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Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Nottinghamshire Police



March 2017

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Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

Reports on the force's efficiency, legitimacy and leadership inspections are available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/nottinghamshire/).

¹ HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

Nottinghamshire Police

313

England and Wales

240



Crime (excluding fraud)

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

Nottinghamshire Police

61

England and Wales

68

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

Nottinghamshire Police

-6.4%

England and Wales

+7.8%

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

Nottinghamshire Police

-15.4%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Nottinghamshire Police

16.3%

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

Nottinghamshire Police

7.5%

England and Wales

10.6%

Investigation completed but no suspect identified

Nottinghamshire Police

47.8%

England and Wales

47.4%

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



Anti-social behaviour

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

Nottinghamshire Police

33

England and Wales

31

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

Nottinghamshire Police

34

England and Wales

34



Domestic abuse

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

Nottinghamshire Police

19

England and Wales

16

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

Nottinghamshire Police

11.0%

England and Wales

11.1%

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

Nottinghamshire Police

11.2%

England and Wales

10.0%



Organised crime groups

Organised crime groups per million population as at 1 July 2016

Nottinghamshire Police

25

England and Wales

46



Victim satisfaction rate

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

Nottinghamshire Police

83.8%

England and Wales

83.3%

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

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

Overall judgment²



Requires improvement

Nottinghamshire Police has been assessed as requires improvement in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment is a deterioration on last year, when we judged the force to be good. There are weaknesses in the way the force prevents crime and tackles anti-social behaviour. The force's response to vulnerable people³ is inadequate because of unacceptable delays in responding to some high-risk incidents. However, the force is good at investigating crime and tackling serious and organised crime.

Overall summary

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



Requires improvement

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



Good

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



Inadequate

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



Good

How effective are the force's specialist capabilities?

Ungraded

Nottinghamshire Police's effectiveness at preventing crime, tackling anti-social behaviour and keeping people safe requires improvement. The force's understanding of the communities it serves, the risks they face and their priorities is limited. We found that there are inconsistent local arrangements to meet with

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

³ A vulnerable person is someone who needs special care, support or protection because of age, disability, or risk of abuse or neglect.

communities. Local teams still do not have sufficient information to enable them to improve their understanding of local communities.

The force makes good use of a wide range of police powers to tackle anti-social behaviour. Problem-solving with partner organisations, including community safety partnerships, is well structured across the force area and there is effective joint working. However, although neighbourhood officers attend incidents of anti-social behaviour and emergency incidents in their area they are also often taken away, on a pre-planned basis, to support response teams in other areas. This affects their ability to work with partner organisations on longer-term problem-solving and crime prevention.

The force does not evaluate operations consistently and does not always identify and share good practice across the force or with partner organisations; doing so would help it improve its approach to preventing crime and anti-social behaviour.

Nottinghamshire Police is good at investigating crime and reducing re-offending. Offences are investigated to a good standard by officers and staff with the right skills whose workloads are manageable.

The force has a well-structured integrated offender management scheme that, with partner organisations, actively manages those offenders who pose a risk to the public. It is successful in reducing re-offending and deterring people from becoming involved in organised crime. The force is adequately prepared to manage the risk posed by dangerous and sexual offenders.

Nottinghamshire Police's effectiveness at protecting those who are vulnerable from harm and supporting victims is inadequate. The force is failing to support some victims and to protect some vulnerable people from harm. It continues to demonstrate an insufficient understanding of the nature and scale of vulnerability and does not work well enough with partner organisations to share information to prevent crime and protect vulnerable victims.

The use of risk assessments in the control room at initial contact and the recording of the rationale for attendance are inconsistent. When the control room and response teams are busy, how quickly the police respond is too often determined by the availability of response officers rather than the risks faced by victims. This weakness is compounded by the force's current shortcomings in recording crime properly. The force cannot be confident that all victims are getting the service they need when they need it.

Nottinghamshire Police is good at tackling serious and organised crime. Frontline officers and staff now have a better awareness of organised crime group activity in their local areas and the force's activity is having a positive effect. The force works well with partner organisations to reduce re-offending and prevent people from becoming involved in serious and organised crime.

Nottinghamshire Police has effective specialist capabilities and is generally well prepared to deal with the threats identified in the *Strategic Policing Requirement*, such as terrorism and civil emergencies. The force tests and exercises its response to these threats on a regular basis with other emergency services and partner organisations, such as the fire and rescue service and the military.

The force is part of the East Midlands operational support services collaboration, which has adequately assessed the threat of an attack requiring an armed response. Plans are in place to increase the force's firearms capability by March 2017.

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

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

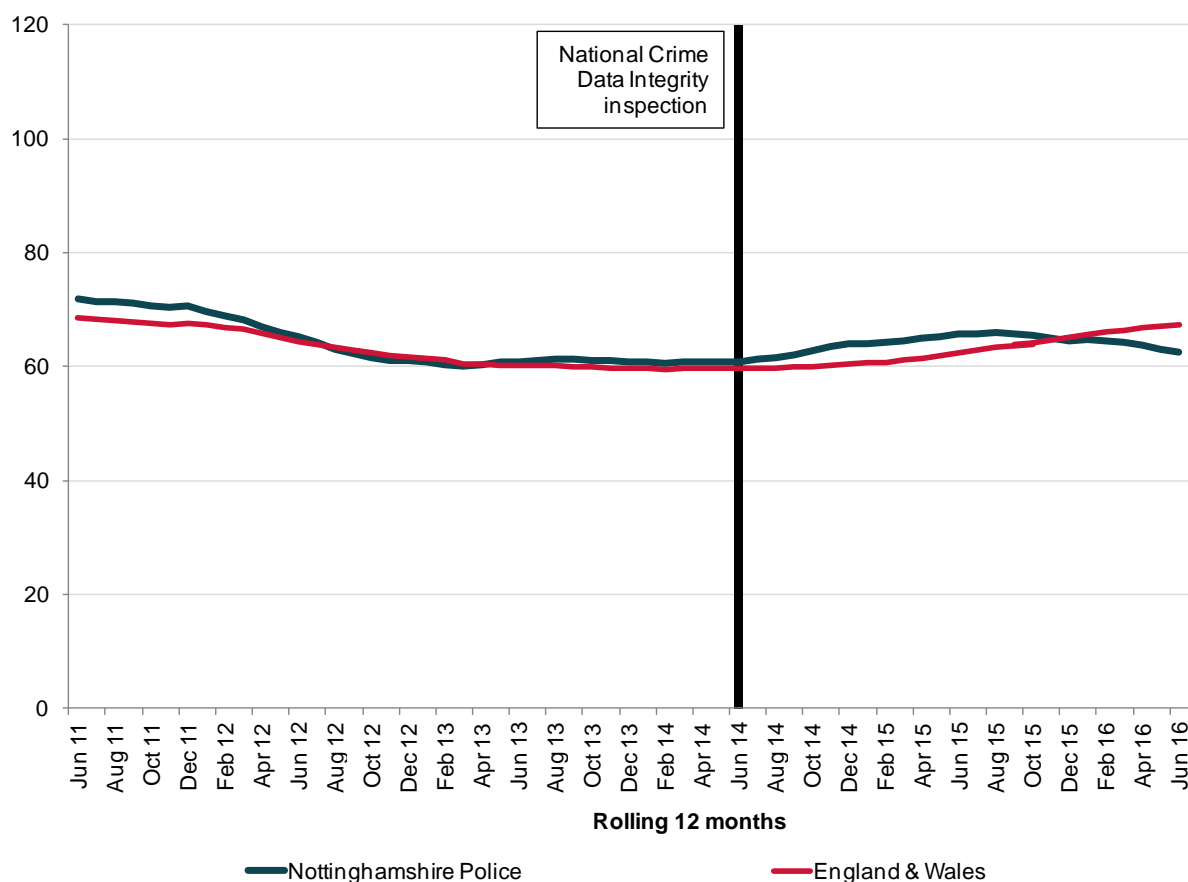
How much crime and anti-social behaviour is there in Nottinghamshire?

Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (crimes involving a direct victim such as an individual, a group, or an organisation) and other crimes against society (e.g. possession of drugs). In the 12 months to 30 June 2016, the majority of forces (39 out of 43 forces) showed an annual increase in total police-recorded crime (excluding fraud). This increase in police-recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's 2014 inspection of crime data in all forces across England and Wales.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 15.4 percent in Nottinghamshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 13.1 percent in Nottinghamshire, compared with a decrease of 0.5 percent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in Nottinghamshire, for the five-year period to 30 June 2016



Source: Home Office data

For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Nottinghamshire decreased by 6.4 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Nottinghamshire compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

Figure 2: Police-recorded crime rates (per 1,000 population) in Nottinghamshire, for the 12 months to 30 June 2016

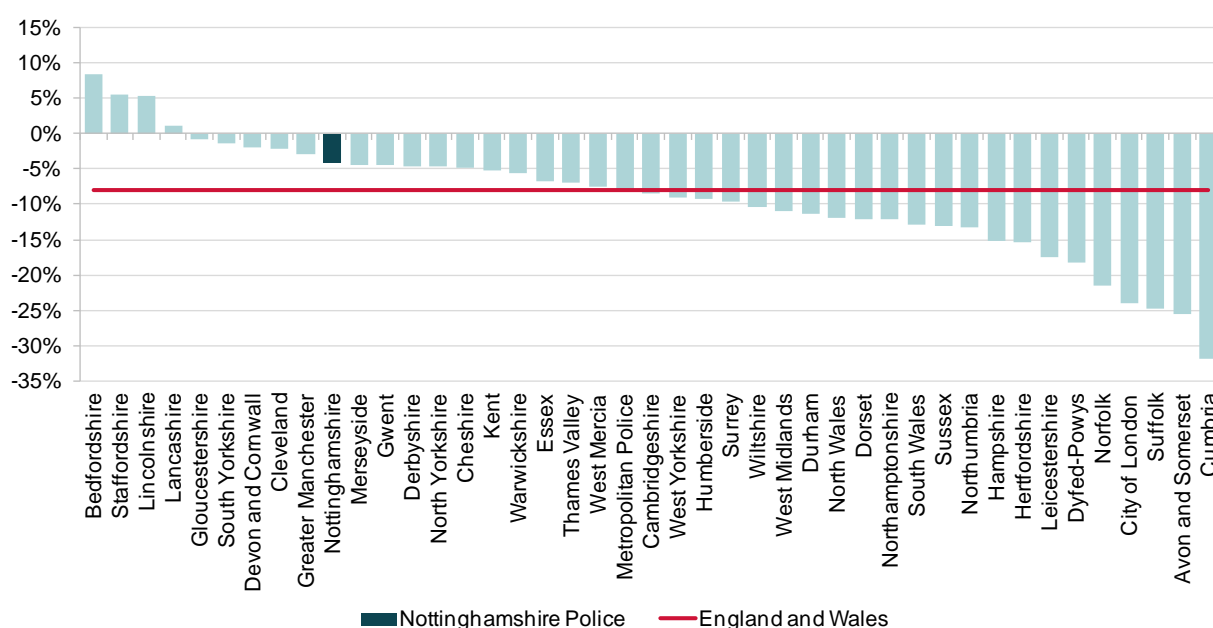
Rates per 1,000 population	Nottinghamshire Police	England and Wales
Recorded crime (excluding fraud)	61.5	68.2
Victim-based crime	55.5	60.4
Sexual offences	1.6	1.9
Assault with injury	8.0	7.0
Burglary in a dwelling*	7.2	8.1

