

PEEL: Police effectiveness 2017

An inspection of Northumbria Police



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Force in numbers



Calls for assistance

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

Northumbria Police

England and Wales

293

282



Anti-social behaviour

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

Northumbria Police

England and Wales

42

31

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

Northumbria Police

England and Wales

-9%

-0.05%



Crime (excluding fraud)

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

Northumbria Police

England and Wales

91

77

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

Northumbria Police

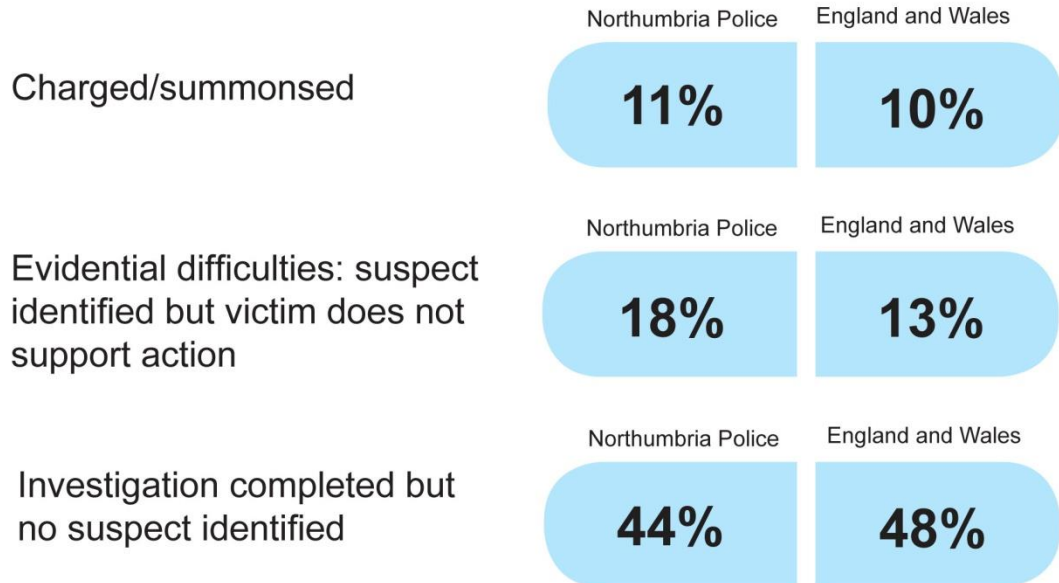
England and Wales

+29%

+14%



Crime outcomes*



Domestic abuse



Organised crime groups



*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.¹ Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Northumbria Police was assessed against the following areas in 2017:

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

Judgments from 2016² 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.





¹ 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

² The 2016 effectiveness report for Northumbria Police can be found on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-northumbria

Effectiveness overview

Judgments

Overall effectiveness 2017  Good

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

Summary

Northumbria Police is good at keeping people safe and reducing crime. Since our last effectiveness inspection in 2016, HMICFRS is pleased to see that improvements have been made in some of the areas highlighted in our subsequent report. However, the force's approach to protecting vulnerable people has deteriorated and it should take steps to address this.

Investigations are generally conducted to an acceptable standard, particularly in more serious and complex cases. The force has improved its processes for examining digital devices to support investigations, and has reduced the timescales for new examinations to be completed.

In 2016, we found the force's approach to protecting vulnerable people and supporting victims to be good. However, this year we found that it requires improvement. The initial identification of vulnerable people based on threat, harm, and risk is inconsistent. We found examples of vulnerable people who had not received the response they needed when they contacted the police, and subsequent investigations are not always carried out by appropriately trained officers.

In contrast, the force has a good understanding of how to manage incidents which involve concerns relating to the mental health of victims, witnesses and offenders. The force also has good partnership arrangements in place to support vulnerable victims.

Northumbria Police has the necessary arrangements in place to fulfil its national responsibilities, and to respond initially to an attack which requires an armed response.

Investigating crime and reducing re-offending



Good

Initial investigation

Northumbria Police is good at initial investigation. Staff within the force communications centre risk-assess the majority of calls for service using the THRIVE model³ to determine the most appropriate response. In most cases, officers are deployed appropriately to incidents, although we did find examples where the inconsistent use of THRIVE delayed officers' response, and this led to vulnerable victims sometimes not having received the quick response they needed. This is discussed in more detail in the next chapter of this report. In the cases we reviewed, we found that officers at crime scenes take appropriate steps to identify and secure evidence as part of the 'golden hour'⁴ immediately after an incident.

