflection of the high number of transient immigrant agricultural workers present in the county's population.

The force has several initiatives in place to reduce re-offending in Cambridgeshire. The force has an offender hub which is using an innovative partnership approach to tackle reoffending through the use of deferred prosecutions and effective support interventions. This project, funded by the Police Innovation Fund, is being independently evaluated, with a report due on its effectiveness at tackling reoffending in spring 2018. It also uses the integrated offender management (IOM) model, which enables it to work with partner organisations such as the probation service to tackle the behaviour of prolific criminals. The IOM cohort includes offenders who are violent as well as those who repeatedly commit domestic abuse

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<sup>7</sup> Part of the Home Office, Immigration Enforcement is responsible for preventing abuse, tracking immigration offenders and increasing compliance with immigration law. It works with partners such as the police to regulate migration in line with government policy, while supporting economic growth.

offences. As is the case nationally, the force is unable to demonstrate sustained reductions in offending rate due to IOM, but is working with other forces on a method to do this. The force is effectively targeting high-risk domestic abuse and rape offenders ensuring that they are quickly arrested and brought to justice.

#### **Areas for improvement**

- The force should ensure that there is regular and active supervision of investigations, to improve quality and progress.
- The force should develop clear measures of success which will enable it to evaluate how effectively it is protecting the public from prolific and harmful offenders.
- The force should ensure that it provides direction on 'proportionate' investigations and progressing viable lines of enquiry.

# Protecting vulnerable people and supporting victims



Requires improvement

## Identifying vulnerability

Cambridgeshire Constabulary has a clear definition of what vulnerability is, and a strategy for protecting vulnerable people. The force communicates this strategy effectively, with officers and staff displaying a good understanding.

Cambridgeshire Constabulary has a good understanding of the nature and scale of vulnerability in the force area. The force works closely with local authorities and other partner organisations to analyse data, helping it to see where harm is concentrated and what forms of exploitation exist in communities. However, as mentioned above, it needs to increase its capacity for intelligence analysis to ensure that priority work, such as understanding the nature and scale of domestic abuse is progressed effectively. Officers and staff take proactive steps to uncover hidden harm, such as vulnerable people being trafficked or subjected to forced labour.

The force is good at identifying vulnerable people when they contact the police – this was done correctly in all of the cases we examined during our inspection. Call handlers respond to calls quickly and follow a structured risk-assessment process which enables them to recognise vulnerable people at the earliest opportunity. The force's IT systems allow it automatically to flag cases involving vulnerable victims so that this information is clearly visible to staff. Repeat victims are identified using the risk-assessment questions that prompt the call handler to ask questions about previous incidents.