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population

Source: Home Office data

For further information about these data, please see annex A

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, Nottinghamshire Police recorded 33 incidents of anti-social behaviour per 1,000 population. This is 4 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England

and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

Nottinghamshire Police recently identified serious problems in its compliance with the national crime-recording standards (NCRS). Last year, the force reports that in response to improved crime-recording compliance and the need to make financial savings, it removed several crime-auditor posts. In February 2016, it also changed the software system used to record crime. Its audit processes identified about 1,300 crimes not recorded, which are predominantly lower-level crimes of violence, and which need to be put onto the crime-records system. Good progress is being made in updating the records, but the force estimates that once all the records are on the system, its reported change in its crime rate will reduce by a smaller amount. During fieldwork, HMIC identified serious concerns with crimes still not being recorded for those incidents that are not allocated to an officer. Some of these incidents are of particular concern as they include crimes of domestic abuse where victims have not been visited, in some cases for many weeks, and are not recorded as a crime. There are advanced plans in place to start recording a crime at the first point of contact with the victim, which will assist in reducing this problem in the future, but a start date for implementing this solution had not been set at the time of our inspection.

How effectively does the force understand the threat or risk of harm within the communities it serves?

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does Nottinghamshire Police understand the risk posed to its communities?

In order to effectively understand the threat and risk faced by communities to conduct effective activity to tackle crime and anti-social behaviour police forces need a model of local policing that means police officers and police and community support officers (PCSOs) can devote sufficient time to community engagement,

visible targeted foot patrols and working with partners to promote resolutions that protect communities and prevent crime. It is the successful undertaking of these three activities that lead to crime reduction and increased public confidence.

Nottinghamshire Police has a limited detailed understanding of the communities it serves and the risks they face and their priorities.

There are dedicated neighbourhood policing teams who work closely with local authority partners and many officers and staff work in the same premises. Each team is led by an inspector with officers and PCSOs working in each neighbourhood area. However, although neighbourhood officers attend incidents of anti-social behaviour and emergency incidents in their area they are also often taken away, on a pre-planned basis, to support response teams in other areas. This affects how well they work with partner organisations on longer-term problem-solving and crime prevention.

The force's strategic threat assessment examines both traditional crimes, for example, burglary and violence, and some emerging crimes, for example, cyber-dependent and hate crime. There is analysis of crime trends and the force uses a risk assessment process to understand how different crimes may affect different communities, but it relies predominantly on police data. To increase its understanding and to aid planning decisions, there is an annual joint police and crime needs assessment. This is an analytical assessment of the most significant issues, risks and threats shared by respective crime, community safety and criminal justice agencies across Nottinghamshire and it examines the wider and changing environment. It ensures that the force has a broad understanding of external influences, including population growth, change in local communities in terms of ethnicity and indicators of deprivation, and the demographic make-up of communities.

At a local level, analytical assessments are focused on those operations designed to tackle the most important problems and there is effective use of intelligence to assess new threats. This helps inform how officers and staff are briefed and respond on a daily basis.

In HMIC's 2015 effectiveness inspection report,⁴ we said that the force should ensure that its local teams have sufficient information available to enable them to improve their understanding of local communities. This situation has not improved, although there is a developing understanding of the communities that visit, live and work in the force area; local policing teams still do not have access to a comprehensive range of information. The force plans to produce bespoke community profiles which also help identify those people with less trust and confidence in the

⁴ *PEEL: Police effectiveness 2015 – An inspection of Nottinghamshire Police*, HMIC, 2016. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-2015-nottinghamshire/

police, or who are less likely to complain or take part in traditional forms of engagement. In some areas there is a good understanding, for example, the community cohesion team in Nottingham has good links with minority communities, including Polish, Kurdish and Somali. However, this understanding is not widespread across the force area and this means that local teams do not have sufficient information available to them to improve their understanding of local communities within their areas.

How does Nottingham Police engage with the public?

During our inspection, we found that there are inconsistent local arrangements to meet with communities and sometimes a limited understanding of their priorities. The force has an engagement strategy which outlines the statutory duty to obtain views of people in each neighbourhood and to provide information, including about the action the police and partner organisations are taking to tackle it. In some areas, this is working well. For example, in Worksop, where there is a large Polish community, the police work with the local council to encourage people to come forward with their concerns; in Ashfield and Mansfield feedback is provided to the community on what has been done to tackle local issues. There is also some good interaction, for example, with the community using Facebook, and PCSOs conduct informal community surveys and hold drop-in workshops in prominent locations, such as a library. However, this approach is not force-wide and in some neighbourhoods limited feedback is provided to communities on any actions taken. Advertised meetings, for example beat surgeries, are often poorly attended and the force website is not always kept up to date on the actions taken and outcomes achieved.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a decrease in public satisfaction with Nottinghamshire Police. Some 404 people were interviewed and 49 percent were very or fairly satisfied with local policing in their area. This is a 5 percent decrease on 2015.⁵

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

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

⁵ For further details, see annex A

Does the force have a problem-solving approach?

Problem-solving with partner organisations, including community safety partnerships, is well structured across the force area. Partnership arrangements at a local level are good and there is effective joint working. Priorities are tackled well through the force's briefing and tasking system (BATS) and the force and partner organisations are starting to use software to share problem-solving plans and act together to help tackle anti-social behaviour. However, some neighbourhood officers are often taken away from their primary role of problem solving and working with people, in order to provide support to response teams. Officers and representatives from community safety partnerships, who work closely with the police, explained to us that this sometimes has an adverse effect on their community work and impedes their ability to prevent crime and tackle anti-social behaviour.

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

Nottinghamshire Police makes good use of a wide range of police powers to tackle anti-social behaviour. Many neighbourhood officers and staff work in the same premises as local authority partners and they are confident in the use of these powers; together they ensure criminal behaviour orders (CBOs) and the use of public space protection orders (PSPOs) are effective. There are good crime prevention examples: the force successfully works with retail groups to reduce shoplifting offences and with the universities to reduce burglaries in student accommodation. Neighbourhood teams work well with public protection teams and have a good understanding of where domestic abuse victims reside, as well as being regularly briefed on child sexual exploitation issues and organised crime group activity. For example, in Ashfield, a domestic abuse prevention officer organises awareness raising campaigns and the area was accredited with the 'White Ribbon' award last year for its support of domestic abuse victims.⁶

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

Between the 12 months to June 2015 and the 12 months to June 2016, there has been a considerable decrease (56 percent) in the number of recorded repeat victims of anti-social behaviour. However, the force is not certain about the reasons for this as an evaluation of different tactics and 'what works' is still developing. In HMIC's 2015 effectiveness inspection report, we said that the force should evaluate and share effective practice routinely, both internally and with partner organisations, in order to improve its approach to the prevention of crime and anti-social behaviour continually. This year, we found that while there are local practices in place to share learning, these are not formally recorded or shared across the organisation. Analysts within the force make good use of practice disseminated through the College of

⁶ For more information about the White Ribbon Campaign, see: www.whiteribboncampaign.co.uk

Policing, but there is still no systematic way of bringing research and evidence-based policing tactics to bear on problems or to share learning and good practice across the force and partner organisations.

Summary of findings



Requires improvement

Nottinghamshire Police's approach to preventing crime and tackling anti-social behaviour requires improvement. The force's performance in this area has deteriorated, as last year we judged the force to be good. HMIC is concerned that the force is not recording crime as effectively as it should, and there are delays in crimes being recorded. The force recognises this problem and is putting a remedy in place. However, there is still some way to go before the force can be confident that its crime records are accurate and up to date, which means that some vulnerable victims may not be getting the service from the police that they need at the time when they need it.

There is a limited understanding of the local communities served by policing teams, both in terms of the risks they face and their local priorities. The force is trying to take some steps to improve its ability to assess complex, emerging and hidden crimes. It uses a range of methods to engage with communities and makes good use of social media to communicate with the public. However, it does not routinely seek the views of the public to understand what matters to them and it acts inconsistently on any feedback it does obtain.

There is a structured collaborative approach to local problem-solving which is well-established in some areas. However neighbourhood officers are often taken away from their assigned neighbourhood area, which means that they cannot dedicate enough time to proactive, preventative policing in communities. When problems are tackled, the full range of tactics and interventions to prevent crime and deal with anti-social behaviour are used and there is a new system to share information routinely with partner organisations to tackle long-term problems. Large-scale operations are routinely evaluated, but smaller-scale, neighbourhood-focused operations are not evaluated. Good practice is not always identified and shared across the force in order to improve services to the public.

Areas for improvement

- The force should work with partner organisations to share information and improve its understanding of local communities.
- The force should evaluate and share effective practice routinely, both internally and with other organisations, to continually improve its approach to the prevention of crime and anti-social behaviour.
- The force should ensure that its focus on crime prevention is not undermined by the redeployment of neighbourhood officers and staff to undertake reactive duties way from their assigned neighbourhood area.

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

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

How well does the force bring offenders to justice?

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

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

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

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

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

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

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

Outcome number	Outcome type / group	Nottinghamshire Police	England and Wales
1	Charged/Summoned	16.3	12.1
4	Taken into consideration	0.2	0.2
	Out-of-court (formal)	2.5	3.2
2	Cautions - youths	0.4	0.4
3	Cautions - adults	1.9	2.3
6	Penalty Notices for Disorder	0.2	0.6
	Out-of-court (informal)	4.0	3.6
7	Cannabis/Khat warning	0.6	0.9
8	Community Resolution	3.4	2.8
*	Prosecution prevented or not in the public interest	3.2	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	7.1	8.3
	Evidential difficulties (victim does not support police action)	8.6	13.8
16	Suspect identified	7.5	10.6
14	Suspect not identified	1.1	3.2
18	Investigation complete – no suspect identified	47.8	47.4
20	Action undertaken by another body / agency	1.4	0.6
21	Further investigation to support formal action not in the public interest	0.1	0.1
	Total offences assigned an outcome	91.2	91.3
	Not yet assigned an outcome	8.8	8.7
	Total	100.00	100.00

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

Source: Home Office crime outcomes data

For further information about these data, please see annex A

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

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

In the 12 months to 30 June 2016, Nottinghamshire Police's use of outcomes was broadly in line with those in England and Wales as a whole. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

How effective is the force's initial investigative response?

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

Control room response

The way that Nottinghamshire Police assesses incidents is good but it sometimes fails to record the rationale for attendance and provide an appropriate response.

