

PEEL: Police effectiveness 2015

An inspection of Cambridgeshire Constabulary



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

Overall judgment¹



Requires improvement

HMIC judges that overall Cambridgeshire Constabulary requires improvement in the way it keeps people safe and reduces crime. The constabulary works very well to prevent crime and anti-social behaviour and protects most victims well, but improvement is needed to ensure the services are consistent and vulnerable people are properly supported.² There are good arrangements in place to keep communities safe and tackle the most serious crimes. However, the constabulary needs to improve its approach to ensuring that crime investigations are of a consistently good quality so that it can effectively fight crime and bring more offenders to justice. This is the first year HMIC has graded forces on their overall effectiveness so a year-on-year comparison is not possible.

Summary

HMIC judges that overall Cambridgeshire Constabulary requires improvement in the way it keeps people safe and reduces crime. It is good at preventing crime and anti-social behaviour. The constabulary is strongly committed to crime prevention, supporting victims, partnership working and keeping communities safe. Officers and staff work well with other organisations to solve problems in neighbourhoods, including intervening early to stop them from escalating. While there are a few areas for improvement, including better use of community resolutions and how the constabulary evaluates ‘what works’, the public can feel confident that the constabulary is working well to prevent crime and anti-social behaviour, and keep people safe.

In HMIC’s crime inspection in 2014 we recommended that improvement was needed in the quality and consistency of crime investigations. In this inspection we found that there are still the same areas for improvement. There are inconsistencies in the quality and supervision of initial investigations, which means there is a risk that opportunities to gather the best evidence to bring offenders to justice may be missed. It is disappointing not to see more progress in improving the standard of these initial investigations. However we did find that after the initial response, the

¹ Outstanding, Good, Requires improvement or Inadequate – see Annex A for definitions.

² A vulnerable person is someone who is in need of special care, support, or protection because of age, disability, or risk of abuse or neglect.

quality of subsequent investigations is adequate and the constabulary is good at managing those offenders causing most harm.

Although Cambridgeshire Constabulary generally provides a good service in identifying vulnerable people and responds well to them, there is room for improvement. For example the response to the investigation and safeguarding of domestic abuse victims is a cause of concern to HMIC. The constabulary may not be consistently dealing with domestic abuse offenders in the most appropriate way, to prevent reoffending and protect victims.

The constabulary has a good understanding of the threat posed by serious and organised crime, and is good at disrupting the activity of organised crime groups. Staff responsible for investigating serious and organised crime are highly skilled and experienced, and the constabulary works alongside the Eastern Region Special Operations Unit, which provides specialist skills and resources.

The leadership has strong oversight of the force's ability to respond to national threats, such as terrorism, national cyber-crime incidents and child sexual abuse. Its own arrangements for ensuring it can meet its national obligations in this regard (such as planning, testing and exercising) are good.

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



Good

Cambridgeshire Constabulary is good at preventing crime and anti-social behaviour and keeping people safe. HMIC made a similar judgment in its crime inspection in 2014 when the constabulary was also judged as good at reducing crime and preventing offending.

Constabulary priorities reflect a commitment to prevention, supporting victims, partnership working and keeping people safe. This commitment is well understood throughout the constabulary, and the constabulary ensures that generally well-trained

How effective is the force at investigating crime and managing offenders?



Requires improvement

Cambridgeshire Constabulary's approach to investigating crime and managing offenders requires improvement. This is a worse position than we found in our 2014 crime inspection when HMIC judged the constabulary as good at investigating crime and managing offenders. Processes for the allocation of complex and non-complex crime work well; but the quality of supervision is not good enough. The constabulary needs to improve its approach to ensuring that crime investigations are of a consistently good quality so that it can effectively fight crime and bring more

officers are assigned to local neighbourhoods who focus on preventing problems from occurring or from escalating.

The constabulary has the right systems and processes in place at constabulary and neighbourhood level, alongside a range of powers and tactics, to work together with partner organisations to tackle anti-social behaviour and keep people safe.

The constabulary could improve how it understands, evaluates and shares evidence of 'what works', but overall the public can feel confident that the constabulary is working well to prevent crime and anti-social behaviour, and keep people safe.

offenders to justice. Although many cases have an adequate investigation plan, we found inconsistencies in the levels of effective supervision and supervisory involvement in decision making. The constabulary is aware that it needs to improve and has put in place a number of measures to address this. There are also backlogs in the constabulary's forensic examination of digital evidence from mobile phones and computers, which is causing delays in the investigation of crimes.

Despite very good overall satisfaction rates, the constabulary needs to improve its 'follow-up' to ensure victims of crime know how their investigation is progressing. Forensic and digital specialists are used effectively to support investigations, and improvements are being made to the prioritisation process for submissions.

The constabulary identifies vulnerable offenders and makes efforts to divert them from further offending. The constabulary's processes for working with repeat and dangerous offenders work well.

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



Requires improvement

Cambridgeshire Constabulary generally provides a good service in identifying vulnerable people and responds well to them. However, in some areas improvement is needed to ensure the service is consistent and that vulnerable people are protected from harm and kept safe.

Protecting vulnerable people is a priority for the constabulary, and staff understand and share this commitment. The constabulary has invested additional resource in specialist teams to safeguard vulnerable victims, such as domestic abuse and child sexual exploitation victims and missing children. However, the specialist resources are limited and workloads are outstripping the capacity to provide a consistently good response.

We found improvements since last year in dealing with domestic abuse and missing children cases, although there is still room for improvement. Officers attending domestic abuse incidents work well to assess risk and protect victims. However, HMIC is concerned that a lack of positive action, use of police powers and an inconsistent approach to the collection of evidence, is putting vulnerable victims at risk and

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?



Good

Cambridgeshire Constabulary is good at identifying and tackling serious and organised crime, including its arrangements for ensuring that it can fulfil its national policing responsibilities. This is the first year HMIC has graded forces on their effectiveness in these areas, so no year-on-year comparison is possible.

It is working well with local and national partner organisations and other forces in the region to prevent serious and organised crime. The constabulary has a well-developed understanding of the threat posed by serious and organised crime across Cambridgeshire, through comprehensive analysis of serious and organised crime at district level. The constabulary is part of an effective multi-agency response to it, including some work to prevent people from becoming involved. It has access to an extensive range of specialist capabilities provided by the Eastern Region Special Operations Unit, to help it to tackle serious and organised crime.

The constabulary has a well co-ordinated and effective method for managing organised crime groups, there are good processes to identify and disrupt the activities of these criminal

is undermining their confidence in the police to keep them safe.

The constabulary has made a good start in ensuring that it is well prepared to tackle child sexual exploitation and must now build on this initial approach with its partners.

groups. There is some good early work with schools to identify vulnerable young people who may be at risk of being drawn into serious and organised crime.

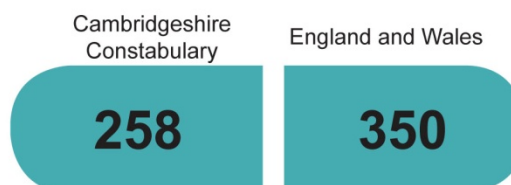
The constabulary has robust arrangements in place to satisfy itself that it is fulfilling its national policing responsibilities.

