PEEL: Police effectiveness 2016

An inspection of Hampshire Constabulary

Contents

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 Hampshire Constabulary.

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/hampshire/).

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[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

Hampshire Constabulary	England and Wales
202	240

Crime (excluding fraud)

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

Hampshire Constabulary	England and Wales
68	68

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

Hampshire Constabulary	England and Wales
+10.9%	+7.8%

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

Hampshire Constabulary	England and Wales
+0.4%	-3.4%

Crime outcomes*

Charged/summonsed

Hampshire Constabulary	England and Wales
9.1%	12.1%

Evidential difficulties: suspect identified but victim does not support action

Hampshire Constabulary	England and Wales
22.5%	10.6%

Investigation completed but no suspect identified

Hampshire Constabulary	England and Wales
40.2%	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

Hampshire Constabulary	England and Wales
23	31

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

Hampshire Constabulary	England and Wales
27	34

Domestic abuse

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

Hampshire Constabulary	England and Wales
11	16

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

Hampshire Constabulary	England and Wales
12.9%	11.1%

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

Hampshire Constabulary	England and Wales
10.0%	10.0%

Organised crime groups

Organised crime groups per million population as at 1 July 2016

Hampshire Constabulary	England and Wales
19	46

Victim satisfaction rate

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

Hampshire Constabulary	England and Wales
79.5%	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 judgment[2]

⬤⬤◯◯ **Requires improvement**

Hampshire Constabulary 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.

The force should be commended for its commitment to neighbourhood policing and it has improved how it tackles serious and organised crime. It generally protects vulnerable people[3] well. However, HMIC has serious concerns about the way in which the force is supporting some victims of domestic abuse. The force needs to take action to address the low arrest rates for domestic abuse related crimes and the disproportionately high number of investigations that are not progressing due to the victim not supporting police action.

Overall summary

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

How effective is the force at investigating crime and reducing re-offending?   ⬤⬤◯◯ **Requires improvement**

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?   ⬤⬤◯◯ **Requires improvement**

How effective is the force at tackling serious and organised crime?   ⬤⬤⬤◯ **Good**

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

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[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.

Hampshire Constabulary requires improvement overall in its effectiveness. Since our 2015 inspection the performance of the force has deteriorated in some important areas, especially in the way that it responds to some victims of domestic abuse.

Overall the force is good at preventing crime, tackling anti-social behaviour and keeping people safe. Its successful approach in these areas is based on a collaborative problem-solving approach, which involves working closely and sharing information with partner agencies such as local authorities, housing associations and health services. This helps the force to understand the threats facing its communities, keep people safe, and successfully reduce anti-social behaviour.

The force is to be commended for its commitment to neighbourhood policing. It engages very well with the community and uses tailored methods (such as formal public consultation meetings, less formal events such as 'coffee with cops' and social media) to make sure that it understands and responds to the public's needs. The force is good at identifying and using best practice and is putting more sophisticated methods in place to review success.

However, HMIC has significant concerns about the way that the force responds to some vulnerable victims. It has unacceptably low arrest rates for crimes relating to domestic abuse and a very high proportion (over 60 percent) of domestic abuse cases where cases do not proceed on the grounds that 'the victim does not support police action'. The proportion of domestic abuse incidents that result in arrest or formal police action has reduced markedly over the last year and is now the lowest in England and Wales. This means that some victims of domestic abuse in Hampshire may not be receiving adequate support through the use of police powers of arrest, prosecution or out of court action; far fewer offenders are being brought to justice compared to the rate across England and Wales as a whole. The force would have been judged as inadequate overall in how it protects vulnerable people, had it not already identified the problem and started to take steps to address the concerns before our inspection began. There remains much for the force to do.

HMIC also has concerns about the force's practice of conducting some domestic abuse risk assessments over the telephone rather than face-to-face. In some of the cases we examined, the full extent of the risk to the victim and any children involved was not fully identified, and actions taken to deal with the perpetrator were inappropriate. These failings present risks to victims which we drew to the attention of the force. We note that the force has now decided to suspend this practice.

Despite the concerns around how the force deals with some aspects of domestic abuse, protecting vulnerable people is a priority for the force. It is good at identifying people who might be vulnerable and staff have a good understanding of how to respond. The force works innovatively to protect some of the most vulnerable people and has robust systems to ensure those people vulnerable to sexual exploitation and who are suffering from mental illness are safeguarded.

The way in which Hampshire Constabulary investigates crime is another area that requires improvement, although its arrangements to prevent further offending by persistent offenders and to protect the public from dangerous offenders are good. The force's performance in some important areas has deteriorated markedly since last year. The number of offenders who are arrested by the force has declined over the last 12 months and a smaller proportion of offenders are dealt with through the criminal justice system than in many other parts of England and Wales.