Most crimes are allocated to appropriately skilled staff based on the threat, harm, risk and complexity associated with each case. We found some examples during our inspection of serious sexual assaults being allocated to response officers for investigation. Again, this is described in the following chapter as these cases involve vulnerable victims.

The force has a good process in place to assess reported incidents of fraud. The resolution without deployment (RWD) unit assesses each case which the National Fraud Intelligence Bureau (NFIB) refers to the force. It uses a risk-based approach to determine firstly whether viable lines of enquiry exist, and then to identify the most suitable policing team to conduct the investigation. The force's figures show that in the 12 months to 30 June 2017, 22 fraud crimes were reported directly to the force and the force received 232 fraud case referrals from the NFIB. All of these were assessed and investigated appropriately.

As part of our inspection, we review the quality of telephone investigations carried out by each force. Northumbria Police does not have a telephone investigation function. All crimes allocated to the RWD unit are assessed and, if there are any lines of enquiry, the crime is re-allocated to an officer for investigation. If there are no

³ The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

⁴ Golden hour refers to the time after a crime has been committed during which there is maximum potential for recovery of forensic evidence.

lines of enquiry and no vulnerable people are involved in the case, then it will be finalised and signed off by the RWD unit which will also update the victim. During our inspection in October 2017 we found that the RWD dealt with 18 percent of all crimes. HMICFRS is satisfied that the force is taking appropriate steps to pursue these investigations, and we found no evidence that it is wrongly curtailing investigations – for example because of staff shortages or other demands on the force’s resources.

Investigation quality

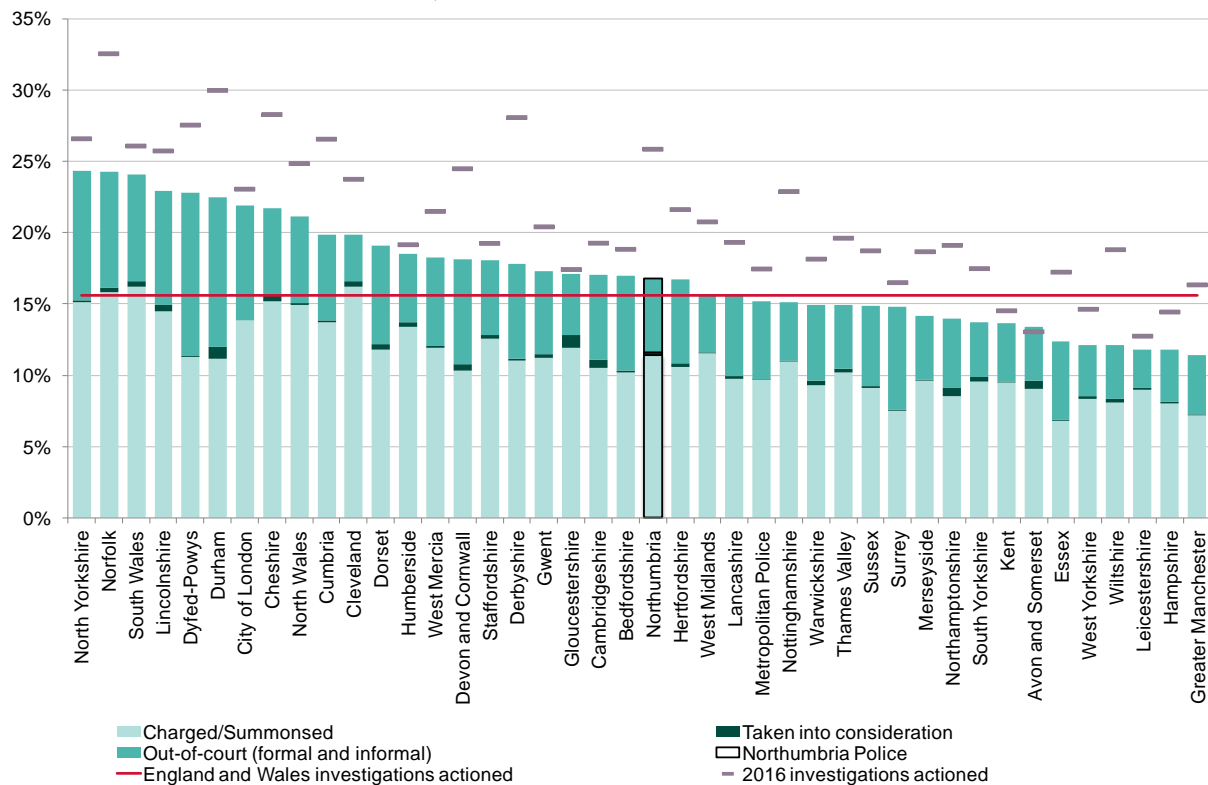
Most investigations conducted by Northumbria Police are of an acceptable standard. Our review of 60 crime files found that in 32 of these, the quality of supervision was either effective, or limited but appropriate. In the other 28 files, there was a lack of recording of supervisory oversight or direction, and in many cases there was no investigation plan in the files. Since the file review was completed, the force has implemented a new policy in regard to the supervision of investigation. Under the new approach supervisors give oral advice where necessary, including in instances when a vulnerable person is involved in the case. Although the oversight and supervision may be provided in person, this is often not recorded on the crime report and therefore there is no audit trail of what has been done to enable the force to monitor and improve investigation quality. The quality of victim contact during some investigations is also inconsistent, and in some cases no victim updates had been recorded at all. During our inspection, we examined additional crime reports and again found a lack of supervisory input and victim updates. The force should ensure that its approach to supervision and victim contact is not detrimental to the quality of investigations and victim care.