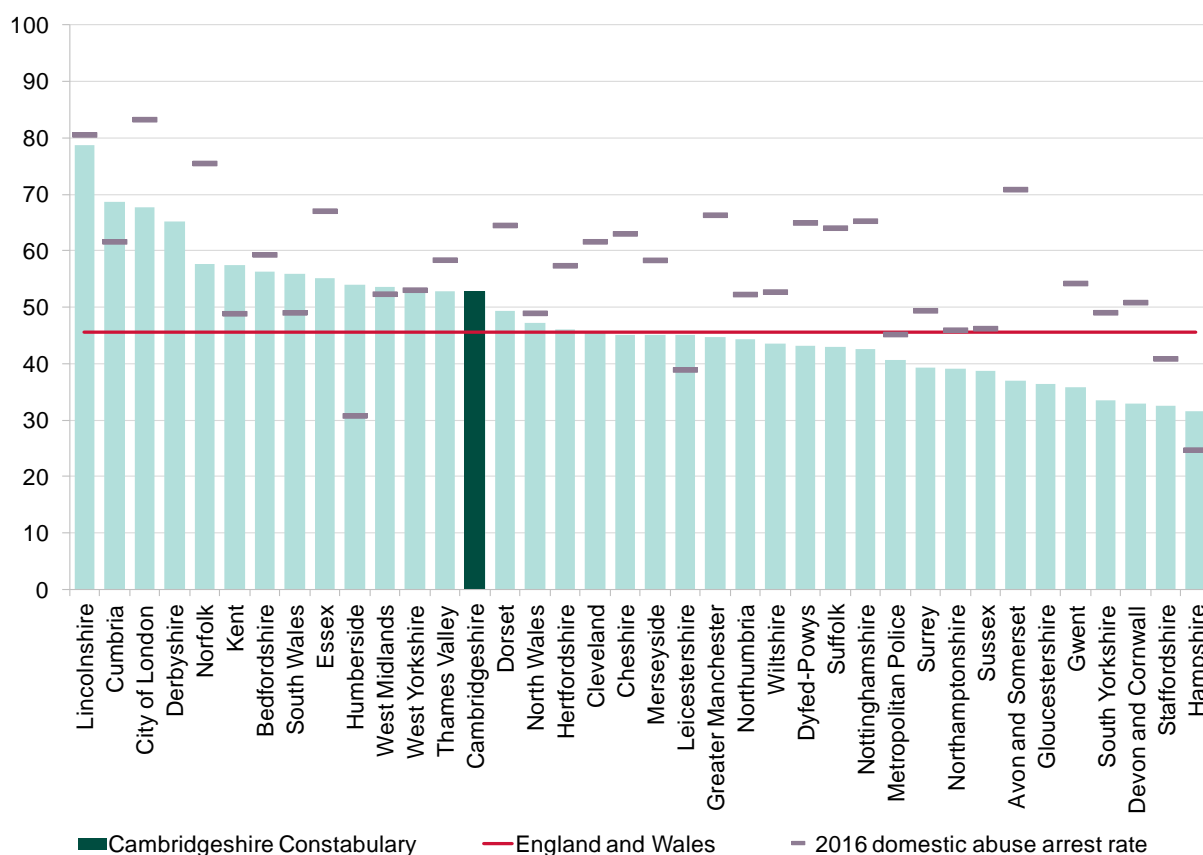
The force uses this risk-assessment process to help decide how it needs to respond to incidents involving vulnerable people, and where appropriate trigger additional or specific services to support vulnerable people. For example, female victims of rape are given the opportunity to request that a female officer attends, to minimise further distress. However, we found that this opportunity is only provided if the victim asks, rather than being a specific offer by the call handler.

## Initial response

Cambridgeshire Constabulary requires improvement in its initial response to incidents involving some vulnerable people, specifically victims of domestic abuse. The main weakness is its inability to provide sufficient numbers of officers to respond quickly enough to all calls for police help from vulnerable victims. In particular, prompt calls that are risk assessed for attendance within one hour.

When it does respond, the initial service provided is satisfactory, and effective risk assessments are carried out by the officers attending the scene. There is good supervision of this process. This means that risks to vulnerable victims of domestic abuse are understood, and as a result they subsequently receive the level of support they need. In the 12 months to 30 June 2017, there were 52.8 arrests for every 100 domestic abuse-related offences recorded by Cambridgeshire Constabulary. This compares with an England and Wales rate of 45.5 arrests per 100 domestic abuse-related offences. As the force was unable to provide accurate domestic abuse arrest data for PEEL 2016, it is not clear whether this rate has increased or decreased when compared with the same period in 2016. However, a manual audit of domestic abuse arrests conducted by the force indicates that the domestic abuse arrest rate in Cambridgeshire has remained above the England and Wales rate for the previous two years. Unfortunately, despite recent efforts, in some cases it is taking too long to arrest the offender. Positively, the force uses body-worn video cameras which improve the quality of evidence collected to support a successful prosecution, and bring additional safeguarding benefits, especially in domestic abuse incidents.

**Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017<sup>8,9</sup>**



**Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data<sup>10</sup>**

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

In the majority of cases, safeguarding is carried out appropriately. However, we were concerned to find a number of cases where safeguarding was delayed, again due to the lack of resources to respond to prompt incidents in a timely manner. The force has completed its own review and assessment of delays in responding to domestic abuse incidents where the risk assessment suggests that a prompt rather than an immediate emergency response is appropriate. It recognises that it needs to improve in this area, particularly in Peterborough, where the average time for attendance to these calls in September 2017 was 15 hours. This is unacceptable; the force is potentially failing to provide an appropriate response to vulnerable victims of

<sup>8</sup> Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide 2017 domestic abuse arrest data. Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data.