The force is good at tackling serious and organised crime with processes in place to identify relevant threats from serious and organised crime. It is increasing its use of partnership data to improve its understanding of these threats. Neighbourhood officers' involvement both in tackling serious and organised crime and in raising awareness is particularly good. The force works well with other agencies and has initiatives in place to deter people from being drawn into serious and organised crime.

Hampshire Constabulary is well prepared to respond to national threats under the *Strategic Policing Requirement*[4] and has appropriate exercise, testing and training arrangements in place at local, regional and national levels. The force works well with partner organisations and other forces in the region to coordinate its activities. It is very well prepared to respond to incidents requiring an armed response.

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[4] The *Strategic Policing Requirement* (SPR) focuses on those areas where government has a responsibility for ensuring that sufficient capabilities are in place to respond to serious and cross-boundary threats. It supports chief constables and police and crime commissioners in balancing local and national priorities. *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

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 Hampshire?

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

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has increased by 0.4 percent in Hampshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 1.5 percent in Hampshire, 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 Hampshire, for the five year period to 30 June 2016
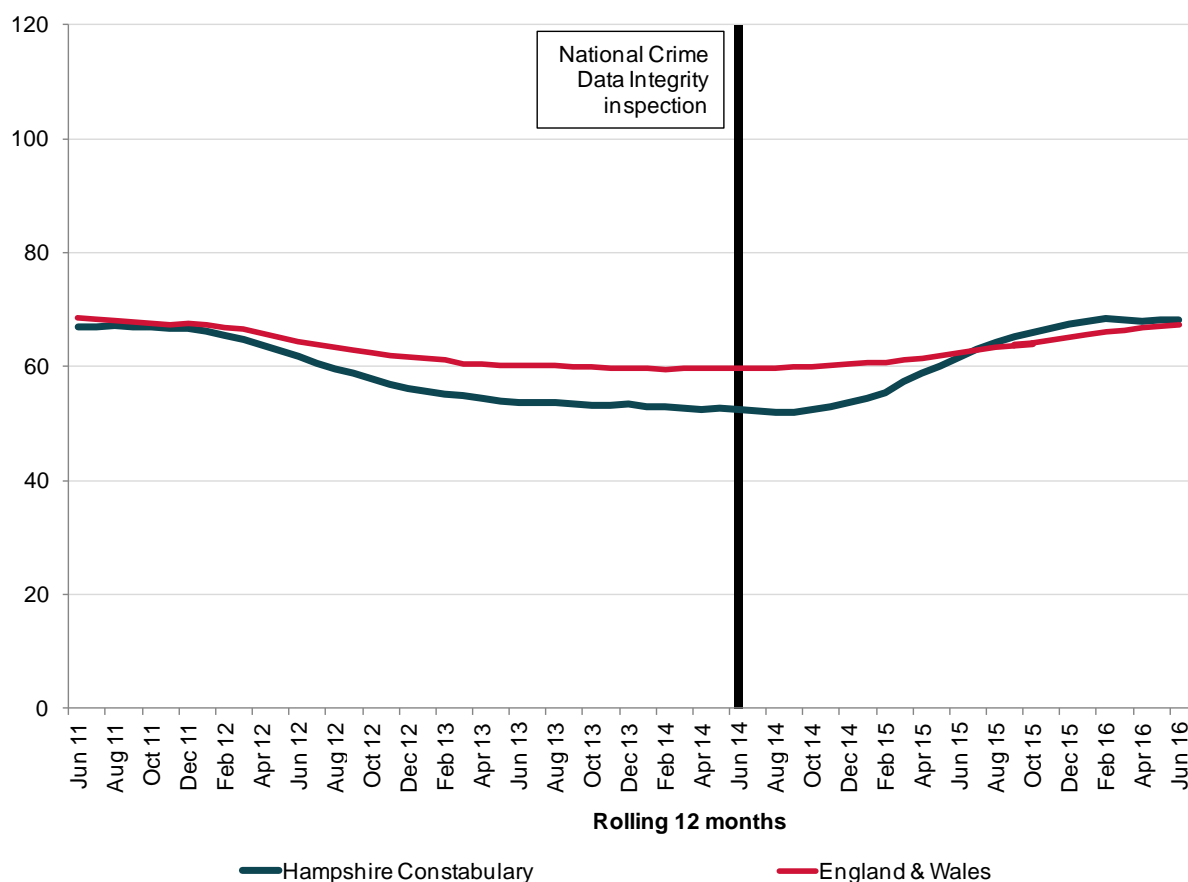
Source: Home Office data
For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Hampshire increased by 10.9 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 Hampshire 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 Hampshire, for the 12 months to 30 June 2016