As of July 2017, the force had 148 vacancies for qualified investigators. This represents 21 percent of the required number of 719, which is slightly higher than the England and Wales rate of 19 percent. The force has a plan in place to address this shortfall, which includes recruiting additional investigative staff and increasing the number of training courses for investigators. The plan incorporates anticipated changes in the workforce, such as promotion and retirement, and the force is confident that it will be able to recruit the extra staff by June 2018. At the time of the inspection, the force had made progress in reducing this gap to a vacancy rate of 9 percent. In the interim the force has filled the shortfall in its investigative capacity by employing 30 civilian investigators, who are predominantly retired and experienced detective officers on temporary contracts. These temporary staff are deployed flexibly to meet identified priorities and to respond to changes in demand. All the investigators who are in post are trained to the appropriate levels, and there is a continuing professional development process in place to ensure that staff maintain their skills.

The force achieves investigative outcomes (such as charge or no further action) which are broadly in line with the rates in England and Wales. In the 12 months to 30 June 2017, the charged/summonsed rate (when an offender is charged with a crime or can be summonsed to court) remains slightly above the England and Wales rate at 11.4 percent. However, this has decreased by 6.9 percent since the same period in 2016. In the 12 months to 30 June 2017, the proportion of investigations concluded where there are evidential difficulties, but a suspect has been identified and the victim does not support police action, has risen to 18.3 percent from 10.8 percent in 2016; this is higher than the England and Wales rate of 12.9 percent.

It has been suggested by the force that these rates have been adversely affected by improvements in its crime recording processes. Although crime recording was not a focus of this inspection, HMICFRS will be reviewing this as part of our rolling inspection programme into crime data integrity. The force has already begun to analyse its outcome rates to try to understand the reasons for the changes this year.

Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017^{5, 6}



Source: 2016 and 2017 Home Office Outcomes Data

For further information about this data, please see annex A

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

⁶ 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.

The force conducts surveys to ensure that it gathers the views of victims of crime. It uses this as an opportunity to communicate with victims to gather their views on the service they have received. Responses from these surveys indicate high levels of satisfaction among victims. The force uses the victim update page on the online crime reporting system to record updates to victims of all crime types, including fraud. We found that victims of fraud were well-supported and had received updates and crime prevention advice.

In our 2016 effectiveness report, we expressed serious concern about the force's ability to examine digital devices, such as mobile phones and computers, as part of criminal investigations. Large backlogs were delaying investigations. We found poor management processes in place to determine which devices needed to be seized, and which should be prioritised for examination.