Force in numbers



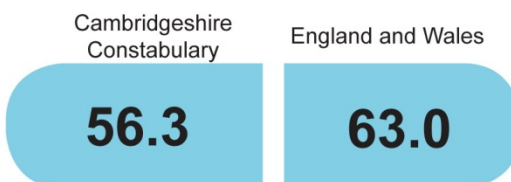
Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

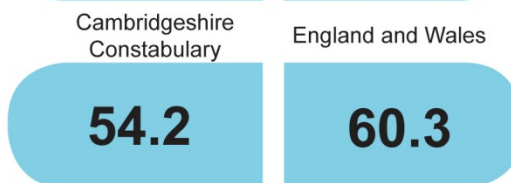


Crime

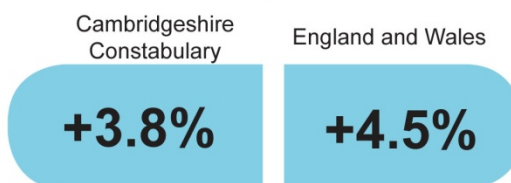
Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2015



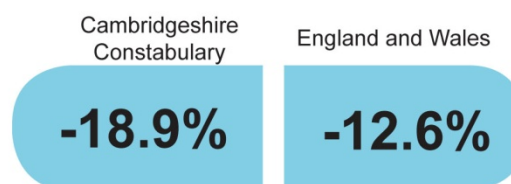
Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2014



Changes in recorded crime (excluding fraud) 12 months to 30 June 2014 against 12 months to 30 June 2015

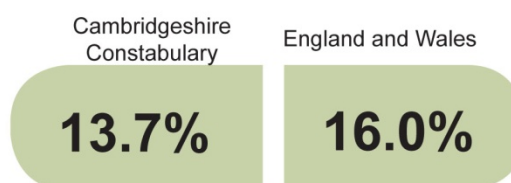


Changes in recorded crime (excluding fraud) 12 months to 30 June 2010 against 12 months to 30 June 2015



Charge rate

Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 30 June 2015





Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2015

Cambridgeshire Constabulary

England and Wales

28.6

32.9

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2014

Cambridgeshire Constabulary

England and Wales

32.3

36.2



Domestic abuse

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

Cambridgeshire Constabulary

England and Wales

9.1%

10.0%

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2014

Cambridgeshire Constabulary

England and Wales

7.8%

8.5%



Organised crime groups

Organised crime groups per million population as at 30 June 2015

Cambridgeshire Constabulary

England and Wales

56.6

74.7



Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015

Cambridgeshire Constabulary

England and Wales

86.5%

83.8%

Introduction

The public expects their local police force to:

- Prevent crime and anti-social behaviour and, when crime occurs, to investigate it properly and provide support to victims.
- Use appropriately trained officers and staff and approved practice when investigating crime, gathering evidence and building cases to ensure offenders are brought to justice.
- Support victims of crime by responding to calls for service, identifying and putting in place the right help at the first point of contact, keeping them informed and consulting them about the possible outcomes of their case.
- Ensure that vulnerable people who might not have been a victim of crime are identified and given appropriate support, for example people at risk of domestic abuse, children at risk of sexual exploitation and missing or absent children.
- Understand and be prepared to respond to threats beyond their own force boundaries, including national threats such as terrorism, serious and organised crime and cyber-crime.
- Work effectively with local partner organisations and other bodies to prevent all types of crime and re-offending and to protect the public.

HMIC's annual inspections into police effectiveness, efficiency and legitimacy (PEEL) consider whether forces keep people safe and reduce crime (how effective a force is), whether these activities are being carried out at the most appropriate cost (how efficient a force is), and how forces are ensuring they have the confidence of their communities (the public legitimacy of a force).

All forces are subject to significant cost reductions; this is reflected in our efficiency reports published in October 2015. The judgments we are making in this effectiveness report are made understanding the financial challenges forces are facing. Reports on the efficiency and legitimacy of Cambridgeshire Constabulary are available from the HMIC website (www.justiceinspectrates.gov.uk/hmic/).

HMIC's effectiveness inspections make an assessment of how well forces are preventing and investigating crime and anti-social behaviour; tackling serious and organised crime; and protecting victims and those who are vulnerable. These are the most important responsibilities for a police force, and are the principal measures by which the public will judge the performance of their force and policing as a whole.

Our effectiveness inspection focused on the overall question: "How effective is the force at keeping people safe and reducing crime?"

To answer this question we looked at four in-depth questions, three of which are discussed in more detail within this report:³

1. How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?
2. How effective is the force at investigating crime and managing offenders?
3. How effective is the force at protecting those who are vulnerable from harm and supporting victims?
4. How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

During our inspection, we collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of the force. We also surveyed and interviewed representatives from partner organisations to gather evidence about the effectiveness of their working relationships with the force. We interviewed chief constables and chief officers and held focus groups of officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work. This report sets out the findings from this wide-ranging inspection of Cambridgeshire Constabulary.

³ HMIC inspected forces on questions 1, 2 and 4 between September and November 2015. Question 3 was inspected between June and August 2015, and a separate report was published in December 2015 (available from: www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-cambridgeshire/) In 2014, in preparation for the PEEL programme, forces were inspected to assess how effective they are at cutting crime (available from: www.justiceinspectors.gov.uk/hmic/publications/crime-inspection-force-reports/).

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

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention can be cheaper and more effective than investigating crime, and it makes society a safer place. The police cannot prevent crime on their own; other statutory and non-statutory bodies have a vital role to play. Police effectiveness in this matter is therefore dependent on their ability to work closely with other partner organisations to understand local problems and have access to a wide range of evidence-based interventions to resolve them.

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

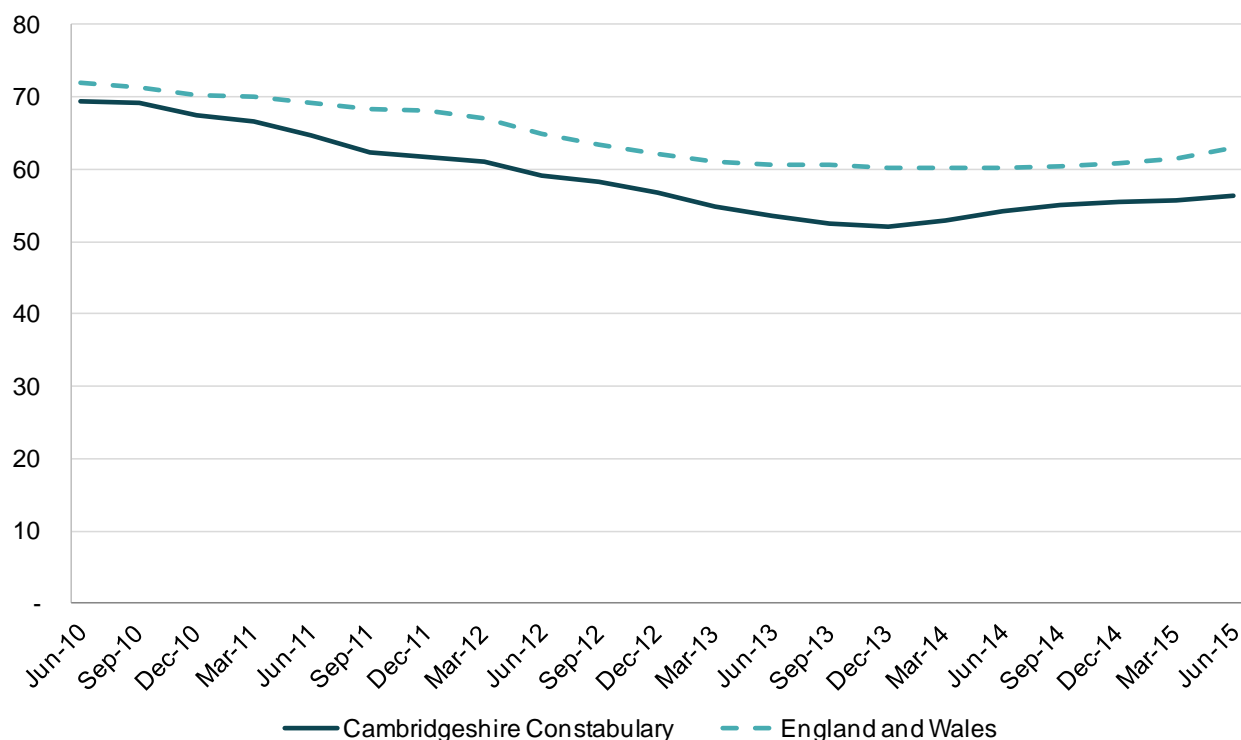
Although police recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a comparable indication of performance across all forces. Crime rates are reported as a number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (e.g. theft) and non victim-based crime (e.g. possession of drugs). More than two-thirds of forces showed an annual increase in total police recorded crime (excluding fraud) in the 12 months to 30 June 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to 30 June 2010, police recorded crime (excluding fraud) for the 12 months to 30 June 2015 fell by 19 percent in Cambridgeshire compared with a reduction of 13 percent across all forces in England and Wales.