<sup>9</sup> North Yorkshire Police was unable to provide comparable domestic abuse arrest data. Therefore, it has been removed from the graph. For further information, please see annex A.

<sup>10</sup> The Home Office has provided HMICFRS with data on domestic abuse-related offences recorded in the 12 months to 30 June 2017. These data are more recent than those published by the Office for National Statistics.

domestic abuse due to these delays. The force has sought to address this by implementing new geographic boundaries for response policing in the county in September 2017, to increase the available resources to respond to these calls. Further improvements will also be made following the introduction of the new operating model.

## **Mental health**

Cambridgeshire Constabulary recognises that demands on the police to support people with mental health conditions are increasing. It has enhanced its arrangements for working with partner organisations in order to provide a more effective service. The integrated mental health team in the force control room is part of the partnership response to the Crisis Care Concordat agreed in 2016.<sup>11</sup> Officers and staff in the control room have a good understanding of the importance of taking immediate action where necessary to protect those with mental health conditions. There are good processes in place for assessing risk which enable staff to make effective decisions. Frontline staff understand their responsibilities, and trained mental health professionals are available to help them identify and assist those who require additional or specialist support.

The force has developed a mental health triage scheme, which is jointly funded by the police and crime commissioner and the local NHS trust.<sup>12</sup> Under this scheme, mental health professionals are located in the force control room and provide real-time clinical advice to police officers on patrol to help them identify and support people with mental health conditions. During the night, when the mental health practitioners are not on duty, there is a crisis line to assist officers and staff. The force introduced this scheme based on an analysis of the number of people approaching the police in need of specialist support for mental health.

The force has formally evaluated this approach. The findings show that the service has reduced the time police officers and staff spend dealing with incidents involving people with suspected mental health problems, while at the same time improving

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<sup>11</sup> The Mental Health Crisis Care Concordat is a national agreement between services and agencies involved in the care and support of people in crisis. More than 20 national organisations in Cambridgeshire have jointly signed up to a concordat setting out how organisations will work together better to make sure that people get the help they need when they are having a mental health crisis.

<sup>12</sup> Mental health triage is a partnership scheme between police and mental health professionals to provide advice and support for people experiencing mental health crisis. This advice can include an opinion on a person's condition, or appropriate information sharing about a person's health history. The aim is, where possible, to help police officers make appropriate decisions, based on a clear understanding of the background to these situations. This should lead to people receiving appropriate care more quickly, leading to better outcomes and a reduction in the use of section 136 of the Mental Health Act. It is not necessarily control room-based but can be street-based or via a help line.



their confidence and skills. It has meant that fewer people have been taken to A&E, also reducing pressure on hospital emergency staff. Importantly, it has improved the service provided by the police to people in crisis when at their most vulnerable.

## **Investigating crimes involving vulnerable people**

The force generally investigates crimes involving vulnerable victims to a good standard. On most occasions, these crimes are allocated to specialist staff within the force's public protection department. These staff receive appropriate levels of training and supervision from more senior investigators, with regular opportunities for continuing professional development (CPD). However, we found that investigators in the domestic abuse and rape investigation teams had excessive workloads at the time of our inspection, exacerbated by the extraordinary peak in summer demand, and staff wellbeing is not being adequately protected. We also found a small number of investigations where victims had not been adequately kept updated with the progress of their investigation. High-risk victims of domestic abuse and rape should be regularly updated by the investigator, but are not. The force had reduced the workload over the summer by risk assessing investigations and reallocating 100 to local investigation teams. Despite this, workloads remained high, which is a concern as all cases remaining with the specialist team were high risk and more complex investigations. This potentially compromises their ability to conduct high-quality investigations and provide tailored support to victims. The force should ensure that workloads are kept manageable at all times, to provide vulnerable victims with the best possible service. The new operating model being introduced in 2018 should build resilience into high-risk and complex investigations.