This year, we found that the force has made considerable improvements in the way it manages devices for examination. It has invested in new equipment and training, allowing it to select, prioritise and examine devices more effectively. The force now has no devices which have been awaiting examination for more than five months. The number of devices awaiting examination is 0.4 per 1,000 residents as at 1 July 2017. The rate for England and Wales is 0.2 per 1,000 residents. Although Northumbria Police's figures are higher than the England and Wales rate, HMICFRS is satisfied that the force now has good systems in place to prioritise and manage the new and existing devices and that it will be able to continue to reduce the existing backlogs.

Reducing re-offending

Although Northumbria Police's approach to reducing re-offending has improved since our last effectiveness inspection, there are areas which still require attention. In July 2017, Northumbria Police recorded a 10.1 percent increase on the number of persons wanted on the PNC compared with August 2016. Some 26 percent of the force's wanted records have been on the PNC for 2 years and over. The force needs to develop a more effective system to manage this.

Since 2016, Northumbria Police has created a foreign national offender unit within its intelligence bureau. This has improved the way it deals with these offenders. The purpose of the unit is to gather all intelligence about the involvement of foreign nationals in criminality within the force area, assess that intelligence, develop it where appropriate and then allocate for action within the force. The unit has no investigative role and existing units within the force undertake all subsequent

investigations. In the 12 months to 30 June 2017, Northumbria Police arrested 1,983 foreign national offenders, and 679 referrals were made to the Immigration Enforcement command and control unit.⁷

In 2016, we found that Northumbria Police needed to improve its use of the integrated offender management (IOM) approach to reducing re-offending. This year, we found that the force has made some progress, although this remains an area for improvement. The force does not currently select offenders for inclusion in the programme by using a clear assessment process, but relies primarily on professional judgment. The force has plans in place to improve its management of offenders, but these had not been implemented at the time of our inspection.

Areas for improvement

- The force should ensure that all investigations are completed to a consistently good standard and that victims receive regular, meaningful contact.
- The force should improve its IOM programme by adopting clear and consistent methods to select offenders. There should be clear measures of success, which enable the force to evaluate how effectively it is protecting the public from prolific and harmful offenders.

⁷ 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.

Protecting vulnerable people and supporting victims



Requires improvement

Identifying vulnerability

Northumbria Police has a clear definition of vulnerability⁸ and a clear policy which explains how the force will respond to vulnerable victims. Officers and staff have a full understanding of vulnerability and their responsibilities when they deal with vulnerable people. Officers know what to look for to identify 'hidden' forms of harm when they attend incidents of domestic abuse or incidents involving other vulnerable people. This is achieved through the promotion of the force's values which are constantly referred to in the chief's weekly blog and briefings which the chief officer team gives to officers and staff.

The force generally understands the nature and scale of vulnerability it faces. It has assessed its risks through its strategic risk assessment (STRA) process, and has developed problem profiles for specific aspects of vulnerability such as domestic abuse, missing persons, rape and serious sexual offences. These documents give the force a better understanding of where harm is concentrated so that it can tailor its response accordingly. Every month, the force analyses these threats and risks in more detail, to see if there are any recurring problems. This ensures that the force is aware of the current nature and scale of incidents which involve vulnerable people.

Although the force has a good strategic overview of the nature and scale of vulnerability it deals with every day, the way that the force identifies vulnerable people when they contact the police is inconsistent. When a call is received the force's IT system highlights if a telephone number or address relates to a repeat victim, or if there are any indications that the caller might be vulnerable, such as mental health identification markers, or markers on the address such as children living there who might be vulnerable.

The force uses the THRIVE risk-assessment model to assess all incoming calls to determine the most appropriate response. However, our inspection findings, which included a review of files and observations within the communications centre, identified that the use and recording of THRIVE are inconsistent. Our review of 60 files found that in 36 cases there was no evidence that THRIVE had been used to correctly assess the risk of the call. During our inspection, we examined an

⁸ A person is vulnerable if as a result of their situation or circumstances, they are unable to take care of, or protect themselves or others, from harm, exploitation or other adverse impact on their quality of life.

additional 20 incident logs and again found that the use of THRIVE was inconsistent. Inspectors found concerning examples in which vulnerable victims had not received the response or service they required to ensure that they were protected from harm.

Initial response

The force needs to improve its initial response to incidents involving vulnerable people. We reviewed several incident logs where vulnerability was a factor but had not been assessed as such. We also found some domestic abuse incidents where the response was not appropriate to the level of threat and risk the victim faced.