Over this same period, victim-based crime (i.e. crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 20 percent in Cambridgeshire, compared with a reduction of 12 percent across England and Wales.

When compared with the previous year, police recorded crime (excluding fraud) in Cambridgeshire increased by 4 percent for the 12 months to 30 June 2015. This is compared with an increase of 4 percent across England and Wales over the same period.

Figure 1: Police recorded crime rates (per 1,000 population) for the five year period to 30 June 2015



Source: Home Office data

The volume of police recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figure 2 shows crime and anti-social behaviour rates in Cambridgeshire (per 1,000 population) compared with England and Wales.

Figure 2: Police recorded crime rates (per 1,000 population) for the 12 months to 30 June 2015

Rates per 1,000 population	Cambridgeshire Constabulary	England and Wales
Recorded crime (excluding fraud)	56.3	63.0
Victim-based crime	50.6	56.0
Sexual offences	1.5	1.6
Assault with injury	4.4	6.3
Burglary in a dwelling*	6.9	8.4
Anti-social behaviour incidents*	28.6	32.9

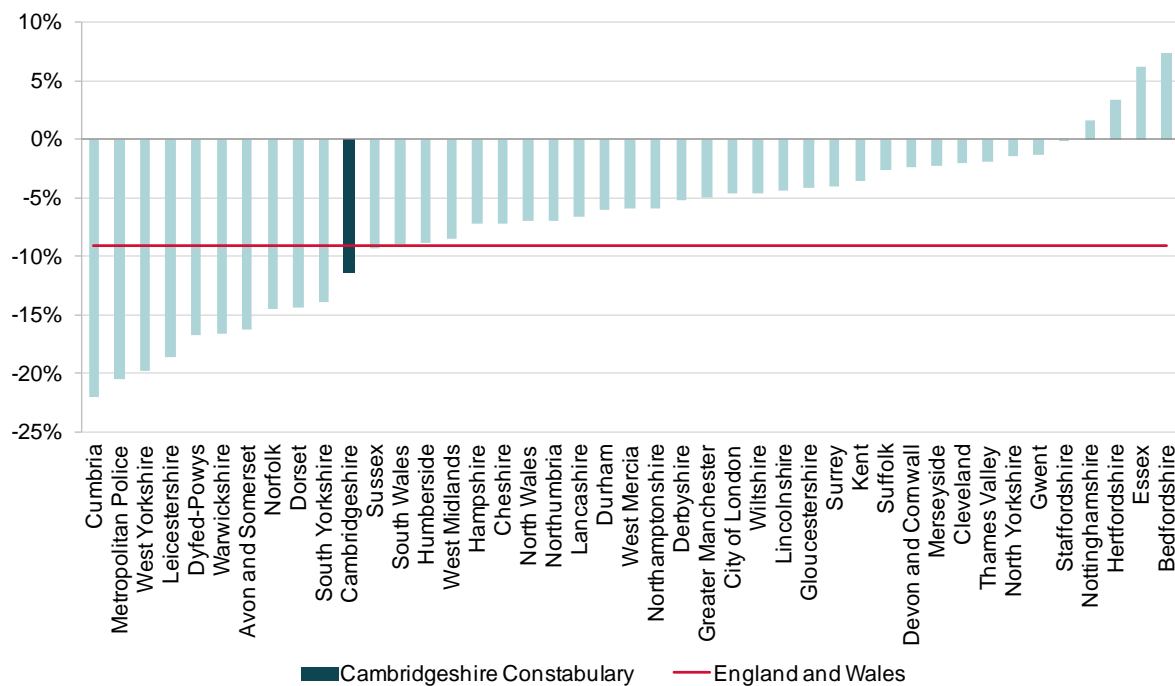
Source: Home Office data, HMIC data return

*Anti-social behaviour data is from the constabulary's data return and the rate for burglary in a dwelling is the rate per 1,000 households, not population.

HMIC has chosen these types of crime to indicate offending levels in the constabulary area. We are not judging the effectiveness of the constabulary on police recorded crime rates only.

In the 12 months to 30 June 2015, Cambridgeshire Constabulary recorded 23,737 incidents of anti-social behaviour. This is 11 percent fewer incidents than the constabulary recorded during the previous 12 months. When considering all forces across England and Wales, there were 9 percent fewer incidents in the 12 months to 30 June 2015, than recorded during the previous 12 months.

Figure 3: Percentage change in the volume of anti-social behaviour incidents, by force, comparing the 12 months to 30 June 2015 with the 12 months to 30 June 2014



Source: HMIC data collection

How well does the force work to prevent crime and anti-social behaviour, and keep people safe?

How well is the force prioritising the prevention of crime and anti-social behaviour?

Cambridgeshire Constabulary's overall plan for reducing crime demonstrates a strong commitment to crime and anti-social behaviour prevention and keeping people safe. While anti-social behaviour is no longer included in the constabulary's key 2015-16 strategic risk assessment priorities, it remains an area of significant focus for the constabulary. This is demonstrated in the policing mission, which outlines the aim to prevent crime, and in the chief constable's operational priorities to 'provide a more robust investigation of anti-social behaviour'. The constabulary provides local policing services through dedicated safer neighbourhood teams aligned to geographical areas. There is clear flexibility in resourcing; neighbourhood officers are deployed to areas of greatest need and demand, while maintaining responsibility for their geographical area. Capacity is further enhanced by dedicated problem-solving teams and extra resourcing in so-called 'micro-beat' areas with higher levels of demand.

There is good leadership at a strategic and tactical level with a superintendent and an inspector who have a constabulary overview of anti-social behaviour. There is strong commitment to protect frontline policing in the future, even with a reducing budget.

The prevention of crime, anti-social behaviour and keeping people safe is understood across the constabulary and is reflected in day-to-day activity. However, we found crime prevention and anti-social behaviour is not a priority for the analytical department; this means that analytical support to crime prevention activities does not receive the same level of resources as other areas of policing.

The College of Policing recently provided an evidence-based policing seminar to 50 officers in Cambridgeshire. A small number of these officers have gone on to further develop their understanding by undertaking an evidence-based policing study.

Staff are knowledgeable, skilled and experienced within the problem-solving teams. They demonstrate a good understanding of anti-social behaviour and techniques for tackling it. The constabulary has made efforts to deliver further anti-social behaviour, crime prevention and problem-solving training to all frontline staff using presentations, face-to-face briefings and workshops. However, some officers within the neighbourhood teams have not received any additional training since their initial recruitment and have no understanding of the recent anti-social behaviour legislation. The constabulary should ensure that this training is provided to all neighbourhood officers.

How well are resources allocated to prevent crime and anti-social behaviour?

The constabulary effectively allocates officers and staff in neighbourhoods to prevent crime and anti-social behaviour and keep people safe by ensuring that every area has a visible and accessible safer neighbourhood team with sufficient capacity to carry out preventative work and respond to local concerns.

Prevention and enforcement plans are put in place for repeat victims and those identified as vulnerable (i.e. a person who is in need of special care, support, or protection because of age, disability, or risk of abuse or neglect).

Police community support officers (PCSOs) assist with crime investigations by carrying out some basic tasks such as collecting CCTV evidence and conducting community engagement activities. We found no evidence this was regularly taking officers away from dealing with neighbourhood issues. A daily management meeting identifies emerging issues at an early stage and resources are allocated appropriately based on risk.

The constabulary does provide some specialist resources for specific crime prevention work. There are two architectural liaison officers who work with local authority planning departments to design out vulnerability issues and opportunities for criminality at a very early stage of developments with a view to making communities safer. For example they will advise on the need for lighting in public spaces. The constabulary employs six crime reduction officers, and there is one nominated inspector responsible for anti-social behaviour at a tactical level acting as a single point of contact for advice and guidance to staff.

How well is the force using a broad range of effective tactics to prevent crime and anti-social behaviour?