Rates per 1,000 population	Hampshire Constabulary	England and Wales
Recorded crime (excluding fraud)	68.3	68.2
Victim-based crime	58.8	60.4
Sexual offences	2.1	1.9
Assault with injury	9.0	7.0
Burglary in a dwelling*	4.3	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
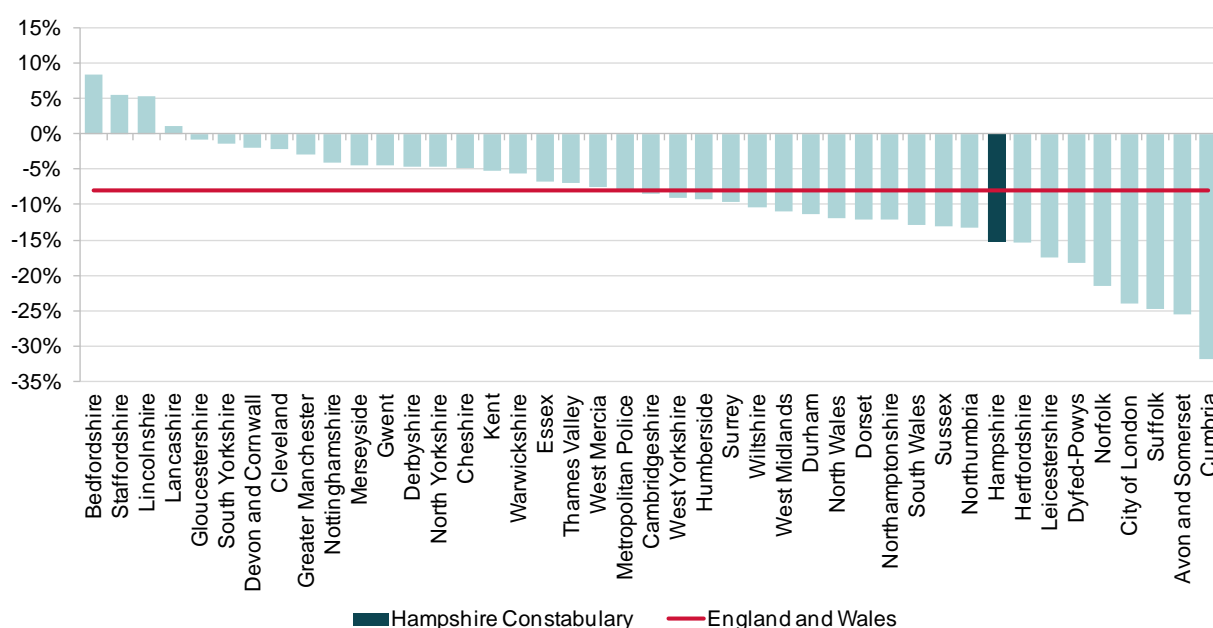
Source: Home Office data
For further information about these data, please see annex A

In the 12 months to 31 March 2016, Hampshire Constabulary recorded 23 incidents of anti-social behaviour per 1,000 population. This is 15 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.

Recorded anti- social behaviour has reduced in Hampshire over the previous 12 months to a greater extent that in most other forces in England and Wales, which indicates that it is effectively tackling antisocial behaviour within its communities.

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 Hampshire Constabulary understand the risk posed to its communities?

Hampshire Constabulary has a highly developed understanding of the communities it serves and works well with partner organisations (such as local authorities, or health and education services) to identify those groups and individuals who are at greatest risk. The force has 11 local policing areas, each led by a senior police officer who works with other agencies, such as the local council, to tackle crime and anti-social behaviour. This officer is also responsible for the police officers and police community support officers (PCSOs) who are dedicated to working in local neighbourhoods. These teams have geographical responsibility and knowledge of their areas and the communities within them. We found that they are rarely required to perform duties away from their neighbourhoods. The force should be commended, because the public of Hampshire can be confident that each area has dedicated officers who are active in solving local problems and protecting vulnerable people.

The force generally follows College of Policing guidance in respect of how it uses PCSOs. They carry a small number of crimes for investigation but this does not appear to prevent them from concentrating on working within communities, and there are few occasions when they are taken away from their local prevention activity.

This consistency of approach and the investment that the force has made into these teams means that it has a good understanding of the threats facings its communities. We were impressed by how data on each neighbourhood from the force's crime

recording system are combined with data from Safety Net, a partnership IT system5 to identify local threats facing its communities. This is supported by the force intelligence department, which analyses the threats facing each area, allowing resources to be focused on the most important.