The inspection found that body-worn video cameras were not always available to support officers in effective evidence-gathering at incidents involving vulnerable victims. The force has 405 devices available for use, but they are not issued to individual officers and sometimes there are no cameras available for deployment. The force has recently conducted its own review of domestic abuse incidents and found that, in over half of all the calls it reviewed, a body-worn video camera had not been used.

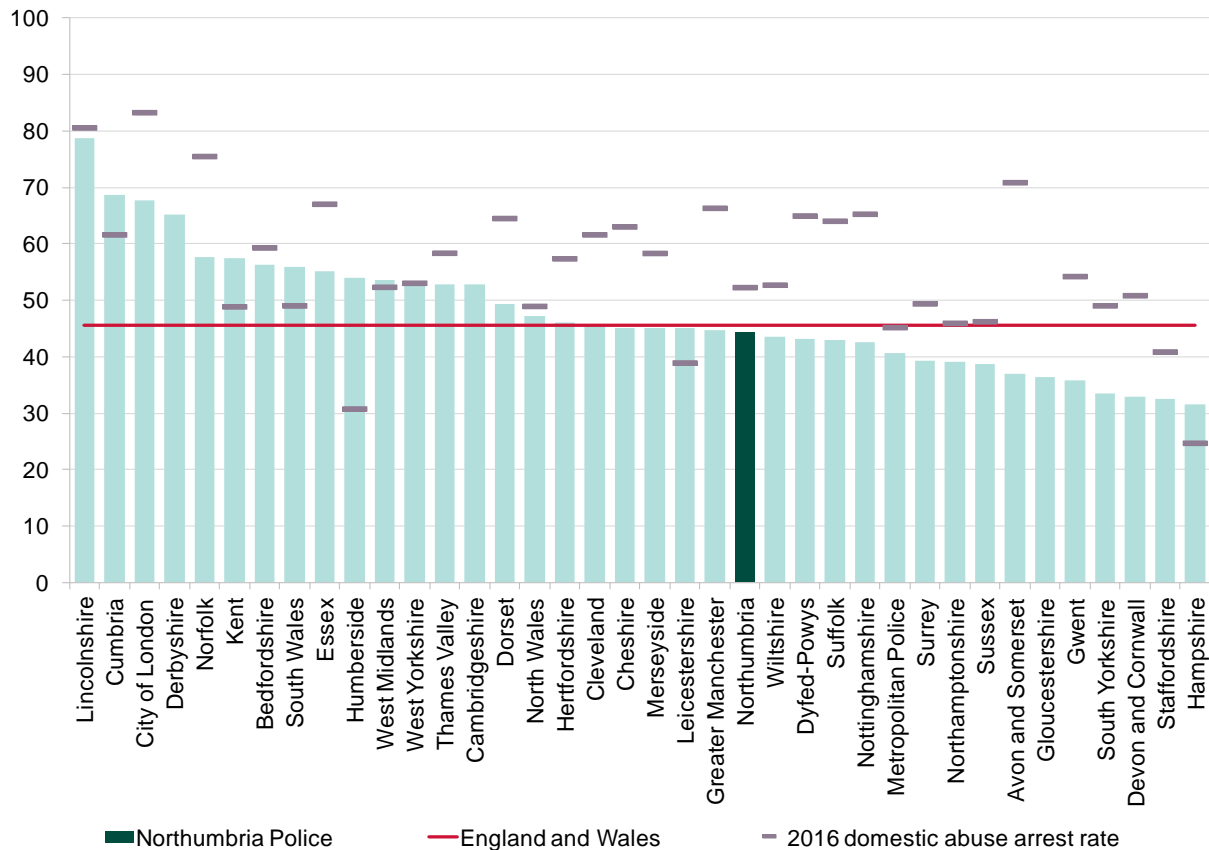
Despite this, at domestic abuse incidents, officers are aware of their safeguarding responsibilities to both the victim and other members of the household. For victims of sexual offences, and in accordance with the victim's wishes, the force will use the most appropriate officer with additional support available from officers who have received specialist sexual offence training. We found evidence that officers were generally putting appropriate safeguarding measures in place to protect vulnerable victims. Officers submit safeguarding referrals for anyone in the household, including children and adults, who might be vulnerable.