Safer neighbourhood teams use a broad range of tactics to prevent crime and anti-social behaviour and keep people safe including anti-social behaviour powers, disruptive tactics, advice and equipment (CCTV, crime prevention officers, neighbourhood alert), and some restorative justice solutions to tackle offending behaviour, reduce offending opportunities and improve victim satisfaction.

The constabulary holds a bi-monthly problem-solving meeting to discuss issues, review activity and identify areas of best practice. However, the learning from this is not captured and held centrally to enable staff confronting a particular problem to access information about successful measures used in the past. Local problem solving would benefit from a more consistent and sophisticated problem-solving process, including 'what works' from other forces, academics and partners. There is limited evidence of the constabulary evaluating its problem-solving activity. The availability of intelligence and analytical products was limited and mainly used for large pre-planned events.

In the 12 months to 30 June 2015 there has been a reduction of 11 percent in reported anti-social behaviour incidents compared to the previous 12 months. This is very positive, but the constabulary needs to fully understand how the reductions

were achieved to identify which approaches and tactics worked, and enable refinement of effective practice.

The constabulary has a consistent approach to identifying those most at risk from anti-social behaviour with the use of scripted question sets at the point of initial call, and anti-social behaviour risk assessment forms. Inspectors found the risk assessments are routinely used and well supervised. Officers have access to a range of safeguarding options to protect those most at risk. Repeat victims are identified via the constabulary computer systems and this information can be provided in the form of reports at constabulary-wide level or for local use in the safer neighbourhood teams. This work is quality assured by a compliance officer.

How well does the force work with partners to prevent crime and anti-social behaviour, and keep people safe?

How committed is the force to working with partner organisations?

The constabulary recognises that prevention activity is most effective when undertaken jointly with partner organisations, and it invests significant time and energy in doing so. The constabulary is well represented at both strategic and local operational partnership meetings by knowledgeable and skilled staff. This is supported by a clear governance structure and good relationships at chief officer level. The constabulary has appropriate mechanisms in place to facilitate partnership working, they are effective and clearly understood through the whole constabulary.

How well does the force share and use information with partners to prevent crime and anti-social behaviour?

While partnership meetings vary in frequency and format in each of the six policing districts, they effectively manage their local community issues. The police make appropriate referrals, attend meetings armed with relevant information and contribute to joint solutions. Due to good local partnership relationships, more urgent issues are addressed outside of these meetings as and when they occur, providing a timely response to issues and problems. Where police and partners are co-located, partnership working is further enhanced. Intelligence and data is shared routinely, enabling a multi-agency response to real-time issues.

The constabulary actively encourages the involvement of partner organisations and there is evidence of joint training and successful joint problem-solving activity. Information and data from partners is considered and appropriate information sharing agreements are in place.

The constabulary uses a computer based system to provide a portal for police and partners to record and share information; officers make good use of this system. Peterborough Safer Neighbourhood Partnership has funded an analyst to work with the police to provide additional support.

How well is the force working with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods?

HMIC saw good examples of effective problem solving with partner organisations to prevent crime and anti-social behaviour and keep people safe, including:

- 'Making every adult matter' (MEAM) project where police and partners work with excluded people such as homeless people or those with alcohol addiction, providing support and structure to their lives;
- use of a range of powers including prevention orders to reduce street drinking and associated anti-social behaviour. This power is enforced by local authority enforcement officers as well as the police;
- the 'care venue' is a place available in town centres for drunk people to rest, recover and be safe;
- undertaking regular multi-agency and volunteer joint operations to prevent and reduce alcohol related anti-social behaviour in the night-time economy; and
- working closely with schools to teach young people about the dangers and consequences of getting involved in gangs and other criminal activity, including drug use and its effects.

The constabulary works well with partner organisations to promote resolutions that protect communities and victims, once crime and anti-social behaviour has occurred. Neighbourhood officers have the discretion to resolve anti-social behaviour and low-level criminality by explaining options and referring offenders to a range of educational and diversionary schemes, rather than always using a criminal prosecution as a resolution. The constabulary scrutinises community resolutions and restorative justice to ensure that they are used appropriately and the victim's views are taken into consideration. The constabulary should more systematically capture the occasions where a resolution has been offered but the victim declines. This would help the constabulary understand how often this option is considered by officers and establish how well it is being used.

Summary of findings



Good

Cambridgeshire Constabulary is good at preventing crime and anti-social behaviour and keeping people safe. HMIC made a similar judgment in its crime inspection in 2014 when the constabulary was also judged as good at reducing crime and preventing offending.

Constabulary priorities reflect a commitment to prevention, supporting victims, partnership working and keeping people safe. This commitment is well understood throughout the constabulary, and the constabulary ensures that generally well-trained officers are assigned to local neighbourhoods who focus on preventing problems from occurring or from escalating.

The constabulary has the right systems and processes in place at constabulary and neighbourhood level, alongside a range of powers and tactics, to work together with partner organisations to tackle anti-social behaviour and keep people safe.

The constabulary could improve how it understands, evaluates and shares evidence of 'what works', but overall the public can feel confident that the constabulary is working well to prevent crime and anti-social behaviour, and keep people safe.

Areas for improvement

- The constabulary should use evidence of 'what works' drawn from other forces, academics and partners to continually improve its approach to the prevention of crime and anti-social behaviour. There should be routine evaluation of tactics and sharing of effective practice.

How effective is the force at investigating crime and managing offenders?

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

HMIC referred to national standards and best practice in examining how well the force allocates and investigates both complex and non-complex (e.g. burglary, robbery and assault) crime, including the full range of ways police officers and staff can gather evidence to support investigations (these include the more traditional forensics, such as taking fingerprints, as well as digital sweeps to find evidence of online abuse, for instance).

We also looked at how well the force works with partners to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, and dangerous and sexual offenders.

How well does the force bring offenders to justice?

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

Given the work involved in amending police force crime-recording systems to accommodate fully the new outcomes framework, two forces have not yet been able to provide a full year of data for all new outcomes types. Cambridgeshire Constabulary, however, has been providing the Home Office with full data since April 2014. The complete range of new outcome types will be used in future HMIC inspections, once all forces have provided a full year of data. Figure 4 shows only those outcome types for which full data is available for all forces in England and Wales.

Figure 4: Outcomes recorded in the 12 months to 30 June 2015 for all police recorded crime (excluding fraud)^{4 5 6}

Outcome type/group	Cambridgeshire Constabulary Number of outcomes	Rate	England and Wales Number of outcomes	Rate
Charged/Summoned	6,409	13.7	577,678	16.0
Taken into consideration	322	0.7	21,318	0.6
Out-of-court (formal)	2,086	4.5	165,384	4.6
Caution - youths	268	0.6	19,703	0.5
Caution - adults	1,409	3.0	115,000	3.2
Penalty Notices for Disorder	409	0.9	30,681	0.8
Out-of-court (informal)	1,757	3.8	159,915	4.4
Cannabis/Khat warning	638	1.4	41,964	1.2
Community resolution	1,119	2.4	117,951	3.3

Source: Home Office crime outcomes data

Outcomes are likely to differ from force to force for a number of reasons. Certain offences are more likely to be concluded without offenders being prosecuted; typically including types of crime such as cannabis misuse. If this type of crime is particularly prevalent in a force then it is likely that the level of 'cannabis/khat⁷ warning' outcomes would be greater.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas, locally-based community resolutions are likely to be more prevalent than elsewhere. All outcomes rates shown in the table above for Cambridgeshire Constabulary are broadly in line with most other forces in England and Wales.

⁴ Rate based on number of outcomes recorded in 12 months to 30 June 2015 divided by number of offences recorded in 12 months to 30 June 2015.

⁵ For a full commentary and explanation of outcome types please see *Crime Outcomes in England and Wales 2014/15*, Home Office, London, July 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/445753/hosb0115.pdf

⁶ Community resolutions are an out-of-court disposal the police can use to deal with anti-social behaviour and low-level crime. 'Taken into consideration' is when an offender admits the commission of other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

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

How well does the force investigate crime and keep victims safe and informed?

How well does the force initially investigate and allocate cases?