When a person contacts Nottinghamshire Police for help by telephone, customer service advisers in the control room obtain relevant information and carry out background checks to determine the most appropriate response. They allocate some incidents to the telephone investigation bureau and give guidance to callers about preserving forensic evidence and maintaining safety. There are good processes in place to refer and investigate online crime and fraud offences.

However, HMIC is concerned to find that the control room and response teams are not always able to deal effectively with calls which require a prompt response. While the desired staffing levels are based on a demand management model, the actual number of officers and staff is considerably below this level. Other demands on police time, such as looking after very vulnerable people who are in custody, are also having an adverse effect on the ability to investigate crime initially.

All customer service advisers are trained to assess the risks in each call for service, using a structured triage process to decide on how a call is graded, but the use of the process and the recorded rationale for attendance is inconsistent. We found that even when risk has been appropriately assessed by the call-taker, some calls are downgraded when the control room is very busy and there are not enough police resources available to respond promptly. Some calls that have originally been assessed as needing a prompt response are being downgraded to a slower response especially when the perpetrator is not at the scene, with an officer visiting

much later by appointment. This means some high-risk victims do not receive a visit for several days. Also, many unassigned incidents remain open for weeks, with no crime recorded, when staff in the force control room make repeated attempts to arrange appointments to see the victim.

How well do response officers investigate?

When officers attend incidents, the standards of initial investigation are good and important initial enquiries are generally completed well. Officers can access intelligence systems to inform their activity and video evidence from body-worn cameras is routinely captured. Supervisors monitor the standard of handover files between teams and crimes are allocated to appropriately skilled investigators based on a combination of crime type, the experience of the investigator, and an assessment of threat, harm and risk.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

The force's current investigative capacity is sufficient to provide a good service and there is flexibility to move investigative resources across the force area in response to short-term demand. All investigators are trained, or are working towards accreditation, to investigate the crimes allocated to them effectively. Primarily, officers assigned to the criminal investigation department (CID) investigate more complex crimes such as attempted homicide or serious assaults, while officers within prisoner-handling teams deal with less complex crimes such as theft and assault. Supervisors and managers provide oversight and review but they do not always record these observations on investigation plans consistently.

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered. The file review found a high proportion had an

effective investigation and most were assessed to have effective or limited but appropriate supervision.

Support to investigations

There is a clear demarcation of regional and force responsibilities in relation to serious and complex crime investigation. All serious crimes such as murder or kidnap are investigated by the East Midlands Special Operations Unit (EMSOU), a regional unit made up of officers from all forces across the region.¹⁰ Overall, this is an effective division of responsibility, ensuring that appropriately trained officers undertake the most complex investigations and provide the force with greater resilience because of access to these combined resources.

The force also works collaboratively at a regional level with crime scene investigators (CSIs); there is an agreed approach for attendance, although CSIs use their discretion when it is justified. Good intelligence and forensic capabilities support investigators and the force has access to social media applications to support initial investigations, for example, into a child's online activity. The CCTV capture unit is working well and the prompt conversion of images means that offenders are interviewed quickly and results are achieved faster.

Training is provided to senior investigating officers on digital media strategies and there is good use of new technologies, for example, the force extracts 'cloud' data as an alternative to physical mobile phone handset examination. This data provides detailed information on phone usage, which is then analysed to produce intelligence. This means the force has reduced its need to examine all mobile handsets. Where digital device examination is required in support of investigations, the force has the ability to look at handsets, but where this analysis is required for evidential purposes there can be a delay of up to three months while this is produced. A triage assessment process is in place to manage backlogs and higher-risk cases can be fast-tracked when necessary.

Supporting victims

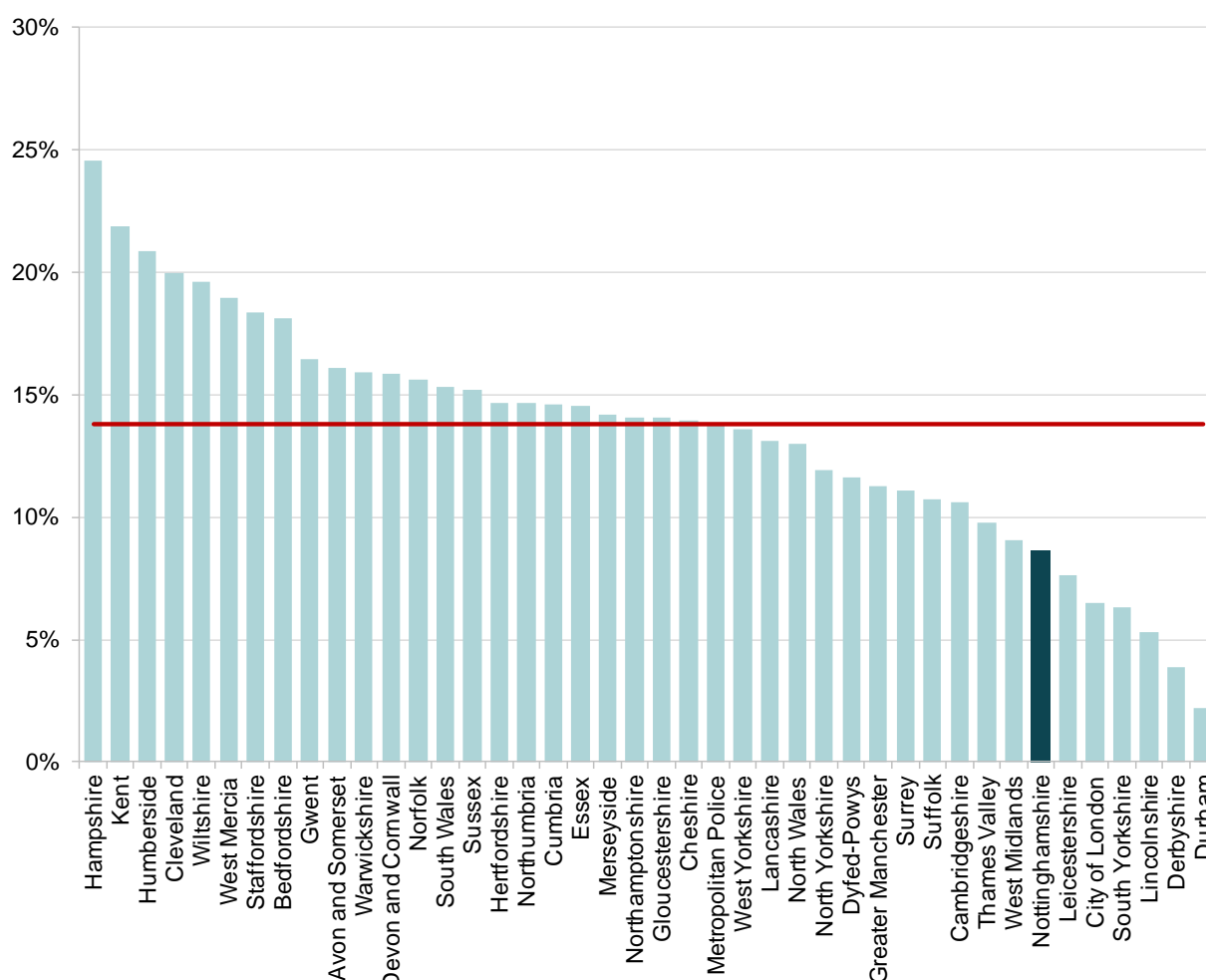
The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹¹ which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited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

¹⁰ Officers and staff from Derbyshire, Leicestershire, Lincolnshire, Nottinghamshire and Northamptonshire work in the East Midlands Special Operations Unit.

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

processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

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



Source: Home Office crime outcomes data

For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Nottinghamshire Police recorded 8.6 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time. This is positive and indicates that the quality of investigations is good and victims feel supported, however, it should be noted that

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

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

not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

In HMIC's 2015 effectiveness inspection report, we said that the force should improve its compliance with the *Code of Practice for Victims of Crime*,¹⁴ especially in relation to victim personal statements. In 2016, we found that the force has improved its compliance with the code and supervisors oversee and monitor the case workload of their staff. The majority of victims receive a satisfactory service and are regularly updated on how their case is progressing. Victims are offered the opportunity to provide a victim impact statement but investigators do not routinely use victim care plans to ensure continued safeguarding¹⁵ for victims and witnesses. Of 31 cases examined, where a safeguarding plan would be expected, only one third of these documented an ongoing safeguarding plan.

There are special domestic violence courts to help the number of successful court cases to increase, and they also provide better support for victims through the use of specialist court independent domestic violence advisers. The prosecutions where a victim does not wish to go to court are pursued wherever possible and the victims are kept informed of progress of the investigation and trial dates, so they know when their case will be investigated or when the Crown Prosecution Service decides not to take the case further. Since early 2016, all fraud cases that are not investigated are assessed and receive a personal visit from the police to ensure any safeguarding issues are addressed, and prevention advice is provided. These visits are undertaken by trained special constables or volunteers.

Of those who have been the victim of a crime in Nottinghamshire in the 12 months to 30 June 2016, 83.8 percent were satisfied with their whole experience with the police. This is similar to the England and Wales victim satisfaction rate of 83.3 percent over the same period. In addition, the force has a relatively small proportion of victims who do not support police action. This suggests that investigators involve and keep victims informed and updated on progress and victims have confidence in the force.

¹⁴ *Code of Practice for Victims of Crime*, Ministry of Justice, 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/476900/code-of-practice-for-victims-of-crime.PDF

¹⁵ The term safeguarding is applied when protecting children and other vulnerable people. The UK Government has defined the term 'safeguarding children' as: "The process of protecting children from abuse or neglect, preventing impairment of their health and development, and ensuring they are growing up in circumstances consistent with the provision of safe and effective care that enables children to have optimum life chances and enter adulthood successfully."

How effectively does the force reduce re-offending?

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

How well does the force pursue suspects and offenders?

Nottinghamshire Police actively pursues offenders who pose a risk to the public. Outstanding suspects are monitored by supervisors as part of an assessment of an officer's workload to ensure enquiries are continuing, and domestic abuse offenders are discussed and prioritised at daily management meetings. Where there are positive forensic 'hits' against suspects, they are pursued relentlessly with the aim of detaining them within 24 hours. However, some arrest actions are placed on the response briefing and tasking system (BATS) and due to call demand these may not be dealt with for some time. The force uses the automatic number plate recognition system well to support policing operations. It is reviewing its network of cameras to ensure the force area is comprehensively covered.

Recent investment in dedicated staff to tackle foreign national offenders (FNOs) has enabled the force to be more proactive in apprehending those who pose a risk to the public. The force aims to conduct criminal record¹⁶ checks as standard practice on all arrested foreign nationals but at the time of inspection this was not being achieved; these would provide enhanced information on criminality and allow the force to identify and manage risk better. A recent analysis of the threat posed by arrested FNOs identified the lack of an integrated approach, and this means risks are not being addressed.