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 linked directly 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 information, please see annex A). HMICFRS has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

In the 12 months to 30 June 2017, the domestic abuse arrest rate in Northumbria was 44.2 arrests per 100 domestic abuse-related crimes. This is a reduction of 15.5 percent compared with the 12 months to 30 June 2016, where the force made an arrest in 52.3 of every 100 domestic abuse incidents. Despite there being a percentage reduction in arrests, the overall volume of arrests has not decreased during that time. Since March 2017, the force has introduced a new crime recording procedure which records a crime in the communications centre at the point of the initial call. This has resulted in an increase in the number of domestic abuse offences it records. According to the force's analysis, 30 percent of domestic abuse incidents

are reported by someone other than the victim. Many factors could have contributed to the reduction in arrest figures, and to why cases are not taken any further. The force needs to be clear about the falling arrest rates, and ensure that it is providing all victims of domestic abuse with the best possible service.

Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017^{9,10}



Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data¹¹

For further information about this data, please see annex A

⁹ 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.

¹⁰ 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.

¹¹ 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.

Officers use the domestic abuse, stalking and harassment (DASH)¹² risk-assessment form to assess threat, harm and risk at all domestic incidents. They send the forms to the central referral unit for assessment and safeguarding support. We found that DASH forms are submitted in all domestic abuse cases and that there is supervision of this process. The central referral unit provides a secondary level of supervision and officers are given feedback if forms are not completed to the required standard.

The safeguarding provided to victims is generally appropriate where officers are deployed to incidents. Neighbourhood officers are involved in both safeguarding victims and the disruption of offenders. The force has good systems in place with its partners, such as Victims First Northumbria,¹³ to provide tailored support to victims of domestic abuse. It conducts its own surveys of domestic abuse victims. There are high satisfaction rates, with 94 percent of victims satisfied with the overall service they received.

Mental health

Northumbria Police has a good understanding of the nature and scale of mental health problems. It has developed this in conjunction with partner organisations, including the Northumberland, Tyne and Wear National Health Service Foundation Trust (NTW), the North East Ambulance Service and the six local authorities in the Northumbria force area. Effective arrangements are in place to oversee and monitor the national crisis care agreement¹⁴ among these organisations.

Working with NTW, the force has provided a structured training programme about how to deal with mental health-related incidents. This training is provided to staff, including custody officers, police negotiators, firearms officers, communications centre supervisors and senior officers who take command of planned and spontaneous incidents. All new student officers attend a one-day training session in the classroom about mental health, and they also have a two-day placement working with agencies that provide mental health services. The force and NTW have also developed a multi-agency mental health training package called Respond, which has been given to over 500 people. Frontline staff have a good level of awareness and understanding of mental health problems, and the role and responsibilities of

¹² 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, harassment and so-called honour-based violence.

¹³ For more information, see: www.victimfirstnorthumbria.org.uk/

¹⁴ The Mental Health Crisis Care Concordat is a national agreement between services and agencies involved in the care and support of people in crisis. It sets 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. For more information, see: www.crisiscareconcordat.org.uk/about/

the police. Staff in the communications centre have a good understanding of the importance of acting immediately in order to protect people with mental health problems.

Since 2014, Northumbria Police and NTW have jointly provided a mental health street triage service. This service operates every day between 10.00am and 3.00am the next day. A dedicated police officer and an experienced mental health nurse staff each vehicle. The response allows for the early clinical assessment of individual needs and ensures that people receive rapid access to appropriate treatment pathways or care plans. This early intervention can prevent an escalation of demand on police and health services. When the street triage teams are not working, officers have access to information and advice from the NTW crisis team.

The force has conducted an internal evaluation of the street triage process, which found that when the service was first introduced, an average of around 90 people each month were being detained by the police under section 136 of the Mental Health Act¹⁵. Three-quarters of these people were subsequently released because they did not need further treatment or intervention. At the time of the inspection, the number of people detained under section 136 had fallen to an average of around 13 per month, of which around two thirds were detained for further treatment. The force is looking for an academic partner that will be able to evaluate the scheme independently.