It is important that when the police are called to an incident they respond in a timely manner, with officers or staff who are trained and competent to keep people safe, and who can take steps to apprehend offenders and investigate the circumstances if a crime has occurred. An effective initial response by the police increases the likelihood of a successful outcome for both the victim and the criminal justice system. Subsequent investigation by detectives and other specialist police staff also needs to be well managed and resourced.

The constabulary has a clearly defined crime allocation process that is understood by call takers and officers alike. The more serious and complex offences are investigated by trained detectives and those officers in training for professional accreditation. The process incorporates flexibility and allows for supervisors and managers to negotiate at the appropriate level in cases where there is significant threat, risk or harm.

How well does the force investigate different types of crime?

There is room for improvement in the way the force investigates different types of crime. The constabulary is committed to improving the quality of both complex and non-complex investigations. The initiatives to improve the skills of officers dealing with non-complex matters, including attachments to the criminal investigation department (CID) and enhanced supervision are an encouraging start. HMIC reviewed a sample of 40 investigation case files and found that the overall quality of investigation remains an area for improvement which the constabulary is addressing. Prisoner handling teams (PHTs) are not in place for every district and the constabulary should ensure that the benefit and impact of these teams is matched to the local demands.

The constabulary works collaboratively with its alliance partners, Bedfordshire Police and Hertfordshire Constabulary in jointly providing crime scene investigators (CSIs). There is a common approach for attendance, although discretion can be used by CSIs where it is justified. There is an effective, appropriate and consistent use of forensic specialists to support investigations and the full range of forensic opportunities are considered.

For more complex crime, such as child abuse or serious sexual offences, cases are allocated to specialist units staffed with officers with the specialist skills and training required to conduct such complex investigations. Most cases reviewed by HMIC had an adequate investigation plan, but we found inconsistent evidence of effective supervision and supervisory involvement in decision making. This situation has not improved since HMIC's 2014 crime inspection when we found a similarly inconsistent approach to investigation plans and their supervision. An examination of files revealed good examples where investigators are encouraged to devise their own

plan under supervision. But we also found examples where investigation plans were a 'tick box' process, adding little value to the investigation, and in some cases there was an absence of plans altogether. The constabulary is aware that it needs to improve and has put in place a number of measures to address this. Occasionally more specialist investigations, such as medium-risk domestic abuse cases, are dealt with by non-specialist detectives.

There is a clear demarcation of regional and constabulary responsibilities in relation to serious and complex crime investigation. All serious crime such as murder or kidnap are investigated by the regionally collaborated Major Crime Unit (MCU), while specialist teams within the constabulary investigate serious sexual offences, high risk cases of domestic abuse and other complex crimes. The Eastern Region Special Operations Unit (ERSOU), a regional unit made up of officers from all forces across the region provides additional support for serious and organised crime. This is an effective division of responsibility, ensuring that appropriately trained officers undertake the most complex investigations.

It is important that police forces learn lessons from what works, as well as when things go wrong. The regional head of serious and organised crime ensures that a single point of contact is assigned the task of analysing and feeding back the results of domestic homicide reviews, serious case reviews and vulnerable adult reviews to the constabulary, so that any required changes to policies and practices can be promptly initiated. The professional standards department regularly publishes learning from cases across the collaborated forces (Bedfordshire, Cambridgeshire and Hertfordshire).

The constabulary introduced 'transforming summary justice'⁸ in March 2015 and this has seen an improvement in the file quality as corroborated by the Crown Prosecution Service. HMIC is impressed by the constabulary's commitment and approach to improve the quality of their prosecution files and the work they have conducted with 80 officers, who have received additional training and now submit files without the need for supervisory sign off. The constabulary has carried out analysis into the most common areas for improvement in preparing prosecution files and has identified constabulary-wide themes in file quality which are being addressed by supervisors. It has shared this approach with other forces.

⁸ The criminal justice system is working towards reducing delays in the magistrates' courts, holding fewer hearings per case and increasing the number of trials that go ahead the first time that they are listed. This programme is called transforming summary justice (TSJ).

How well does the force gather digital evidence?

Increasingly, crime in England and Wales is committed online and through the use of digital devices such as tablets, computers or mobile phones. All forces have to retrieve data from these devices and examine them for evidence; staff, in what may be known as high tech crime units (HTCU), carry out these examinations.

In Cambridgeshire there is a backlog for computer digital forensic recovery and while serious cases are prioritised, we found the general prioritisation process is inefficient and needs to be streamlined. The constabulary is aware of this and has invested in a new computer system to support this process which it expects will bring the required improvements.

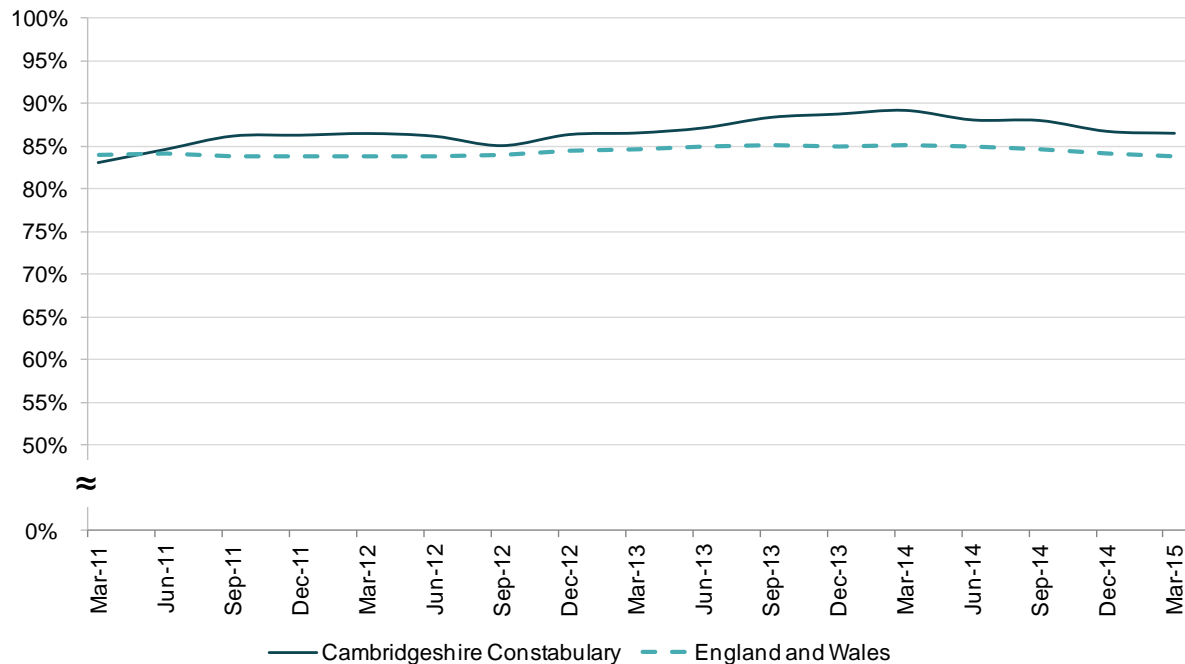
There is a good level of capacity and access to forensic and specialist support for crime investigation both from within the constabulary and from the collaborated units. A significant number of Cambridgeshire officers have received cyber-crime training and are increasingly more able to access in-house expertise for mobile phone download and open source intelligence to support timely investigations.

The constabulary acknowledges that it could do more to ensure that those attending crimes understand which devices it is necessary to examine and which are least likely to contain evidence. Improved knowledge and understanding by frontline staff would reduce unnecessary demand and increase positive outcomes. This will become more important as future demand increases.

How satisfied are victims of crime with the service provided by the force?

Of those who have been the victim of a crime in Cambridgeshire in the 12 months to 31 March 2015, 86.5 percent were satisfied with their whole experience with the police. This is higher than the national victim satisfaction rate of 83.8 percent over the same time period. The victim satisfaction rate in Cambridgeshire for the 12 months to 31 March 2015 is significantly lower than the previous year's rate, while it is significantly higher than the rate for the 12 months to 31 March 2011.