The force has fewer qualified detectives than it needs, which leads to delays in investigations. For example, there are too few detectives who are specially trained to conduct interviews with, and take statements from, vulnerable victims. The force, together with Bedfordshire Police and Hertfordshire Constabulary, is addressing this gap through additional training. At the time of the inspection there was a shortfall of 45 trained detectives, which reflects the national trend.

The force makes limited use of the full range of its legal powers to protect victims of domestic abuse, such as domestic violence protection orders.<sup>13</sup> These should be considered more routinely to enhance its ability to provide protection for victims. The

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<sup>13</sup> Domestic violence protection notices (DVPNs) may be issued by an authorised police officer to prevent a suspected perpetrator from returning to a victim's home and/or contacting the victim. Following the issuing of the DVPN the police must apply to magistrates for a domestic violence protection order (DVPO). The DVPO may be granted for a period of up to 28 days.

use of Clare's Law<sup>14</sup> has improved slightly and some work has been conducted to refresh knowledge and understanding of this legislation. However, the number of disclosures remains low and the force should do more to prevent domestic abuse being committed by known perpetrators. More positively, the rate at which Cambridgeshire Constabulary charges domestic abuse offenders with a crime is in line with the rate for England and Wales.

Cambridgeshire Constabulary is good at managing sex offenders and the ratio of offenders to managers is acceptable. This ensures effective management of those offenders. The force's multi-agency public protection arrangements (MAPPA) are well managed. They enable the force and partner organisations, including prisons and probation, to monitor offenders assessed as presenting a high risk to the public, and to stop them re-offending. Information on all sex offenders is available on the force briefing system and further detail about a small number of individuals for each geographic area is available on a system known as Vision. However, we found neighbourhood officers had little knowledge of the sex offenders resident in the area they police. The public protection unit is responsible for managing violent offenders subject to supervision. The force makes good use of legal powers to manage offenders, such as sexual harm prevention orders (SHPO)<sup>15</sup>, and uses response plans for those considered a significant risk.

## Partnership working

Cambridgeshire Constabulary has well-developed relationships with partner organisations, helping it support vulnerable people and address the needs of victims. The force plays a leading role in the multi-agency safeguarding hubs (MASHs)<sup>16</sup> in each local authority area, with partner agencies located in one place to maximise opportunities for sharing of information. This means that the force can develop effective safety plans for both victims and offenders who need support.

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<sup>14</sup> Clare's Law, or the Domestic Violence Disclosure Scheme, has two functions: firstly, the 'right to ask' enables someone to ask the police about a partner's previous history of domestic abuse or violent acts; and secondly, under the 'right to know', police can proactively disclose information in prescribed circumstances.

<sup>15</sup> Sexual Harm Prevention Order (SHPO) is a measure given by the magistrates' court or crown court to a person who poses a risk of sexual harm to the public or an individual person. The SHPO prohibits the offender from a range of activity. For example, overseas travel, restrictions on certain types of employment and limiting internet use by the offender.

<sup>16</sup> A multi-agency safeguarding hub (MASH) is a location in which staff from the police, local authority and other safeguarding agencies share data, research and decision making about local children and adults who are vulnerable; the purpose is to ensure a timely and joined-up response for children and vulnerable adults who require protection.

One of the ways the force has responded to its shortage of detectives is by combining the roles of specially trained officer (STO) and investigator in its rape investigation team. Previously, the STO acted primarily as a single point of contact for a victim and ensured evidence was collected. Some partners felt that victims receive a poorer service than they did before, because less time is spent focused upon the victim. The force should review the effect of this new approach on victims, to identify any learning. While relationships are positive between health care professionals and the force, there have been recent changes to governance of the sexual assault referral centre (SARC), and partners have raised concerns about the effect on the voice of rape victims. They feel that the newly created countywide domestic abuse and sexual violence board (which has a number of sub-groups) tends to focus more strongly on domestic abuse than rape. The force should consider asking the board to review the effect of these governance changes on the voice of victims.