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

Nottinghamshire Police uses effective processes to identify repeat offenders and prevent them re-offending. An established integrated offender management (IOM)¹⁷ team is responsible for the management of identified prolific, serious offenders and those who commit burglary or theft. The force operates three integrated offender management (IOM) hubs across the area. At the time of our inspection, there were 279 individuals on the IOM scheme, down from 437 last year, which is a notable reduction. This is because the force removed a large cohort who were predominantly connected to shoplifting offences, and focused instead on serious

¹⁶ The National Police Chief's Council (formerly ACPO) criminal records office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

¹⁷ Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

acquisitive crime¹⁸ and violent crime offenders, some of whose crimes are connected to domestic abuse. The IOM team's work involves managing offenders who are being released from prison and who need to reintegrate into the general community, or other prolific offenders who, because of the level or nature of their offending, pose a risk to public safety. Each offender on the programme is case-managed by a police officer within the IOM who works with other partner agencies, such as the probation service and housing officers, to help clients avoid returning to criminality by assisting and supporting them in adjusting back to community living.

The IOM team in Nottinghamshire Police manages several groups of offenders, ranging from serious sexual and violent offenders to prolific burglars. In addition, the domestic abuse team manages a number of domestic abuse offenders who are assessed as posing a high risk, and the Operation Vanguard Plus team manages some organised crime group offenders. The force plans a more co-ordinated approach to bring together these teams, providing an opportunity for early intervention by both police and partner organisations to prevent re-offending.

Nottinghamshire Police is well prepared to manage the risk posed by dangerous and sexual offenders. It continues to have effective processes for identifying and monitoring sexual and other dangerous offenders. There are effective multi-agency public protection arrangements (MAPPA),¹⁹ which are used by the force and partner organisations, including prison and probation services, to monitor those offenders assessed as presenting a high risk to the public, and to stop them re-offending.

The violent and sex offender register is used effectively, and action taken by MAPPA officers to enforce restrictions imposed by the courts is recorded. Sexual harm prevention orders (SHPOs) are designed to protect the public from serious sexual harm from an offender by detailing a series of prohibitions designed to protect the community from future offending, for example, it may be prohibiting certain activities on the internet or a particular type of employment such as the tuition of young people. Breach of a SHPO is a criminal offence.

In the 12 months to 30 June 2016, Nottinghamshire Police issued 115 SHPOs and reported 4 breaches of orders. At the time of inspection, there were 1,063 people subject to registration requirements and managed within the MAPPA process, with a further 346 in custody. The force has worked to improve supervision rates but after a successful recruitment process, gaps still remain in staffing levels. The involvement

¹⁸ Serious acquisitive crime is defined as domestic burglary, car crime (theft of a vehicle and theft from a vehicle), and robbery.

¹⁹ 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.

of local policing teams is good and they are aware of those individuals who are managed by MAPPA in their local areas and the relevant restrictions placed on them.

Summary of findings



Good

Nottinghamshire Police is good at investigating crime. However, there is a lack of capacity within the response officer teams during periods of high demand which is affecting the force's ability to respond effectively to some calls for service. HMIC is concerned to find that there are inconsistencies in the way risk is assessed at the first point of contact. This weakness is compounded by the force's current shortcomings in recording crime properly and means that the force cannot be assured that all victims are getting the service they need from the police at the time when they need it.

Also of great concern is the fact that some calls that are initially assessed as high risk and requiring prompt police attendance are downgraded to a slower response, in some cases many days later, because there are insufficient resources available at the time to cope with peak demand. This specific concern is dealt with in the next section of the report where HMIC judges the force is inadequate in how it protects those who are vulnerable from harm, and supports victims. We judge the force to be good in how the force investigates crime because when officers are dispatched and an investigation of a crime follows these investigations are good, forensic evidence is recorded effectively and in the vast majority of cases there is an adequate handover and the case is allocated to the most appropriately skilled officers and staff. More complex investigations are followed through thoroughly with good results, effective digital investigation methods are considered and there are good techniques to examine digital devices. Victims are provided with a satisfactory service, including dealing with individual concerns so they can give evidence at court, victim updates are provided promptly and victims are given the opportunity to make a victim personal statement.

There is a well-structured integrated offender management (IOM) scheme which, with partner organisations, actively manages those offenders who pose a risk to the public. There are successes in reducing re-offending and, together with the Vanguard Team, the IOM helps deter people from getting involved in organised crime. The force is adequately prepared to manage the risk posed by dangerous and sexual offenders.

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

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

Nottinghamshire Police's overall performance has deteriorated since HMIC's 2015 inspection where it was judged to require improvement. In this inspection, we judge Nottinghamshire Police to be inadequate because there are some important areas which need to be tackled to ensure that the service it provides keeps vulnerable people, particularly children and domestic abuse victims consistently safe. Some of these problems were also identified in HMIC's 2015 child protection re-visit inspection and the force developed an action plan in response to HMIC's concerns.

The force identifies vulnerable and repeat victims at the first point of contact inconsistently. Its approach to the assessment of victims' risks is inconsistent and it does not record its rationale accurately. The force provides some vulnerable people with a poor response as a result of inappropriate demands placed on the control room and response officers, rather than using an effective assessment of threat, harm and risk to the victim. There are sometimes significant delays in attending some calls involving victims who are vulnerable. This means that they do not receive safeguarding advice, the incident is not recorded as a crime, and no one is responsible for investigating the incident. There is also limited recorded supervision for these incidents until they are recorded as crimes.

The force demonstrates an insufficient understanding of the nature and scale of vulnerability, including domestic abuse and child sexual exploitation.

There is a triaging process prior to multi-agency risk assessment conferences (MARACs),¹ which may be putting domestic abuse victims at risk. Information sharing across the city and county areas is inconsistent and partner agencies in Nottingham share less information than in the county.

On a positive note, in this year's inspection we found the response to missing and absent children has continued to improve from last year. Among frontline staff there is a better understanding of children at risk of sexual exploitation; the link between missing children and child sexual exploitation and awareness and knowledge of the signs of CSE has also improved. In addition, specialist investigators are better skilled and trained to deal with the complexities of serious crimes and workloads are manageable.

How effectively does the force identify those who are vulnerable and assess their level of risk and need?

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,²⁰ others use the definition referred to in ACPO guidance²¹ and the remainder use their own definition.

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

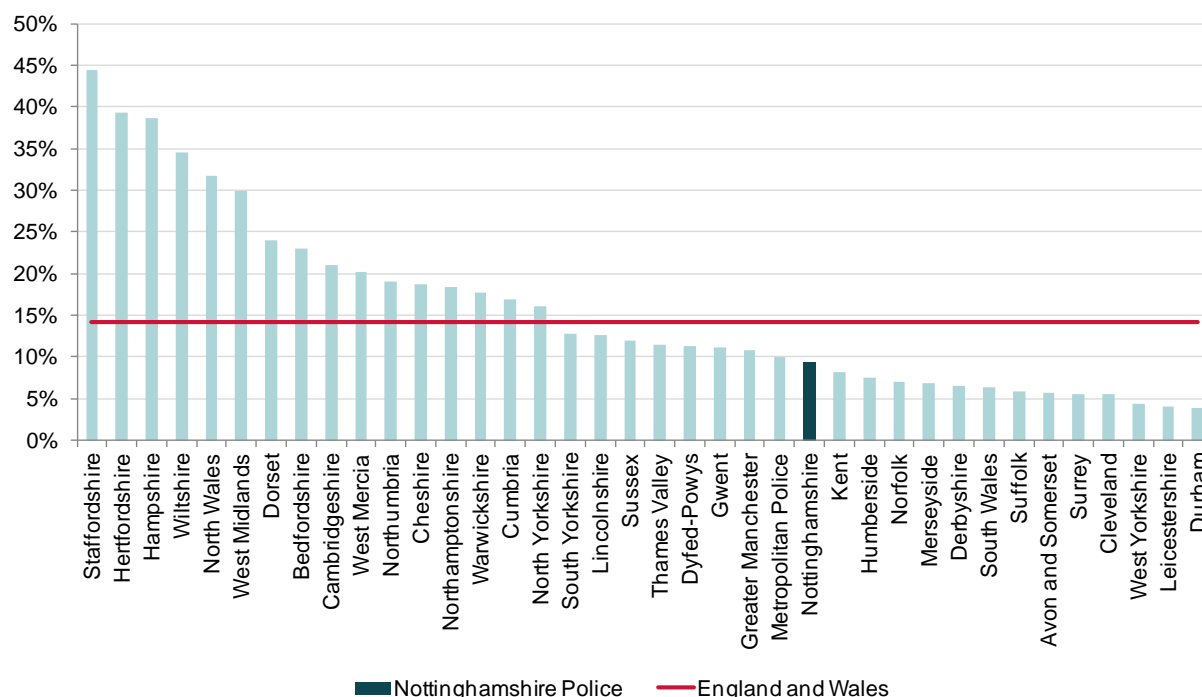
“Can include a person able to be easily physically, emotionally or mentally hurt, influenced or attacked. Examples might include Age, Mental Disorder, Mental Impairment or intelligence or social functioning, Physically Disability or Physical Disorder”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 9.3 percent of all recorded crime in Nottinghamshire was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

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

²¹ 4 The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

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



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

The force has an insufficient understanding of the nature and scale of how to identify and protect those who are vulnerable. In HMIC's 2015 effectiveness inspection report, we said that the force needed to improve its response to child sexual exploitation by developing its understanding of the nature and scale of the problem, and ensuring that preventative activity is properly co-ordinated. The force has a draft child sexual exploitation problem profile. This is an analytical assessment designed to identify important issues and provide recommendations. It uses intelligence and information to understand a particular crime type or emerging crimes better. Bringing together data and intelligence in a problem profile can help the force identify possible victims, intelligence gaps and prevention or reassurance opportunities. However, Nottinghamshire Police suffers from a lack of data from partner organisations to understand all the issues fully, as it did last year. The draft profile does not refer to the child sexual exploitation problem profile produced by the regional analyst or the four recommendations contained within it that are specific to Nottinghamshire Police. The missing and absent persons problem profile does not cross-reference adequately the links for young people who go missing with the risks of child sexual exploitation, as it was developed after the draft child sexual exploitation profile.

²² City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

There is also a draft domestic abuse problem profile and, following a recent peer review by another force, an updated action plan. This plan covers action on many of the problems identified in previous HMIC inspections and other important recurring issues. More positively, there are some very good examples of ways the force identifies and responds to people who are vulnerable. For example, the force has set up a street triage team, which consists of a police officer and a psychiatric nurse who either attend or give advice at incidents where mental health is a concern. The force reports that, comparing 12 months to 30 September 2016 with the same period the year before, although the overall number of reported incidents involving mental health remains level, the number of cases where people are detained under the Mental Health Act 1983 has fallen substantially. Another good example is the improved awareness of hate crime, including misogyny. The police and crime commissioner funds a hate crime co-ordinator who is raising awareness of hate crime, including misogyny. The co-ordinator works with partner organisations across the force area to develop remedial and diversionary methods with offenders and works closely with the force's anti-social behaviour co-ordinator to improve officer awareness. All frontline staff receive training in hate crime and the number of hate crimes identified by the force is increasing.