Figure 5: Percentage of victims satisfied with the overall service provided by the police, for the four year period to 31 March 2015



Source: Home Office data provided by forces

Cambridgeshire needs to do more to improve ‘follow-up’ in terms of victim updates provided by investigating officers. While the ‘victim’s hub’ is excellent at providing tailored support to victims, it does not provide the investigation update to the victim. Cambridgeshire’s overall satisfaction rate is very good, but the constabulary can do more to ensure that victims receive timely updates on their investigations.

How well does the force identify and manage offenders to prevent re-offending?

How well does the force divert offenders away from crime?

The constabulary effectively identifies and works well to keep vulnerable offenders out of the criminal justice system, where appropriate, to prevent further offending. Activities to divert offenders away from crime are provided by partner organisations and include a wide range of advice and guidance; for example; fishing projects and the offer of coaches to support and divert offenders away from a life of crime. Custody processes include signposting offenders to specialist support to tackle their drug and alcohol problems. There is more scope for the constabulary to deal with offenders using restorative justice, which brings together people harmed by crime or conflict with those responsible for the harm, to find a positive way forward.

How well does the force deal with repeat offenders?

Systems and processes to identify repeat and prolific offenders are effective and well-established in the constabulary. The integrated offender management (IOM) teams have had significant success in terms of reducing offending and rehabilitation.⁹ Offenders being managed through the IOM process are the subject of regular briefings to staff throughout the constabulary, so that these problem offenders can be monitored and scrutinised and all appropriate opportunities can be taken to intervene to ensure they are prevented from committing further harm. However, the IOM scheme is still predominantly dealing with perpetrators of burglaries and theft. The focus on these crime types limits the constabulary's ability to deal with other types of offenders who also pose a risk to the community and may cause greater harm. There are plans to include violent offenders, both from multi-agency public protection arrangements (MAPPAs)¹⁰ and multi-agency risk assessment conferences (MARACs)¹¹ into the process as well as also being able to deal with foreign national offenders. The constabulary has made some progress with conviction checks for foreign detainees and we found multi-agency co-operation is strong in relation to foreign national offenders, intelligence sharing and intervention.

The constabulary needs to improve its performance in finding and arresting outstanding suspects. It has appropriate systems in place to monitor both the significance and number of suspects where they are wanted for arrest in connection with a crime and their arrest is outstanding. Lists of outstanding suspects are reviewed on a daily basis and resources are allocated to locating and arresting them, based on their priority and any victim vulnerability. Each district and department has their own management meeting structure to monitor those suspects they have responsibility for. However there are still concerns about the constabulary's ability to deal with offenders in a timely manner to safeguard victims and the public; and prevent those outstanding suspects from re-offending.

HMIC is encouraged that the constabulary has reviewed its approach to the use of 'voluntary attendance' for suspects. It has delivered a clear message to staff about its application and interpretation; emphasising that this should only be used in certain circumstances and never used when a suspect poses any threat to their victim or the wider community. This should ensure that 'positive action' for domestic abuse is used effectively and vulnerable victims can be more confident that the police will deal

⁹ IOM brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

¹⁰ MAPPAs are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

¹¹ MARACs are local meetings where information about high risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

with their complaints seriously. Victim satisfaction and successful investigative outcomes should be significantly increased when the constabulary is able to provide a quicker response to arresting suspects.

How well does the force deal with sexual and other dangerous offenders?

The constabulary has effective processes for identifying and monitoring sexual offenders. Skilled and accredited staff use appropriate plans to reduce the risk from registered sex offenders, with clear supervision and governance arrangements. MAPPAs are used effectively by the constabulary and partner organisations including both the prison service and probation service to monitor those offenders assessed as presenting a high risk to the public and to stop them re-offending. Offenders assessed as presenting the highest level of risk require co-ordinated action with partner organisations to reduce these risks.

In the 12 months to 30 June 2015 Cambridgeshire issued 76 sexual offence prevention orders (SOPOs).¹² The constabulary reported that 19 were breached.

Increasing numbers of registered sex offenders has meant an increase in workload for officers, which needs to be monitored to ensure those in the community are effectively managed. At the discretion of the specialist unit, the wider workforce are briefed about the identity and risk associated with registered sex offenders. However, we found levels of awareness among frontline staff to be inconsistent across Cambridgeshire and the constabulary should ensure that local teams know who presents a risk to the public in their communities.

Summary of findings



Requires improvement

Cambridgeshire Constabulary's approach to investigating crime and managing offenders requires improvement. This is a worse position than we found in our 2014 crime inspection when HMIC judged the constabulary as good at investigating crime and managing offenders. Processes for the allocation of complex and non-complex crime work well; but the quality of supervision is not good enough. The constabulary needs to improve its approach to ensuring that crime investigations are of a consistently good quality so that it can effectively fight crime and bring more offenders to justice. Although many cases have an adequate investigation plan, we found inconsistencies in the levels of effective supervision and supervisory involvement in decision making. The constabulary is aware that it needs to improve and has put in place a number of measures to address this. There are also backlogs

¹² Sexual Offences Prevention Orders (SOPOs) were introduced by the Sexual Offences Act 2003 and are designed to protect the public or any particular members of the public from serious sexual harm from an offender. As of March 2015, SOPOs were re-named Sexual Harm Prevention Orders (SHPOs).

in the constabulary's forensic examination of digital evidence from mobile phones and computers, which is causing delays in the investigation of crimes.

Despite very good overall satisfaction rates, the constabulary needs to improve its 'follow-up' to ensure victims of crime know how their investigation is progressing. Forensic and digital specialists are used effectively to support investigations, and improvements are being made to the prioritisation process for submissions.

The constabulary identifies vulnerable offenders and makes efforts to divert them from further offending. The constabulary's processes for working with repeat and dangerous offenders work well.

Areas for improvement

- The constabulary should ensure that there is regular and active supervision of investigations to check quality and progress.
- The constabulary should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.

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

This question was inspected between June and August 2015, and the full report was published in December 2015.¹³ The following is a summary of the findings.

Summary of findings



Requires improvement

Cambridgeshire Constabulary is generally good at identifying vulnerable people and often responds well initially to meet the needs of victims who are vulnerable. However, there are important areas, particularly in respect of its service to victims of domestic abuse, where improvement is needed to ensure the police response is fully effective and that vulnerable people are protected from harm and kept safe. Given the risk that these weaknesses pose to some of the most vulnerable people, HMIC judges that overall the constabulary requires improvement.

HMIC acknowledges that protecting vulnerable victims is a clear priority for the constabulary. Police officers and staff understand and share this commitment. The constabulary has committed significant effort and resource to improve services to the public in this area. Generally, the constabulary identifies effectively if a victim is vulnerable and clearly recognises the need to ensure a police response that meets the needs of these victims.

Generally, the constabulary responds well to victims with the right level of expertise allocated to investigations based on the complexity of the case. However, the constabulary needs to improve how it investigates crimes against some vulnerable victims.

The constabulary has invested additional resource in specialist teams to support and safeguard vulnerable victims, such as domestic abuse and child sexual exploitation victims, and missing children. However, there is some confusion among frontline staff as to what their responsibilities are, and what the responsibilities of the specialist units are. In addition, specialist resources are limited and workloads in some areas, particularly the domestic abuse investigation unit, is outstripping the capacity to provide a consistently good response.

¹³ *PEEL: Police effectiveness 2015 (Vulnerability)* – Cambridgeshire Constabulary, HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-cambridgeshire/

The constabulary works well in partnership with other local organisations. There is a mature and effective multi-agency safeguarding hub which brings together appropriate services to share information and provide a joined-up response that supports and safeguards victims.

Cambridgeshire Constabulary has made a good start in ensuring it is well-prepared to tackle child sexual exploitation and should continue to build on this approach to ensure consistent operational practice.

We found improvements in services since HMIC's crime inspection in 2014, particularly for victims of domestic abuse and missing children, although there is still room for improvement. Officers attending domestic abuse incidents have a good knowledge of how to assess risk and keep victims safe. However, HMIC is concerned that a lack of positive action, including the use of powers and other preventative measures, and an inconsistent approach to the collection of evidence using body-worn video cameras is putting vulnerable victims at risk and is undermining their confidence in the police to keep them safe.