There is also an established multi-agency risk assessment conference (MARAC) process in place. A MARAC is a meeting where information about the highest-risk domestic abuse cases is shared between representatives of the police, health, child protection, housing practitioners, independent domestic violence advisors (IDVAs)<sup>17</sup>, probation and other specialists from the statutory and voluntary sectors. We reviewed the daily MARAC process and found the system to be particularly effective.

### **Areas for improvement**

- The force should ensure that its high-risk departments are appropriately staffed with qualified detectives to meet demand and ensure workloads are manageable.
- The force should review its use of DVPOs, DVPNs and Clare's Law to ensure that it is making best use of these powers to safeguard victims of domestic abuse.
- 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.
- The force should ensure that it has sufficient resources available to respond appropriately to 'prompt' (within 1 hour) calls for service, particularly for incidents of domestic abuse.

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<sup>17</sup> Independent domestic violence advisors (IDVAs) are trained specialists who provide a service to victims, who are at high risk of harm from intimate partners, ex-partners or family members, with the aim of securing their safety and the safety of their children; they are also known as independent domestic violence advocates.

## Specialist capabilities

### Ungraded

#### National policing responsibilities

*The Strategic Policing Requirement (SPR)*<sup>18</sup> specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime<sup>19</sup>.

Cambridgeshire Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has assessed its capability to respond to the six national threats included in the SPR.

A chief officer has been appointed to lead a programme to build the force's capacity to respond to each threat – we found the programme to be an effective means of engaging the workforce and developing the skills and experience it requires.

The force has established a comprehensive programme to test its response to national threats – this is run in conjunction with Bedfordshire Police and Hertfordshire Constabulary. The three forces have recently completed a training exercise with other organisations to assess their ability to provide humanitarian relief should there be serious flooding in the area. Also, operational plans have recently been reviewed to assess a joint agency response to the crash landing of an aircraft in the area. Working constructively with other forces in the region ensures that large numbers of officers can be mobilised should a major incident be beyond the control of a single force.

#### Firearms capability

HMICFRS inspected how well forces were prepared to manage firearms attacks in our 2016 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a firm focus on armed capability in England and Wales.

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<sup>18</sup> The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners. *The Strategic Policing Requirement*, Home Office, March 2015. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

<sup>19</sup> Serious and organised crime is when serious crime is planned, co-ordinated and conducted by people working together on a continuing basis. Their motivation is often, but not always, financial gain.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. *The Code of Practice on Police use of Firearms and Less Lethal Weapons*<sup>20</sup> makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Cambridgeshire Constabulary operates joint arrangements with Bedfordshire Police and Hertfordshire Constabulary to provide armed policing. The force has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code of practice and the guidance issued by the College of Policing.<sup>21</sup> The APSTRA was last reviewed in September 2017.

We consider that the APSTRA could be improved if it included more analysis of how quickly armed response vehicles (ARVs) respond to armed incidents. This helps forces understand whether they have sufficient armed officers to meet operational demands. We are aware that the force collects this data but it does not currently form part of the APSTRA.

In Cambridgeshire, we found that the designated chief officer scrutinises the APSTRA closely. He formally approves its content, which includes the levels of armed capability and capacity that the threats require. His decisions and the rationale on which they are based are clearly auditable.

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<sup>20</sup> *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

<sup>21</sup> College of Policing Authorised Professional Practice on armed policing, available at: [www.app.college.police.uk/app-content/armed-policing/?s](http://www.app.college.police.uk/app-content/armed-policing/?s)

## Annex A – About the data

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

Where HMICFRS collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they provided us, to ensure the accuracy of the evidence presented. For instance:

- Data that forces submitted were checked and queried with those forces where data were notably different from other forces or were internally inconsistent.
- All forces were asked 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 within this annex. The source of Force in numbers data is also set out below.