However, we have several concerns as to how effectively the force identifies people who are vulnerable and assesses their level of risk and need. We set out these concerns below. Each concern on its own is worrying but the cumulative effect, especially for victims of domestic abuse, means that some victims are being exposed to an unacceptable level of risk of harm.

The force has identified serious problems in its crime-recording compliance with National Crime Recording Standards (NCRS). It has plans to improve crime-recording at the first point of contact but these are not in place yet and the problem continues.

The identification of vulnerable and repeat victims is inconsistent at the first point of contact. For example, the use of flags and qualifiers on force IT systems to indicate if a person is vulnerable or is a repeat victim of crime is inconsistent, and a check on databases for repeat victims and offenders relies on the same spelling or input of name details.

The assessment of threat and risk and the subsequent rationale to allocate a grading to the call is not always fully recorded, and there is no clear recorded supervision of the rationale being checked on the incident log.

The force reports that on most days there are 130 unallocated incidents and these are described as lower-risk incidents. During our fieldwork, we found 247 unallocated incidents, none of which had been assessed to see if a crime needed to be recorded. Of these, 61 were domestic incidents and when these were examined, 23 incidents

were immediately brought to the attention of the force because of serious concerns regarding welfare and safeguarding.

There is limited recorded supervision for these unallocated incidents.

There are significant delays in attending some of these incidents; one domestic related incident had still not been attended after four weeks and the victim did not wish to have any further police contact. Appointments are booked with victims and witnesses, but sometimes these appointments take place a considerable time after the incident.

The appointments which involve a domestic abuse incident are booked for a two-hour slot, which means that although this gives sufficient time to conduct an initial investigation, it means that there is sometimes a lack of resources to cover other appointments.

Decisions not to attend incidents or delays in attending are too often based upon lack of resources rather than an assessment of threat, risk and harm.

Staff in the control room are trained to identify risk through a structured triage questioning process known as THRIVE.²³ They also have access to the force's computer system, which contains additional information including warning markers on individuals so they can use a wide range of information when deciding whether someone is vulnerable. A set of questions specific to the type of incident being reported is also used to help assess vulnerable victims and there is a facility to 'flag' them on the incident record so that an enhanced response is provided. The nature of the victim's vulnerability will be highlighted to the police by the flag on the IT system if they call again in the future.

However, HMIC has concerns with the recording of the THRIVE assessment. Although staff recognise individuals who are vulnerable, they do not always fully record the circumstances of their assessment on the incident log, which makes it harder to assess if the correct response has been provided. In addition, supervisors who oversee calls and their subsequent grading do not see the full picture unless they also listen to the original call. When the control room and response teams become busy, some of these calls are re-graded to a slower response and this may not always be appropriate. This means the force's ability to understand the level of risk victims face is limited.

HMIC is seriously concerned about the number of incidents which remain unallocated and which involve victims who are vulnerable, particularly domestic

²³ 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.

abuse victims. At the time of our inspection, there were 61 domestic-related incidents where the victim had yet to receive a visit from the force, the oldest of which dated back four weeks. This level of backlog is unacceptable. It means that the force is not giving vulnerable victims any form of protection for several days and is missing valuable opportunities to collect evidence and move an investigation forward. The force recognises how serious this issue is: it is taking immediate steps to ensure that it reduces the backlog and that it provides victims with a better service in the future. HMIC is monitoring how quickly this problem is being addressed.

How effectively does the force initially respond to vulnerable victims?

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim's concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

Do officers assess risk correctly and keep victims safe?

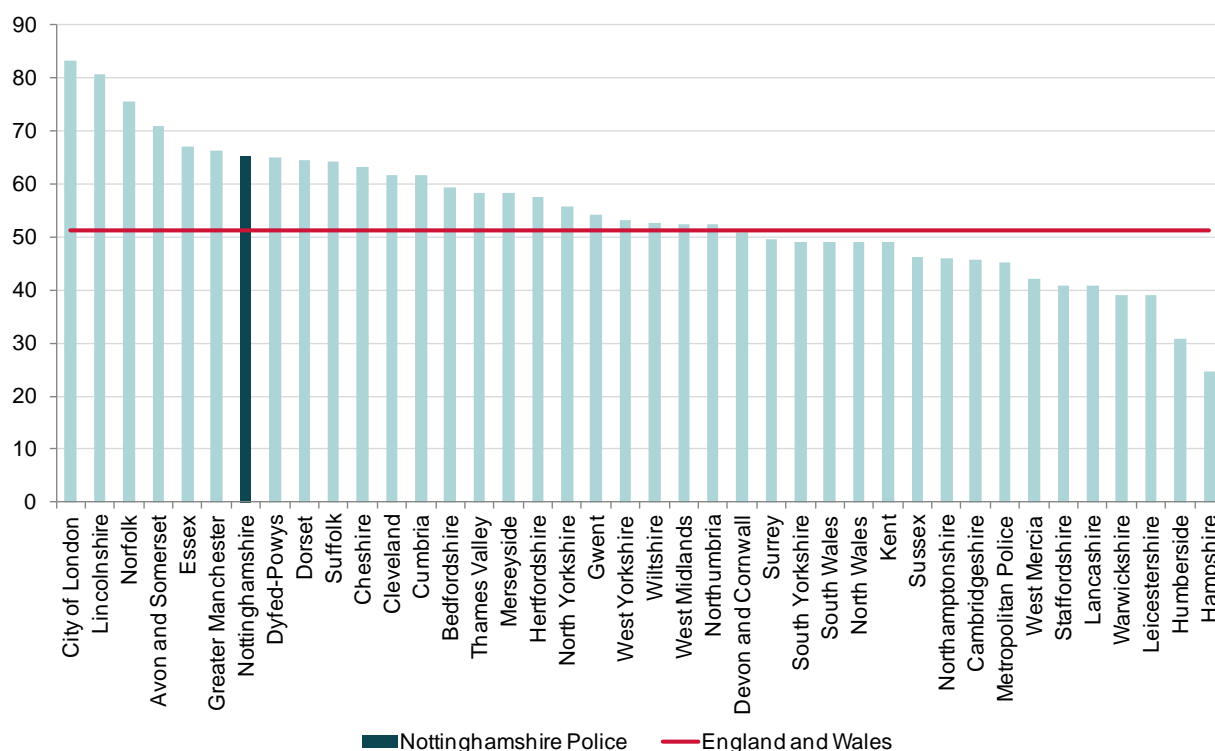
The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Nottinghamshire decreased by 7 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 11 percent of all police-recorded crime in Nottinghamshire, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential forms of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

Officers take positive steps to safeguard victims. In Nottinghamshire Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016,

there were 65 arrests made in the same period. Although this arrest rate has deteriorated from last year it is still above the 51.4 percent arrest rate for England and Wales as a whole.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²⁴



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Nottinghamshire Police officers who attend incidents initially generally identify vulnerability well and have an adequate understanding of how to deal with it. Officers have a good knowledge of risk-assessment tools which help them identify and protect those who are vulnerable and know when referrals to other organisations should be made. Officers are clear about the force's approach to vulnerability and behave positively in relation to victims who are vulnerable.

In HMIC's 2015 effectiveness inspection report, we said that the force should improve its initial response to vulnerable victims by ensuring frontline officers and staff are trained to investigate and safeguard vulnerable victims. Over the last 12 months, the force has provided training to frontline officers on how to recognise and deal with stalking, coercive control and domestic abuse. However, in this inspection we found that the understanding of stalking and harassment behaviour is still poor;

²⁴ Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

there was one recent case which showed an alarming history of stalking by the offender having been resolved by the inappropriate use of a harassment warning.

The force has invested in body-worn video cameras, which all frontline uniform officers wear. These gather important evidence at the scene, particularly at domestic abuse incidents, which can be crucial to pursuing a suspect if the victim is very frightened or refuses to support police action.

Officers conduct the necessary immediate safeguarding actions, record these and provide appropriate advice and referrals to other agencies. However, risks to children within the household are not always identified well and the 'voice' of the child is not always recorded. There is some confusion among response officers about when a child referral form should be completed and the fact that they should actually talk to the child rather than just record their living conditions. Both response and specialist officers acknowledge that, in their professional judgment, the views and concerns of the child are not being heard effectively, with uncertainty about protocols and procedures, such as achieving best evidence compliance, being cited as potential causes.

Following a domestic incident, an officer will attend to carry out an assessment, but the force takes the approach that officers should use their professional judgment on whether or not to complete a domestic abuse, stalking and harassment (DASH)²⁵ risk assessment form. There are some situations where an assessment must be completed, for example, where the people involved are partners in an intimate relationship. However, for incidents not involving intimate relationships, for example, domestic abuse between a brother and sister over the age of 16 years, the completion of the form is not mandatory.

The force recognises links between children who frequently go missing and other child protection related matters. In HMIC's 2015 effectiveness inspection report, we said that the force should improve its response to persistent and repeat missing children by ensuring information from previous missing episodes is used to develop a co-ordinated and prioritised response. There are improving practices in place to assess and review risk regularly, and missing episodes are linked together so that officers can prioritise action based on past patterns of behaviour and intelligence to find the child faster. Where a child is frequently missing there are good escalation processes in place to include multi-agency meetings.

All risk assessment forms, including DASH forms where the risk to the victim is identified as standard risk, are reviewed by a supervisor, usually a sergeant, while all medium and high-risk cases have to be reviewed by an inspector. Reviewing

²⁵ 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 frontline practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

managers are required to endorse a final risk assessment level and may amend the risk grading made by the reporting officer. If they do so, they must explain the reason for this on the risk assessment form. There is clear responsibility for longer-term safeguarding for victims of domestic abuse, hate crime, children at risk of sexual exploitation, and missing and absent children. Those assessed as medium risk are safeguarded by neighbourhood teams and the independent domestic violence advocate service, while those deemed high risk are safeguarded by staff in the relevant specialist departments as well as the advocate service. There is no longer-term safeguarding provided for those victims assessed as 'standard' risk cases.

In HMIC's 2015 effectiveness inspection report, we said that the force should improve the way it works with partner organisations to share information and safeguard vulnerable people, specifically in relation to addressing the backlog in cases that require further assessment and referral to other organisations. In this inspection, we found the backlog had been considerably reduced, but there were 171 DASH forms still awaiting secondary assessment by domestic abuse specialists. We found that only those cases involving victims at high risk are thoroughly assessed and there is no escalation process in terms of repeat victimisation. Moreover, repeated incident reports relating to domestic abuse but graded as standard risk would not receive any additional scrutiny or review by partner organisations. It is unclear whether children's services would escalate any child referrals within this context, so it is therefore possible that nothing would be done to limit the effect on a child's welfare in respect of exposure to ongoing domestic abuse.