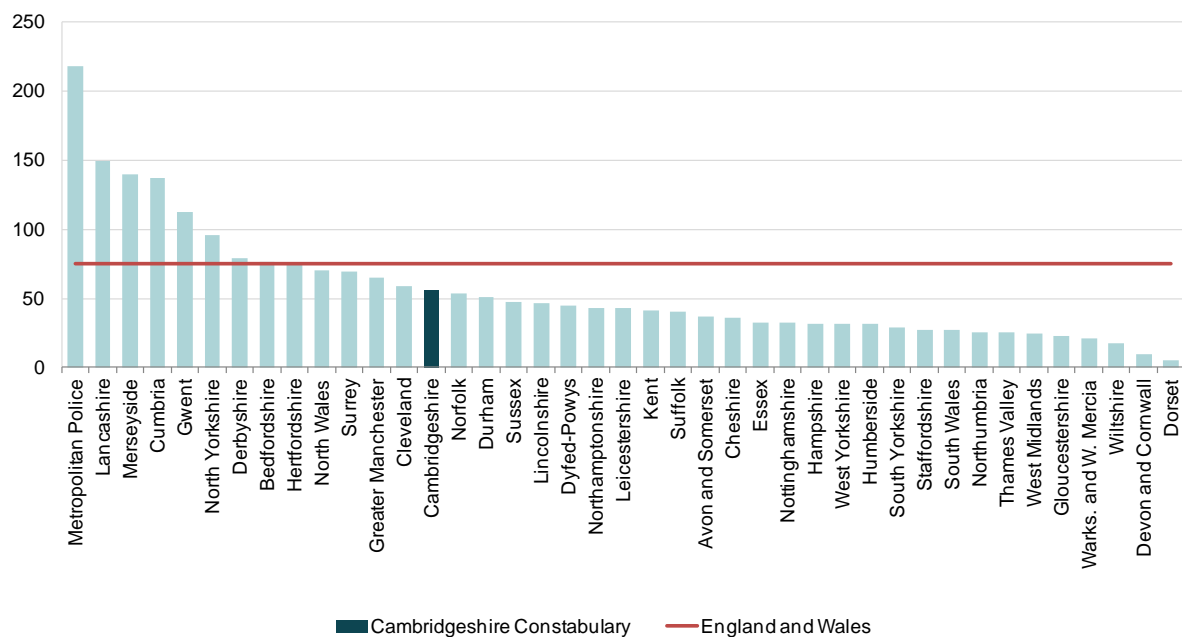
How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces play a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations.

Police forces that are effective tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level. They also use specialist capabilities (for example surveillance and undercover policing) where appropriate in order to protect the public from highly sophisticated and rapidly changing organised criminal threats. A number of forces within a regional area often share specialist capabilities as this provides better value for money and is a more efficient way of working.

As at 30 June 2015, Cambridgeshire Constabulary was actively disrupting, investigating or monitoring 47 organised crime groups (OCGs). This represents 57 OCGs per one million of the population.

Figure 6: Organised crime groups per one million population, by force, as at 30 June 2015^{14 15}



Source: HMIC data collection

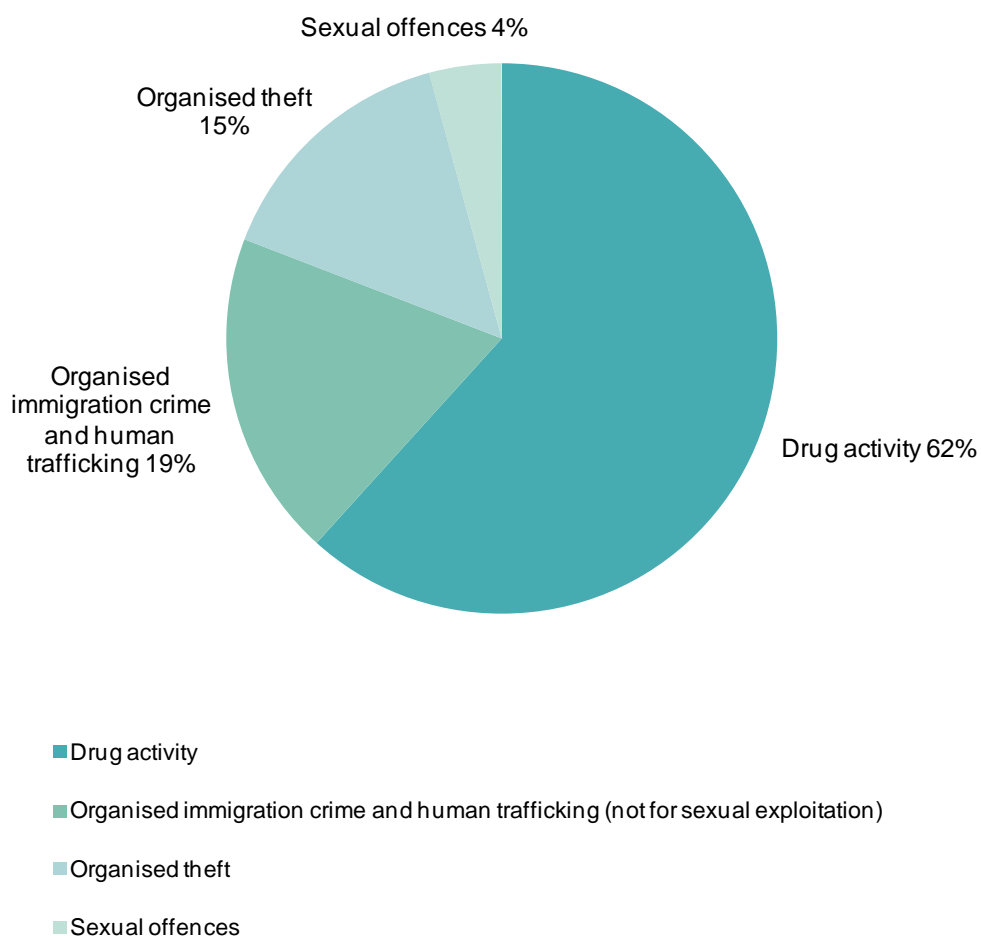
Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality, this indicates their most common characteristic. 'Drug activity' was the predominant crime type (62 percent) of the OCGs managed by Cambridge Constabulary as at 30 June 2015. 'Drug activity' was also the most common predominant crime type recorded by all forces in England and Wales,¹⁶ with 64 percent of all OCGs classified in this way.

¹⁴ City of London Police data has been removed from the chart as its OCG data is not comparable with other forces due to size and its wider national remit.

¹⁵ The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

¹⁶ The Metropolitan Police Service is not included in the England and Wales figure because it does not categorise in the same way as other forces; by the predominant form of criminal activity.

Figure 7: Force organised crime groups by the predominant crime type, as at 30 June 2015¹⁷



Source: HMIC data collection

Serious and organised crime is one of six national threats specified within *The Strategic Policing Requirement*.¹⁸ These include terrorism, serious cyber-crime incidents and child sexual abuse. These are complex threats which means that forces must work together to respond to them effectively. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

¹⁷ Figures may not sum to 100 percent, due to rounding.

¹⁸ *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

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

The constabulary is good at assessing the threat posed by serious and organised crime to its communities. An effective threat assessment process is in place which draws on information from partner organisations.¹⁹ The constabulary has created a 'local profile' for serious and organised crime, in line with national guidance. This provides the constabulary and its partners with a better understanding of serious and organised crime across Cambridgeshire. The local serious and organised crime profile is relatively new and partners are still considering how this information impacts upon their current priorities. The constabulary has adopted the national model for measuring success by counting and grading OCG disruptions, although we found limited analysis takes place above and beyond this to understand the impact of police activity in greater depth.