Investigating crimes involving vulnerable people

The force needs to improve its approach to investigating crimes involving vulnerable people. In the majority of serious and complex cases, crimes are allocated to the most appropriately trained staff, with specialist units investigating rape, serious sexual offences and domestic abuse incidents. Staff in these units carry out good quality investigations. The level of supervision within those specialist units is also good, with clear evidence of supervisory updates, good investigation plans and good victim updates having been recorded on all the crimes we reviewed. Workloads are manageable, staff receive the necessary training to allow them to carry out their roles, and there is a continuing professional development system in place to help them maintain these skills.

¹⁵ Section 136 of the Mental Health Act 1983 enables a police officer to remove, from a place other than where they live, someone who they believe to be suffering from a mental disorder and in need of immediate care and control, and take them to a place of safety – for example, a health or social care facility, or the home of a relative or friend. In exceptional circumstances (for example if the person's behaviour would pose an unmanageably high risk to others), the place of safety may be police custody. Section 136 also states that the purpose of detention is to enable the person to be assessed by a doctor and an approved mental health professional (for example a specially trained social worker or nurse), and for the making of any necessary arrangements for treatment or care.

However, as a result of our inspection fieldwork, we found crimes which had not been allocated to the appropriate staff. There were cases where we found examples of serious sexual offences being investigated by officers on response teams. Although a small number of officers on response teams have been trained as sexual offences liaison officers, our inspection found that because of the volume of offences and lack of capacity, some sexual offences were allocated to untrained officers. The majority of response officers are not trained specifically to deal with sexual offences, and therefore do not have the requisite skills or experience to manage this type of investigation effectively. Evidence from focus groups suggested that response officers were being allocated to this type of investigation, but that they did not have the time, capacity or capability to deal with these properly because of other responsibilities. We examined 15 investigations involving a vulnerable person. Only eight of these were effective and only nine contained evidence of good victim care.

In the 12 months to 30 June 2017, the force recorded a rate of 20.4 charged or summonsed outcome per 100 domestic abuse offences. This is in line with the England and Wales rate. However, the domestic abuse charged or summonsed outcome rate has decreased by 33.1 percent since the same period in 2016. This may be affected by better crime recording of domestic abuse-related offences in Northumbria. In the 12 months to 30 June 2017, 53.9 investigations per 100 domestic abuse-related offences were finalised with the outcome of evidential difficulties, suspect identified, victim does not support further police action. This is the fourth highest rate in England and Wales, and is above the England and Wales rate of 41.8.

The force is good at using its legal powers to protect vulnerable people. The force received 93 'right to know' applications under Clare's Law¹⁶ during the 12 months to 30 June 2017. Of these, 13 disclosures were made. During the same period, 180 'right to ask' applications were also made in Northumbria under Clare's Law. Of these, 12 disclosures were made. The rate of disclosure for 'right to ask' applications is low, although we are satisfied that this figure seems low because of the recording process within the force. The force should review this process and ensure that it is in line with other forces in England and Wales. The force uses domestic violence protection notices (DVPNs) and orders (DVPOs) to manage offenders.¹⁷ The force has increased the number of both types of orders it has applied for over the last 12 months. It provides good governance and enforcement of

¹⁶ Clare's Law, or the domestic violence disclosure scheme, has two functions: the 'right to ask' the police about a partner's previous history of domestic abuse or violent acts; and the 'right to know' – police can proactively disclose information in prescribed circumstances.

¹⁷ 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 issue of the DVPN, the police must apply to magistrates for a domestic violence protection order (DVPO). The DVPO will be granted for a period of up to 28 days.

these orders, and neighbourhood teams are now involved in enforcing them. The force's own figures suggest that it refers 79.9 percent of domestic abuse cases to the Crown Prosecution Service for consideration for prosecution.

The force has effective systems in place for managing registered sex offenders. It has a centralised multi-agency public protection arrangements (MAPPA) unit¹⁸, and it risk-assesses all 1,500 offenders using the active risk assessment tool (ARMS).¹⁹ The force plans to implement a new operating model which will see neighbourhood officers receiving specialised training to manage the medium and low-risk offenders who live in communities. This would give the centralised operations team more capacity to manage the higher-risk offenders intrusively.