There is good information-sharing between the police and other agencies on those people who are vulnerable. However, there is inconsistency across the force area in how the processes work and the type of information shared between the multi-agency safeguarding hub (MASH)²⁶ located in the county area, involving Nottinghamshire County Council and the domestic abuse referral team (DART), covered by Nottingham City Council. For example, in the MASH there are daily 'Encompass' meetings to review all high and medium-risk domestic abuse incidents where a child lives within the family unit and a referral is made to the education authorities. This allows for the early exchange of information and a safeguarding function with schools. There is no equivalent process in the city, and, in addition, city-based partner organisations which were co-located with police have moved out to other premises. This reduces the opportunities for sharing information and working together.

²⁶ A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims may appear to be reluctant to support the work of the police, often because they are being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

In HMIC's 2015 effectiveness inspection report we said that the force should improve its investigation of cases involving vulnerable victims by ensuring that officers with appropriate skills and expertise carry out such investigations and that it should supervise their workloads to ensure they can do so effectively. We found in this inspection that good progress has been made and a structured training programme, including continuous professional development, is being implemented across specialist departments to provide officers and staff with the appropriate investigative skills. All staff working within the area of public protection are either already accredited to the correct level or are actively working towards accreditation. The force has invested additional resources into public protection and workloads are more manageable. Supervisors and staff state that they have regular meetings to discuss investigation, action and plans, although these are not always recorded on the case file. Training is provided for specialist teams on relevant areas including coercive control, child sexual exploitation and domestic abuse.

Victims of domestic abuse

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.²⁷ However, Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided

²⁷ Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences.

In HMIC's 2015 effectiveness inspection report, we said that the force should improve its approach to safeguarding victims of domestic abuse who are assessed as high risk. The level of support and safeguarding provided to domestic abuse victims is assessed against the level threat of harm and risk to the victim. This means those victims of domestic abuse who are at high risk are supported well throughout the investigation by specialist officers and an independent domestic violence advocate. Victims who are at medium and standard risk receive some support but it is not as comprehensive.

The force does not refer all high-risk cases to multi-agency risk assessment conferences (MARACs).²⁸ High risk domestic abuse victims are those who are at risk of murder or serious harm and the criteria differ between the county and city areas for those cases that will and will not be considered. In this inspection we again saw that this triage process does not involve all partner organisations and is contrary to national guidance. The force recognises that it still does not refer all high-risk cases to a MARAC. We observed a triage meeting where only the police and two partner organisations (Health and Women's Aid) were represented. Three high-risk referrals from the police and nine high-risk referrals from other partner organisations were removed from the MARAC agenda. The force reports that although it is willing to meet more often some partners state that they are unable to provide sufficient resources. This has been recorded formally in those partner agencies concerned but there remain serious concerns about the process of triaging high-risk cases out of MARAC meetings. The force plans to review its processes so that there is a fully auditable procedure for any case that does not go to a MARAC and there is no maximum limit for the number of cases that will be heard.

HMIC examined the force's use of legal powers to protect victims. In the 12 months to 30 June 2016, 97 Domestic Violence Protection Notices (DVPNs)²⁹ were granted. Applications for 97 Domestic Violence Protection Orders (DVPOs)³⁰ were made, with

²⁸ 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.

²⁹ A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

³⁰ DVPOs are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a

85 being granted by the courts. Five DVPOs were breached. The number of DVPOs applied for and granted has slightly increased since HMIC's 2015 effectiveness (vulnerability) inspection, which means that more victims are being afforded protection.

Nottinghamshire Police uses the domestic violence disclosure scheme (Clare's Law).³¹ In the 12 months to 30 June 2016, the force used the right to ask if a partner has a violent past 37 times and the right to know 21 times. Clare's Law applications are reviewed and a decision is made to disclose or not. This generally follows a domestic abuse incident; disclosures are made promptly and often form part of the safeguarding plan for the victim.

Summary of findings



Inadequate

Nottinghamshire Police is failing to effectively support some victims and protect some vulnerable people from harm. The force has made insufficient progress to improve some of the weaknesses identified by HMIC in our 2015 inspection. The force continues to demonstrate an insufficient understanding of the nature and scale of vulnerability, and its work with partner organisations is inconsistent.

There are weaknesses in the processes for identifying vulnerable and repeat victims at the first point of contact and there is an inconsistent approach to the assessment of victims' risks. HMIC is concerned that, as a consequence, the force sometimes provides vulnerable people with a poor initial response largely because of the inappropriate demands placed on the control room and response officers; this means that there is often insufficient capacity to provide the level of service needed.

The force conducts the necessary immediate safeguarding actions at initial response but sometimes fails to share sufficient information about children with external organisations and agencies. Specialist investigations are supervised to identify risk and vulnerability and ensure investigations and victim care plans are carried out. However, scrutiny of these plans is not always recorded. The force sometimes fails

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

³¹ The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law

to ensure that appropriate ongoing specialist safeguarding arrangements are in place for vulnerable victims.

On a more positive note, HMIC found that frontline officers and staff understand how to identify and protect those who are vulnerable and work positively in relation to vulnerable victims. Offences are investigated to a good standard by people with the right skills and with manageable workloads.

Cause of concern

Nottinghamshire Police is failing to respond appropriately to some people who are vulnerable and at risk at the initial point of contact. This means that early opportunities to safeguard victims and secure evidence at the scene are being missed, and victims are being put at risk.

Recommendations

To address these causes of concern, HMIC recommends that the force should take immediate steps to ensure that:

- it improves its initial assessment and response to incidents involving all vulnerable people, by ensuring that staff working in call handling understand and complete assessments of threat, risk and harm to appropriate standards, consistently record them on force systems and are supervised effectively;
- its response to incidents is determined by this initial assessment of risk in order to ensure victims are kept safe, and not by the availability of response officers.

Areas for improvement

- The force should ensure that officers and staff understand how children can be affected by domestic abuse, and that there is a process to ensure they undertake safeguarding actions and make referrals to other organisations which have a role in safeguarding.
- The force should improve the way it works with partner organisations to share information and safeguard victims of domestic abuse and their children, specifically in relation to addressing the backlog of cases that require further assessment and referral to other organisations.
- The force should improve its approach to safeguarding victims of domestic abuse who are assessed as high risk. It should review the referral process to multi agency risk assessment conferences to ensure that victims of domestic abuse are not being placed at risk as a result.
- The force should work with partner organisations to improve its understanding of the nature and scale of vulnerability within its local area.

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

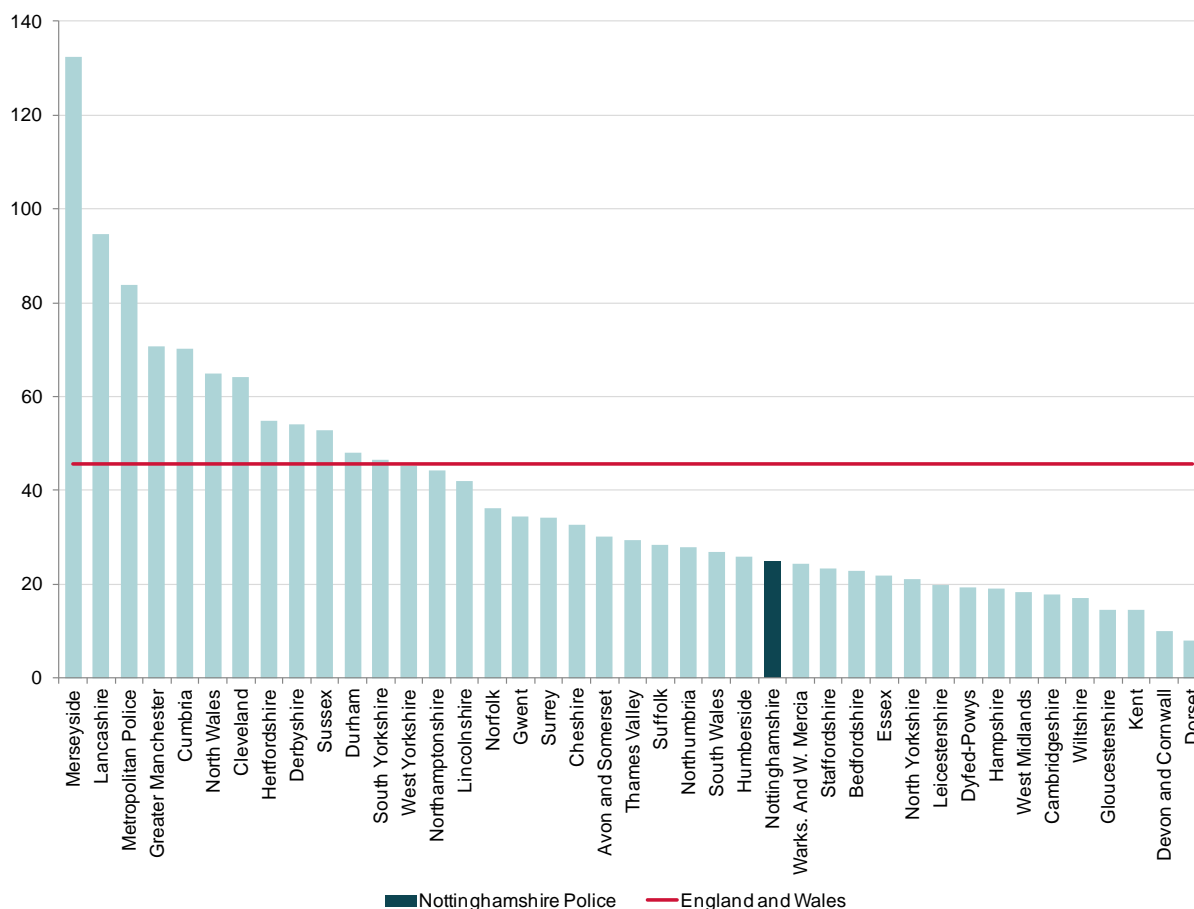
Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime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

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

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

As at 1 July 2016, Nottinghamshire Police was actively disrupting, investigating or monitoring 25 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales. OCGs are mapped by a team in the East Midlands Special Operations Unit (EMSOU), so there is a consistent approach with other forces in the region. The force understands serious and harmful criminality and shares information about it with other organisations, and it is tackling it effectively.