The constabulary uses intelligence from a range of sources to help it understand serious and organised crime. These include covert methods, and there are numerous examples of surveillance techniques being used to identify drug suppliers. The constabulary's intelligence function is complemented by a regional intelligence team, which is part of the ERSOU. This regional unit can add further intelligence to that held by the constabulary, perhaps from other forces and partner organisations. ERSOU has a good understanding of national and regional threats, and is rigorous and inclusive in its approach to assessing these by drawing on intelligence held by partner organisations, other forces and other regions. This helps it to produce a more accurate and detailed picture of serious and organised criminality in the Eastern region.

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. Police forces, ROCUs, the NCA and a number of non-police organisations such as Border Force, use OCG mapping.

Despite the use of standard software and methods, forces carry out OCG mapping inconsistently and there is significant variation in the number of mapped OCGs per head of population across England and Wales. This inconsistency is partly due to the unavoidably subjective nature of some aspects of the mapping procedure, which relies on human judgment as well as computer algorithms. Sometimes, groups exhibiting similar characteristics are scored in different ways, and forces do not

¹⁹ Police forces work with a variety of partner organisations in order to tackle serious and organised crime, including HM Revenue and Customs, HM Prison Service, the Department for Work and Pensions and Immigration Enforcement.

always use the full range of information available to generate OCG scores, which can compromise their accuracy and usefulness. For these reasons, HMIC has recommended that ROCUs assume responsibility for OCG mapping on behalf of their constituent forces.²⁰

In Cambridgeshire, OCGs are effectively analysed, reviewed and categorised appropriately, which helps the constabulary to decide when and how to intervene on an informed basis.

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

A well-established governance structure is in place for overseeing the constabulary's response to serious and organised crime, and the constabulary has a well co-ordinated and effective method for managing OCGs. It understands which of its OCGs are the most harmful and prioritises these for intervention, and there is good alignment of activity with national and regional priorities. A high proportion of Cambridgeshire's OCGs are drug-related and police operational activity is focused on these groups, although the constabulary has recognised that other organised criminality can be just as harmful; for example, it is making some efforts to identify and tackle those organised groups who may be involved in human trafficking and child sexual exploitation.

Cambridgeshire Constabulary has the ability to investigate organised crime groups, and – in partnership with ERSOU – has, for example, successfully dismantled criminal networks dealing in class 'A' drugs, and human trafficking and exploitation in Cambridgeshire. Those responsible for investigating serious and organised crime are well-trained, and routinely consider a range of tactics as part of their decision-making processes. The constabulary maintains its own specialist surveillance and investigative capabilities, but also draws on ERSOU support when necessary.

At a local level, neighbourhood teams are not routinely used as much as they could be in the disruption of OCGs but have assisted on a case-by-case basis. We found the local CID does play an important role in disrupting OCGs. The constabulary has recently moved from a centralised ownership to a local district ownership model of OCGs to better harness all resources across the constabulary to impact on serious and organised crime. This is a positive step forward, although we found that awareness of OCGs varies across neighbourhood teams, as does the extent to which neighbourhood staff are involved in their local disruption. The constabulary expects this situation to improve as the new model becomes fully operational.

²⁰ *Regional Organised Crime Units: A Review of Capability and Effectiveness*, HMIC, December 2015, www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf

How effectively is the force working with partners to prevent serious and organised crime?

Cambridgeshire Constabulary is working well with local and national partner organisations and other forces in the region to prevent serious and organised crime, although there is room for improvement in the way the constabulary currently shares information. There are currently no regular meetings taking place to ensure intelligence is shared and exchanged in relation to organised crime across partner agencies other than through the regional intelligence group and tactical tasking and co-ordinating group meetings. However, the constabulary shows a willingness to improve and learn from good practice elsewhere; it is developing multi-agency disruption panels and it has visited Durham Constabulary in order to explore opportunities to improve practices and processes.

The constabulary has supported a number of joint partnership projects aimed at engaging those at risk of being drawn into serious and organised crime – for example the safer schools programme and the foreign national offender initiative in Peterborough. The constabulary acknowledges that it needs to do more jointly with partners to prevent people being drawn into serious and organised crime and it is currently exploring further opportunities to develop in this area.

The constabulary is making some use of Serious Crime Prevention Orders (SCPOs)²¹ to manage offenders, but these are few in number and the constabulary needs to ensure that it is taking every opportunity to use the powers available. The National Crime Agency (NCA) and ERSOU are increasing their use of SCPOs throughout the region, including in Cambridgeshire and the NCA is working alongside the regional unit in the area of lifetime offender management. It is recognised these are growth areas for both agencies. Cambridgeshire was successful in an application for a Violent Offender Order to manage an OCG member who had used violent methods to support drug activity.

The constabulary has a wide range of communication tools. These have been used effectively to advise the public about serious and organised crime, to alert the public to avoid them becoming a victim of organised crime, to provide public reassurance that the police are tackling such crimes and also to send a message to organised crime group that they will be targeted. For example, the serious and organised crime team promptly briefs the constabulary's communications team about any new issue or emerging trend such as human trafficking or telephone fraud, so that they can quickly get information out to the public to alert them. The constabulary should do more to ensure that the briefings for local teams are tailored to the local areas and

²¹ A serious crime prevention order (SCPO) is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police. Available from:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/415969/Fact_sheet_-_SCPOs_-_Act.pdf

reflect current and relevant information on OCGs to enable better information and intelligence collection from frontline staff.

How effective are the arrangements in place to ensure that the force can fulfil its national policing responsibilities?

It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to the six national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

There are clear governance arrangements in place to ensure that the constabulary can fulfil its national policing responsibilities. This includes a joint protective services board for the collaborated forces which include Cambridgeshire, Hertfordshire and Bedfordshire.²² Chief officers understand their responsibilities under the SPR and take ownership of specific threats. The constabulary has carried out high-level assessments of the Cambridgeshire dimension to the national threats specified within the SPR. The constabulary monitors progress in implementing previous HMIC recommendations in relation to the SPR, in collaboration with Bedfordshire Police, Hertfordshire Constabulary and ERSOU.

There are good procedures in place which enable Cambridgeshire to test its preparedness for responding to national threats specified within the SPR. The constabulary carries out exercises on a regular basis in order to satisfy itself that it is sufficiently well prepared to respond to national threats. In 2014 the constabulary was involved at both a strategic and an operational level in exercises involving statutory partners and voluntary organisations to test their preparedness to respond to a potential terrorist attack at a shopping centre and a similar exercise simulating the response to a major train crash. In 2015 the constabulary and partners tested their collective response to an explosion and fire at a large sporting event; and a fire and hostage scenario at a psychiatric hospital. The exercises are comprehensively reviewed afterwards with all partners and organisations present to identify areas of learning.

²² Joint Protective Services (JPS) are the policing functions delivered in collaboration between Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary, which include serious and organised crime.

Summary of findings



Good

Cambridgeshire Constabulary is good at identifying and tackling serious and organised crime, including its arrangements for ensuring that it can fulfil its national policing responsibilities. This is the first year HMIC has graded forces on their effectiveness in these areas, so no year-on-year comparison is possible.

It is working well with local and national partner organisations and other forces in the region to prevent serious and organised crime. The constabulary has a well-developed understanding of the threat posed by serious and organised crime across Cambridgeshire, through comprehensive analysis of serious and organised crime at district level. The constabulary is part of an effective multi-agency response to it, including some work to prevent people from becoming involved. It has access to an extensive range of specialist capabilities provided by the Eastern Region Special Operations Unit, to help it to tackle serious and organised crime.

The constabulary has a well co-ordinated and effective method for managing organised crime groups, there are good processes to identify and disrupt the activities of these criminal groups. There is some good early work with schools to identify vulnerable young people who may be at risk of being drawn into serious and organised crime.

The constabulary has robust arrangements in place to satisfy itself that it is fulfilling its national policing responsibilities.

Areas for improvement

- The constabulary should improve the awareness of organised crime groups among neighbourhood teams to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity.

Annex A – HMIC judgments

Our judgments

The judgment categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how effective the constabulary is at keeping people safe and reducing crime; it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the effectiveness the constabulary is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;
- the effectiveness of the constabulary requires improvement, and/or there are some weaknesses; or
- the effectiveness of the constabulary is inadequate because it is considerably lower than is expected.