Partnership working

Northumbria Police works well with a range of partner organisations to protect vulnerable people. These organisations include children's social services, local authority education and welfare services, adult social care, and voluntary sector organisations. The force has effective multi-agency safeguarding hubs (MASHs)²⁰ and it is working towards turning its six hubs – one in each local authority area – into ones which provide services to both adults and children. We found examples of the force collaborating with others across a range of areas. These include the MASH, early intervention teams and mental health crisis care concordat meetings which take place across the force. We were also made aware of the multi-agency risk-assessment conferences (MARACs)²¹ being held across the force area to protect high-risk domestic abuse victims. An example of multi-agency working is how the force has responded to the threat of child sexual exploitation through

¹⁸ Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

¹⁹ ARMS: active risk management system for sex offenders. This allows officers to prioritise the work that needs to be done to manage the offender effectively in the community, taking into account what is currently happening in the offender's life.

²⁰ 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.

²¹ A multi-agency risk assessment conference (MARAC) is a meeting where information is shared on the highest risk domestic abuse cases between representatives of local police, health, child protection, housing practitioners, independent domestic violence advisors, probation and other specialists from the statutory and voluntary sectors.

Operation Sanctuary. This operation has identified and supported vulnerable victims and has also secured convictions against offenders who were systematically targeting vulnerable people and sexually exploiting them.

The force has effective information-sharing arrangements in place with partner organisations, which were evident in the MASH and within the MARAC process. The force invests resources into the MARAC to contribute to its success and we found the structure to be very effective. The force employs a dedicated MARAC co-ordinator and a chairperson, and provides the administrative support service to ensure the process runs effectively. The force has a higher number of cases being dealt with through its MARAC process than the England and Wales rate, but it was clear that this was a manageable workload and cases were being dealt with effectively.

Areas for improvement

- The force should improve its initial assessment and response to incidents involving vulnerable people by ensuring that call handlers understand and apply the THRIVE decision-making model consistently.
- The force should ensure that crimes which involve vulnerable people are allocated promptly to investigators with the appropriate skills, accreditation and support to conduct the investigation to a good standard.
- The force should improve its initial investigation of cases involving vulnerable victims by giving responding officers photographic and/or video-recording equipment to show evidence of injuries and crime scenes.
- The force should take steps to understand the reasons why a high proportion of crimes related to domestic abuse fall into the category 'Evidential difficulties; victim does not support police action', and ensure that it is pursuing justice on behalf of victims of domestic abuse.

Specialist capabilities

Ungraded

National policing responsibilities

*The Strategic Policing Requirement (SPR)*²² specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Northumbria Police 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.

In HMICFRS' 2016 effectiveness inspection report, we stated that the force had not run any training exercises to test its capabilities since 2014. We are pleased to note that the force has since conducted several exercises with other organisations to test its preparedness to meet its national responsibilities. These have included joint training exercises with other emergency services and local authorities to assess their joint response to a major firearms assault and a cyber-attack.

The force has good procedures in place to identify how it can make improvements, and continue to develop best practice. Structured de-briefing exercises follow all training exercises and other major incidents to identify learning points; operational plans are updated to reflect these improvements. A good example is the force's involvement in the de-briefing of the cyber-attack on the NHS in 2017; this has led to enhancements in its own capabilities to manage this type of investigation.

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.

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*

²² 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

*and Less Lethal Weapons*²³ 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).

Northumbria Police has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance.²⁴ The force last reviewed its APSTRA in November 2017.

However, we found one area where the APSTRA could be improved. HMICFRS noted that the APSTRA did not contain details of how rapidly armed response vehicles (ARVs) attend armed incidents. Collecting data on the time taken for ARVs to attend armed incidents is important; it helps a force to know whether it has sufficient armed officers to meet operational demands.

We found that the designated chief officer scrutinises the APSTRA closely. She formally approves its content which includes the levels of armed capability and capacity that the threats require. Her decisions and the rationale on which they are based are clearly auditable.

Northumbria Police receives additional Home Office funding as part of a national programme to boost armed capacity in England and Wales. We established that the force has fulfilled its commitment to the programme by increasing the availability of armed response vehicles (ARVs) by the target date set for April 2017. The force achieved this by accelerating recruitment of ARV officers, adjusting shift patterns and paying overtime to increase the number of armed officers. The recruitment programme continues and at the time of our inspection was scheduled to be completed in January 2018.

²³ *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

²⁴ College of Policing Authorised Professional Practice on armed policing, available at: 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

Review of crime files

HMICFRS reviewed 2,700²⁵ 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

²⁵ 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

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

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

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 Rules²⁶ 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

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.

²⁶ 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

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.