### Methodology

#### Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so 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-2016 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**

HMICFRS surveyed the police workforce across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of assigned tasks. This survey was a non-statistical, voluntary sample which means that results may not be representative of the workforce population. The number of responses varied between 16 and 1,678 across forces. Therefore, we treated results with caution and used them for identifying themes that could be explored further during fieldwork rather than to assess individual force performance.

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

HMICFRS commissioned Ipsos MORI to survey attitudes towards policing between 21 July and 15 August 2017. 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 300 and 321 individuals in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey are available on our website:

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

## **Review of crime files**

HMICFRS reviewed 2,700<sup>22</sup> police case files across crime types for:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding);
- actual bodily harm.

Our 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. We randomly selected files from crimes recorded between 1 January 2017 and 31 March 2017 and assessed them against several

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<sup>22</sup> 60 case files were reviewed in each force, with the exception of the Metropolitan Police Service, West Midlands Police and West Yorkshire Police where 90 case files were reviewed.

criteria. Due to the small sample size of cases selected per force, we did not use 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 HMICFRS with data or the data supplied by the forces were not comparable.

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

These data were collected directly from all 43 geographic police forces in England and Wales. In 2017, the data requested from forces contained a different breakdown of occurrences where the police were called to an incident.

### **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 2017 and are taken from the October 2017 Home Office data release, which is available from:

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

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

Data referring to police-recorded crime should be treated with care, as recent increases may be attributed to the renewed focus on the quality and compliance of crime recording since HMICFRS' national inspection of crime data in 2014.

Suffolk Constabulary was unable to submit 2017 outcomes data to the Home Office due to data quality issues, relating to the changing of its crime recording system to Athena. Therefore Suffolk Constabulary has been excluded from the England and Wales figure.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2017 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. Therefore these data are subject to change, as more crimes are assigned outcomes over time.



- Under the new framework, 37 police forces in England and Wales provide outcomes data through the Home Office data hub (HODH) on a monthly basis. All other forces provide these data via a manual return also occurring on a monthly basis.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. This means they no longer issued 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. These three pilot forces continued to operate in accordance with the pilot conditions since the pilot ended in November 2015. Other forces subsequently also limited their use of some out of court disposals. Therefore, the outcomes data should be viewed with this in mind.
- Direct comparisons should not be made between general crime outcomes and domestic abuse-related outcomes. Domestic abuse-related outcomes are based on the number of outcomes for domestic-abuse related offences recorded in the 12 months to 30 June 2017, irrespective of when the crime was recorded. Therefore, the domestic abuse-related crimes and outcomes recorded in the reporting year are not tracked, whereas the general outcomes are tracked.
- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2017, Home Office, July 2017. Available from:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/633048/crime-outcomes-hosb0917.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/633048/crime-outcomes-hosb0917.pdf)

### **Anti-social behaviour**

These data are obtained from Office for National Statistics data tables (year ending 31 March 2017), available from:

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

All police forces record incidents of anti-social behaviour (ASB) reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Forces record incidents under NSIR in accordance with the same victim-focused approach that applies for recorded crime, although these data are not subject to the same 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 ASB incidents (for example, local authorities and social landlords), but incidents reported to these agencies will not generally be included in police data.

When viewing this data the reader should be aware that Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2015-16 the force could not identify whether these were ASB or other types of incident. These incidents have been distributed pro rata for Warwickshire, so that two percent of ASB incidents in the reporting year for 2015-16 is estimated.

## **Domestic abuse**

Data relating to domestic abuse-flagged offences is obtained through the Home Office for the 12 months to 30 June 2017. These are more recent data than those previously published by Office for National Statistics. The Home Office collects these data regularly and requires all forces to record accurately and flag domestic abuse crimes. Domestic abuse flags should be applied in accordance with the Home Office Counting Rules<sup>23</sup> to ensure consistency across forces, and within published data sets.

Data relating to domestic abuse arrests and outcomes were collected directly from all 43 geographic police forces in England and Wales.