Figure 8: Organised crime groups per one million population, by force, as at 1 July 2016³²



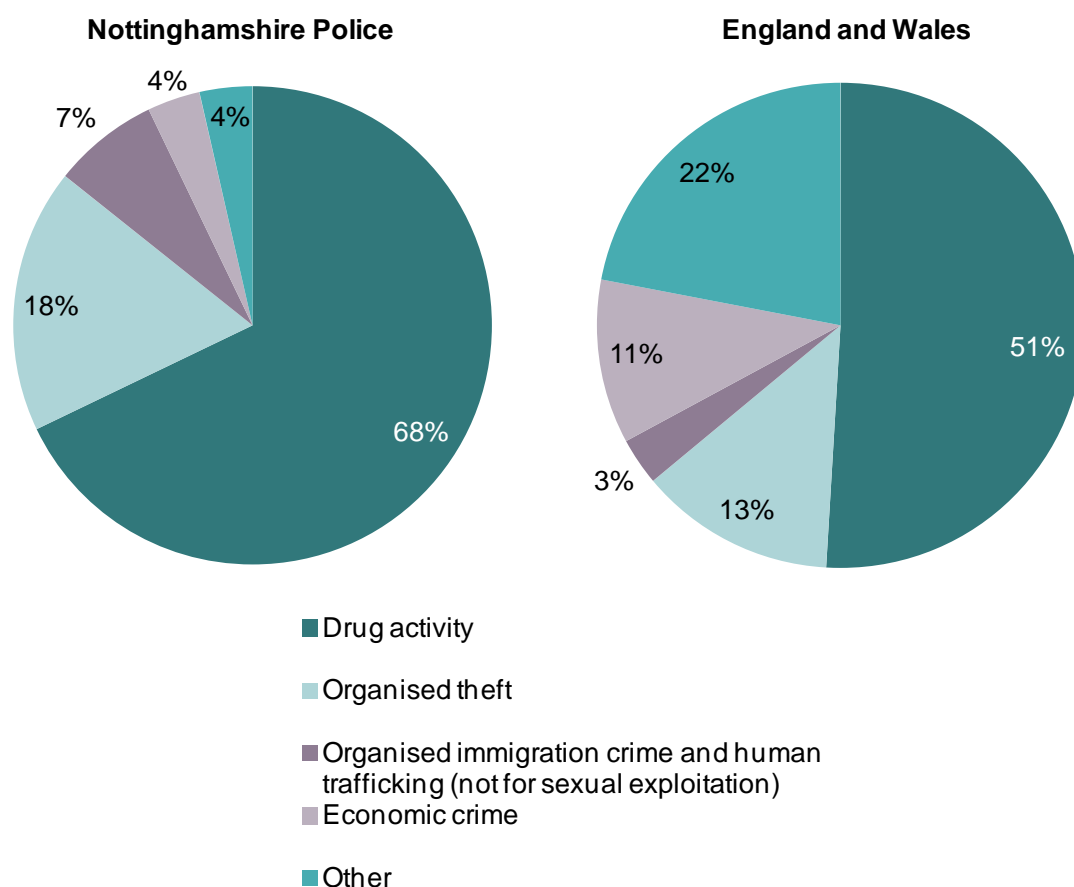
Source: HMIC data return

For further information about these data, please see annex A

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed by Nottinghamshire Police as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

³² City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

Figure 9: Active organised crime groups by predominant crime type in Nottinghamshire, as at 1 July 2016



Source: HMIC data return

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

In HMIC's 2015 inspection of how effective Nottinghamshire Police was at tackling serious and organised crime, we found that it had a good understanding of serious and organised crime, responded effectively and had good arrangements in place to manage and deter people from being drawn into organised crime. The force continues to tackle serious and organised crime well, and has made some improvements.

The force assessment of the threat from serious and organised crime is developing. It is effective at managing many of the components necessary to respond to organised crime and it is able to prioritise organised crime groups (OCGs) for intervention, although the link to the strategic assessment is not clear. It has not yet adopted the MoRiLE³³ risk assessment process, which is the preferred model of

³³ The 'management of risk in law enforcement' process, developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

assessment within the East Midlands region. The force currently assesses the threat and risk from organised crime using a risk assessment methodology which does not consider the capability or capacity of the force to deal with the problem, and is limited in how it assesses vulnerability in its communities.

The force makes good use of intelligence to develop its organisational understanding of the threat posed by OCGs. Intelligence is predominantly developed through specialist officers, some of whom are specially trained in gathering information from online sources. Intelligence submitted by other frontline resources, including neighbourhood teams, is also used well and there is a greater emphasis on gathering intelligence against those OCGs involved in newer threats such as child sexual abuse, modern slavery, foreign national offenders and cyber-crime. Officers are briefed on these newer threats and submit intelligence to help build a better assessment of activity. The Operation Vanguard team carries out effective intelligence gathering and enforcement activity using a range of sources to develop the intelligence picture in relation to OCGs. There are arrangements with neighbourhood teams and a good exchange of information between the probation service, trading standards, city council housing staff and the prostitution taskforce.

The force's intelligence function is complemented by a regional intelligence team, which is part of the EMSOU. This regional team adds further intelligence to that held by the force, sometimes from other forces and partner organisations, for example, from the government agency intelligence network (GAIN). This helps Nottinghamshire Police produce a more accurate and detailed picture of serious and organised criminality in the force area. There are also police officers from the EMSOU working in prisons, so Nottinghamshire Police is able to monitor offenders better and maximise opportunities for disruption of OCGs within prisons.

Nottinghamshire is one of five forces within the East Midlands that gathers and submits intelligence to the EMSOU, which assumes responsibility for their OCG mapping. This affords a good degree of consistency, enhanced intelligence sharing, and a better understanding of the threats across the region. However, in last year's report we identified that, although the mapping process is carried out thoroughly by the regional team, it is sometimes unnecessarily lengthy. The time taken to complete this mapping process has not improved over the last twelve months and, while this does not impede the force in carrying out urgent activity against OCGs, it means that the full range of tactics available through regional arrangements may not be immediately used.

Last year, we said that the force should improve neighbourhood teams' awareness of OCGs in their communities to ensure that they can reliably identify these groups, collect intelligence and help to disrupt their activity. This year, we found an improved awareness of OCGs amongst neighbourhood teams. Neighbourhood inspectors are included at meetings where OCGs are discussed and they take responsibility for local activity aimed at tackling organised crime. Neighbourhood teams are better

able to spot the signs of potential organised crime, collect intelligence and disrupt activity where appropriate.

Last year, the force created a local profile³⁴ of serious and organised crime in line with national guidance, and this was shared with local partner organisations to develop a better understanding of serious and organised crime in Nottinghamshire. In HMIC's 2015 inspection report, we said that the force should add relevant data from partner agencies to its local profile, and ensure that it had a local partnership structure in place with responsibility for tackling serious and organised crime.

This year, we found that there is now a more established local partnership structure with responsibility for tackling serious and organised crime. Arrangements in the city are more advanced than those in the county area and there are plans to merge both groups. There is a draft local profile which examines the majority of the serious and organised crime threats described in the force's strategic assessment. It only covers the city and urban areas of the county, but this includes all the OCGs that are currently mapped. Data for the profile has been drawn primarily from OCG mapping and there are some references to 'partner perspectives', but these lack detail. The force explains that limited information is provided by partner organisations and further partnership data is required to improve the profile and expand it so that it covers the whole force area. This means the profile is limited in how it can assist the police and partner organisations to identify the effect of organised crime groups.

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

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

Nottinghamshire Police's response to serious and organised crime is good. There is effective governance and oversight of serious and organised crime at chief officer level. There is a serious and organised crime partnership board and the force has developed excellent working relationships with both the EMSOU and the National

³⁴ Local profiles should be produced by each police force area. Forces should use them to develop a common understanding among local partners of the threats, vulnerabilities and risks, provide information on which to base local response and local action plans, support the integration of serious and organised crime activity into day-to-day policing, local government and partnership work, and allow a targeted and proportionate use of resources. For further information see www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

Crime Agency. Meetings at force level are used effectively to assign tasks and monitor progress. The force has access, through the EMSOU, to specialist regional capabilities such as surveillance, covert policing and asset recovery in order to disrupt OCGs. Nottinghamshire Police also has some specialist capabilities of its own in these areas which are additional to those provided at a regional level; however, it has yet to complete an action plan in response to a recommendation in HMIC's 2015 report on Regional Organised Crime Units³⁵ about the potential for duplication of specialist capabilities between the force and the EMSOU. The force is itself prepared against serious and organised crime threats, for example, with partner organisations, and it has tested its preparedness against a cyber-attack.

Police activity in Nottinghamshire is having a positive impact on serious and organised crime. All OCGs that are identified in the Nottinghamshire Police area, and which remain under the management of the force, have a lead responsible officer (LRO) assigned to them of at least inspector level, who is involved in all intelligence requirement decisions. It is usual for higher-level OCGs to be investigated by the force's serious and organised crime task force, which is staffed by experienced and skilled detectives. Lower-level OCGs are now managed by neighbourhood inspectors. The force uses a structured approach based on the nationally recognised operating model of the 4Ps approach (pursue, prevent, protect, prepare) set out in the Home Office serious and organised crime strategy. An investigation we observed as part of our inspection showed a co-ordinated approach with partner organisations and other forces to ensure that disruption activity was sustained. LROs have a good awareness of suitable tactics and have access to the National Crime Agency disruption manual. Disruption activity is recorded according to national guidelines and is reported every three months. The effects of this activity and the range of tactics used are analysed, and good practice and learning are explained through reports submitted at the end of investigations.

How effectively does the force prevent serious and organised crime?

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

³⁵ *Regional Organised Crime Units. A review of capability and effectiveness.* HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/regional-organised-crime-units/

Nottinghamshire Police works well with partner organisations to disrupt, dismantle and investigate OCGs. There are also good examples of working with partner organisations to tackle the activities of OCGs. The force recognises that a multi-tiered response to OCGs and deterring people at risk of being drawn into organised crime is critically important. The Operation Vanguard Plus team knows the identity of criminals involved in OCG activity, which enables it to explore prevention work with vulnerable family members. The team is staffed by police officers, police and community support officers (PCSOs), probation, city housing and trading standards staff, the youth offending team and the prostitution taskforce; they exchange intelligence in order to divert some of the peripheral and more vulnerable members of organised crime groups away from a life of crime. They take referrals from the children and young person's panel and work closely with the 'troubled families' team; one of the PCSOs has become a 'Priority Family Worker'. Three voluntary organisations also assist officers and staff, working with younger gang members to deter them from committing serious and organised crime.

There are good initiatives, jointly with other agencies, to reduce gang culture and its associated violence, and to deter people from joining street gangs. This represents a change in direction over the last 18 months, towards individuals who are at risk of entering an organised crime group. An evaluation of its effectiveness has not been completed, although after a murder in the Asian community last year, the team reports a positive response in reducing tension and diverting young men, by using a local diversion scheme provided by partner organisations working in the community, designed to keep people away from engaging in criminal activity.

In contrast to the Operation Vanguard Plus team, the Operation Vanguard team primarily deals with the intelligence and enforcement requirements that emerge from organised crime group activity. While staff in this team are aware that the force's priorities are to cut crime and keep people safe, they have limited knowledge of the national serious and organised crime priorities. Work assignments do not routinely assess the threat, harm and risk of the organised crime group or its impact on local communities. HMIC is concerned that the Operation Vanguard team does not currently use a structured approach to risk management to identify priority offenders. As a result, those potential offenders who pose the most risk to the community may not be identified and the risks that they pose may not be managed effectively.