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

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017)

When viewing this data the reader should be aware that North Yorkshire Police was unable to give the Home Office comparable data on domestic abuse-flagged crimes. The force extracted data for HMICFRS on the powers and outcomes used to deal with these offences by using an enhanced search. This search examined additional factors (such as the victim / suspect relationship) and included a keyword search to identify additional domestic abuse crimes which may not have been flagged. The force used a simpler search, which identified domestic abuse crimes by flagging alone, to extract data it supplied to the Home Office. As North Yorkshire Police's data on domestic abuse are not comparable with other forces, we have excluded the data.

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<sup>23</sup> Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

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

These data were collected directly from all 43 geographic police forces in England and Wales. 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.

As at 1 July 2017 City of London Police had recorded 46 OCGs. However during the inspection we found that only six OCGs were within the force's geographical area and the remaining 40 were part of the National Fraud Intelligence Bureau's remit.

## **Figures in the report**

Not all forces' reports will contain all the figures we mention in the sections below. This is because some forces' data was incomplete or not comparable with England and Wales data, and in 2017 HMICFRS undertook risk-based inspections. More details about our risk-based approach can be found here:

[www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

### **Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017**

These data were collected directly from all 43 geographic police forces in England and Wales. HMICFRS collected data on anti-social behaviour powers, including:

- criminal behaviour orders;
- community protection notices;
- civil injunctions;
- dispersal orders.

Together these powers form the anti-social behaviour (ASB) powers considered in this report.

The Crime and Policing Act 2014 introduced ASB powers which can be applied by both local authorities and the police. The ASB powers data provided in this report covers police data. Therefore, results should be treated with caution as they may not include instances where local authorities exercised these powers.

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

- Bedfordshire Police, Greater Manchester Police and the Metropolitan Police Service were unable to provide data on anti-social behaviour powers as the data are not held centrally within each force.

- Greater Manchester Police was unable to provide any 2016 ASB use of powers data. Greater Manchester Police intends for its new integrated operational policing system to incorporate recording of ASB powers.
- Suffolk Constabulary was only able to provide data for the southern area of the force in 2017. Therefore its data are excluded.
- The forces highlighted above are not included in the figure or in the calculation of the England and Wales rate.
- Gloucestershire, Hertfordshire, Humberside and Merseyside forces were only able to provide partial 2017 ASB use of powers data.
- Gloucestershire Constabulary and Hertfordshire Constabulary were unable to obtain data regarding the number of civil injunctions as their local authorities lead the application of these.
- Humberside Police was unable to provide data on community protection notices and civil injunction notices as its local authorities lead the application of these. The force does not collect data on criminal behaviour orders and dispersal orders.
- Merseyside Police was unable to provide data on dispersal orders as these orders are attached to individual crime files.

**Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017**

Please see 'Recorded Crime and Crime Outcomes' above.

Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore, these forces' data are not included in the figure.

Dorset Police was unable to provide 2016 crimes outcome data, because it had difficulty 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.

**Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017**

Please see 'Domestic abuse' above.

- 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 2017 in this calculation. It is also possible to have more than one arrest

per offence. In addition, the reader should note the increase in police-recorded crime which affected the majority of forces over the last year. This may mean arrest rates are 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. HMICFRS 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 reader should be aware of the following:

- Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide domestic abuse arrest data. North Yorkshire Police was unable to provide comparable domestic abuse crime and arrest data, so a rate could not be calculated. Therefore, these forces are not included in the figure.
- Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data. Therefore, these forces do not have 2016 data included in the figure.

When viewing domestic abuse arrest data for 2016, the reader should be aware of the following:

- Cambridgeshire Constabulary was unable to provide 2016 domestic abuse arrest data due to a recording problem that meant it could only obtain accurate data from a manual audit of its custody records.
- Lancashire Constabulary had difficulty 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 the 2016 data provided to HMICFRS would be marginal and that these are the most reliable data it can provide.

### **Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017**

Please see 'Organised crime groups' above.

Organised crime group data from City of London Police are not comparable with other forces. Therefore, its data are not included in the figure.

For data relating to 2016 the number of OCGs in Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per 1 million population rate is based upon their areas' combined population. For the 2017 data Warwickshire Police and West Mercia Police force split their OCGs into two separate force areas.