The force has been taking a longer-term approach to OCG management. It makes use of serious crime prevention orders (SCPOs)³⁶ and is developing a systematic approach to the lifetime management of offenders. The EMSOU is also currently reviewing its approach in order to create a more joined up and consistent process

³⁶ A court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person, for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

across the region. LROs will have responsibility for the lifetime management of an OCG offender and the proactive use of ancillary orders, for example SCPOs, will be part of their role to ensure compliance.

Protective advice is provided to at-risk groups, for example, PCSOs go to schools and give advice and guidance on knife crime and its links to urban street gangs. Briefings are provided to the local press and radio, and anti-gang messages are among the techniques used to assist communities. There are also helpful advice messages on the force's website. The force effectively publicises the tangible improvements and preventative steps it is taking on serious and organised crime with local communities. The force always publicises convictions, for example, convictions relating to a conspiracy to supply cocaine and the seizure of weapons. The decision on when information is released and its relevance to how effectively it provides community reassurance is made on a case-by-case basis and is based on its effect against continuing operational activity.

Summary of findings



Good

Nottinghamshire Police is good at tackling serious and organised crime; the force was also graded as good in this area in 2015. The force has continued to invest in its own specialist officers to tackle serious and organised crime and it has access to an extensive range of specialist policing capabilities provided by the East Midlands Special Operations Unit (EMSOU).

The force has raised awareness among frontline officers and staff on organised crime group activity in their local areas and this improves co-ordinated activity and leads to a better intelligence picture. However, the force needs to develop its approach and extend its understanding of the threats and problems posed by serious and organised crime in Nottinghamshire, with partner agencies contributing their data fully.

Force activity has a positive effect on tackling serious and organised crime. A management plan is used and disruption activity is recorded and analysed to examine the effect of this activity. Good practice and learning are shared. However, risk management to identify priority offenders is not well understood and, as a result, those potential offenders who pose the most risk to the community may not be identified and the risks may not be effectively managed.

Good use is made of serious crime prevention orders (SCPOs), and the force is developing a systematic approach to the lifetime management of offenders. The EMSOU is currently reviewing how it can create a more joined up and consistent process across the region.

The force works well with partner organisations to prevent people from becoming involved in serious and organised crime by providing protection advice and publicising successful operations.

Areas for improvement

- The force should further develop its serious and organised crime local profile in conjunction with partner organisations to enhance its understanding of the threat posed by serious and organised crime.
- The force should complete an action plan that sets out the steps it will take to maximise use of regional organised crime unit capabilities, minimise duplication at force level, and ensure that the use of shared regional organised crime unit (ROCU) resources is prioritised effectively between forces in the East Midlands region.

How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)³⁷ specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

In HMIC's 2015 effectiveness inspection, we found that the force had the necessary arrangements to ensure it fulfilled its national policing responsibilities and tested its preparedness. The force has continued to build on these arrangements and the national threats are included in the annual strategic intelligence assessment; chief officers take responsibility for threats specified within the SPR.

Analysis is conducted on all the national threats at both force and regional level and vulnerabilities are identified and assessed in a document called a problem profile. Regionally, the EMSOU has a good understanding of regional threats and is rigorous and inclusive in its approach to assessing these. There is good alignment of activity with national and regional priorities. At force level, the profiles bring together intelligence and make sound assessments, although two threat areas – child sexual abuse and serious and organised crime – suffer from a reliance on police data, with only limited data from local partner agencies to develop a good understanding of the threat.

³⁷ The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

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

There are good procedures in place which enable Nottinghamshire Police to test its own preparedness for responding to national threats specified within the SPR. It regularly exercises and tests its public order, firearms and civil emergencies response across the region and with partner organisations. As part of the local resilience forum, a community risk register for Nottingham city and Nottinghamshire provides guidance to the community on a range of potential risks including, for example, detailed local plans to respond to flooding and fuel shortages. There are business continuity plans in place for critical areas, such as in the force control room, so that 999 and 101 calls can be answered if there is a loss of power or IT systems. There is regular testing of the force's IT systems to ensure they cannot be compromised and they are resilient to a cyber-attack.

The force is conducting a review of its capabilities required to fulfil its national policing requirements. In 2016, it changed to a new skills-recording system and training records were not all transferred over. The review aims to ensure that the force has the appropriate levels of specially-trained staff in place to enable it to contribute and respond to national policing demands. All training requests are approved against a needs assessment linked to the national policing requirements to ensure that the levels of appropriately trained and skilled officers and staff are maintained in the future.

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

Nottinghamshire Police works collaboratively with Leicestershire, Lincolnshire and Northamptonshire police forces for a range of operational policing services. Specialist firearms, road policing and dog patrol officers and staff from the forces work together as part of the East Midlands Operational Support Services (EMOpSS). The collaborative arrangement was established in May 2015 and the region has well-defined firearms governance arrangements. The region completes an annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The assessment is compliant with the College of

Policing guidelines and the Home Office codes of practice. It uses appropriate intelligence sources to assess threat and risk and includes an analysis of iconic sights and crowded places, for example, sports events, which it grades in order to identify more important sites.

The assessment was last reviewed in February 2016 in the light of revised armed policing assumptions following the attacks in Paris in October 2015. However, the assessment found that the actual number of firearms officers is currently below the required figure specified in the APSTRA as a result of some officers leaving in the last six months to join neighbouring metropolitan forces. Recruitment began in April 2016 and a further intake in January 2017 is expected to bring the number of firearms officers to the required level.

The EMOpSS policing region is well prepared to respond to a firearms attack and has formal arrangements in place with Derbyshire Constabulary and other neighbouring forces to mobilise effectively. The threats posed from a firearms attack are adequately assessed and EMOpSS has a comprehensive testing and exercising regime. The training unit is compliant with the national firearms training curriculum and officers from one force train at different sites with officers from the other forces in the collaborative arrangement. Simulated and live exercises involving the military and emergency services take place regularly to test skills and interoperability. The region trains all its control room inspectors as commanders in the event of a surprise firearms attack. All firearms commanders attend regular training, including joint agency training and marauding terrorist firearms attack training. We found that firearms commanders in the control room are confident in their response and know the requirements to provide mutual aid and support when responding to regional and national threats. Equally, there is good awareness and testing of plans when resources are required from outside the EMOpSS region.

Leicestershire Police and Nottinghamshire Police are part of the national armed policing uplift programme. The EMOpSS region is implementing an interim plan and has already increased its firearms capability with officers working overtime. As new officers are recruited, the need for overtime will be reduced to achieve the uplift by March 2017.

Summary of findings

Ungraded

Nottinghamshire Police has effective specialist capabilities and is generally well prepared to deal with complex and strategic threats. The force has assessed all the threats identified in the *Strategic Policing Requirement*, although there is a lack of depth and breadth to some of the assessments because they lack partnership data and input. There are good arrangements in place to lead the force's response to

such threats. The force tests and exercises its response to these threats on a regular basis with other emergency services and partner organisations, like the fire and rescue service and the military.

The force is part of a collaboration called the East Midlands operational support services, which has adequately assessed the threat of an attack requiring an armed response. Plans are in place to increase firearms capability by March 2017. Progress is being made with an interim plan and the recruitment of officers to achieve the budgeted number of firearms officers.

Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency and legitimacy. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL effectiveness inspection will be used to direct the design of the next cycle of PEEL effectiveness assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess how forces keep people safe and reduce crime to ensure our findings are comparable year on year.

Annex A – About the data

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

Where HMIC has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance:

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Data in the report

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

Survey of police staff

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample which means that results may not be representative of the population. The number of responses varied between 8 and 2,471 across forces. Therefore, we treated results with caution and used them for exploring further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 331 to 429 in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey will be shared on our website by summer 2017:

www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/

Review of crime files

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

Force in numbers

A dash in this graphic indicates that a force was not able to supply HMIC with data.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 forces. In 2016, the questions contained a different breakdown of instances where the police were called to an incident compared to the 2015 data collection, so direct comparisons to the equivalent 2015 data are not advised.

Recorded crime and crime outcomes

These data are obtained from Home Office police-recorded crime and outcomes data tables for the 12 months to 30 June 2016 and are taken from the October 2016 Home Office data release, which is available from:

www.gov.uk/government/statistics/police-recorded-crime-open-data-tables

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

Figures about police-recorded crime should be treated with care, as recent increases are likely to have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

For crime outcomes, Dorset Police has been excluded from the England and Wales figure. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in Spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Other notable points to consider when interpreting outcome data are listed below and also apply to figure 4.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf
- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.
- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from:

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforcesareadatatables

All police forces record incidents of anti-social behaviour reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Incidents are recorded under NSIR in accordance with the same 'victim focused' approach that applies for recorded crime, although these figures are not subject to the same level of quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with anti-social behaviour incidents (for example, local authorities and social landlords); incidents reported to these agencies will not generally be included in police figures.

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

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.
- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the

November 2016 release of anti-social behaviour incidents data in the link above.

- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

Domestic abuse

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.

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

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

These data were collected directly from all 43 forces. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

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

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on 1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

Victim satisfaction

Forces were required by the Home Office to conduct satisfaction surveys with specific victim groups. Force victim satisfaction surveys are structured around principal questions exploring satisfaction responses across four stages of interactions:

- initial contact;
- actions;
- follow-up;
- treatment plus the whole experience.

The data used in this report use the results to the question relating to the victim's whole experience, which specifically asks, "Taking the whole experience into account, are you satisfied, dissatisfied, or neither with the service provided by the police in this case?"

The England and Wales average is calculated based on the average of the rates of satisfaction in all 43 forces.

Figures throughout the report

Figure 1: Police-recorded crime rates (per 1,000 population) for the five year period to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 2: Police-recorded crime rates (per 1,000 population) for the 12 months to 30 June 2016

Please see 'Recorded Crime and Crime Outcomes' above.

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015

Please see 'Anti-social behaviour' above.

Figure 4: Proportion of outcomes assigned to offences recorded, in 12 months to 30 June 2016, by outcome type

Please see 'Recorded Crime and Crime Outcomes' above.

The outcome number has been provided to improve usability across multiple publications and is in line with Home Office categorisation.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

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

Please see ‘Recorded Crime and Crime Outcomes’ above.

In addition, it is important to understand that the percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences. The category of evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

Figure 6: Percentage of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016

Please see ‘Recorded Crime and Crime Outcomes’ above.

The number of offences identified with a vulnerable victim in a force is dependent on the force’s definition of vulnerability.

City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for the number of recorded crimes with a vulnerable victim identified. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

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

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 12 months to the 30 June 16 due to transferring to a different crime management system. Their previous system did not record vulnerability. Therefore, these are the most reliable figures it can provide.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016

Please see ‘Domestic abuse’ above.

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic

abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

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

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.
- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

Figure 8: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 9: Active organised crime groups by predominant crime type, as at 1 July 2016

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.