Since HMIC's 2015 effectiveness report, Hampshire Constabulary has continued to increase its knowledge of new and emerging threats to its communities, such as modern slavery[6] and child sexual exploitation. It has used information from partner agencies to refine its understanding of these threats, and we found that all of the staff we spoke with had a good knowledge of these important areas.

How does Hampshire Constabulary engage with the public?

Hampshire Constabulary is good at engaging with the community and uses tailored methods to engage with the public. Understanding their priorities is important to the force and it continues to improve its performance in this area. It has created a comprehensive strategy describing what it is doing to make sure that it understands the needs of the different communities it serves.

Neighbourhood officers we spoke with were unaware of the force strategy but still displayed a good knowledge of their communities, and we were impressed with the variety of methods in place to engage with the public. These range from formal public consultation meetings such as Police and Communities Together (PACT) to less formal events such as 'coffee with cops', where neighbourhood officers meet the public in a less formal environment. The force recognises that using just one approach to engagement does not fit all communities, and adapts its engagement methods appropriately. For instance, we found good examples of tailored engagement activity for those groups with less trust and confidence in the police, or who are less likely to complain or take part in traditional forms of engagement groups such as college students and Muslim women. The force is using third-party reporting, arranging dedicated meetings and making targeted use of social media.

Overall the force is very good at using social media to engage with the community. Neighbourhood officers have all been provided with smart phones and we found evidence that they use social media such as Facebook, Twitter and Snapchat to engage with the public. Neighbourhood teams have a good presence on the force intranet and over 20,000 members of the public are part of the Hampshire Alert

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[5] The force is actively engaged with partner agencies in collaborative problem solving and uses an IT system called Safety Net to support this. The system enables subscribing agencies including police to share information and intelligence and to identify and respond to identified problems within the community.

[6] Modern slavery includes forced and bonded labour, child slavery, early and forced marriage and all forms of trafficking in persons. This includes, but is not limited to, for the purposes of forced prostitution or other forms of sexual exploitation, forced labour, forced begging, forced criminality, the removal of organs and domestic servitude.

system. This service uses both email and text messages to provide targeted messages to the community about current threats and policing activity, as well as a way for the public to feed back their concerns to the force.

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 slight decrease in public satisfaction with Hampshire Constabulary. Some 402 people were interviewed and 53 percent were very or fairly satisfied with local policing in their area. This is a 3 percent decrease on 2015.[7]

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.

Does the force have a problem-solving approach?

Hampshire Constabulary has a structured and collaborative approach to problem solving, which is well-established in most areas of the force, and a well-developed crime prevention policy. The force's approach to reducing crime and anti-social behaviour is based on a collaborative problem-solving approach, involving working closely with local partner agencies such as councils to create a joint approach to developing, implementing and reviewing solutions.

Problems of crime and disorder are managed through the Safety Net system. Progress made tackling problems or protecting people identified as particularly vulnerable is reviewed at a monthly meeting attended by the force and relevant partner agencies. As part of the inspection we reviewed a number of problem-solving plans and asked neighbourhood staff how they use problem-solving approaches so that we could identify the extent to which structured plans are used. We found that the force is seeing a return on the investment it has put into training its neighbourhood staff in crime prevention and problem-solving plans. Some good examples include where plans have been used to tackle matters such as internet security, street drinking, drug abuse and anti-social behaviour.

Another good example is how neighbourhood officers responded to anti-social behaviour blighting the lives of residents in one block of flats. Officers consulted with local residents to assess the cause of the problem and identified that a local shop

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[7] For further details, see annex A.

was selling alcohol to underage drinkers, and that the lack of CCTV in the flats made it an attractive location for anti-social behaviour because the area was out of public view. This meant the officers were able to target their actions towards the underlying causes of the problem.

Problem-solving plans using the 'victim, offender, location' problem-solving approach8 with regular supervisory updates are present in most cases. This is more evident than during HMIC's 2015effectiveness inspection. However, the use of this approach is not totally consistent, and there are examples where community problems are addressed without a structured plan, or without effective supervision.

We found evidence that other parts of the force are becoming involved in the provision of problem-solving activity. We observed how the roads policing unit, the safeguarding team and a voluntary sector organisation dedicated to helping victims of domestic abuse (Aurora New Dawn) support problem-solving activity.

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

Hampshire Constabulary generally uses effective tactics to prevent crime and tackle anti-social behaviour and, to support this, routinely shares information with partner agencies such as housing and health services.

The force has a good understanding of crime and anti-social behaviour hotspots, and provides the intelligence, resources, training and support to allow local policing teams to reduce these hotspots. The force has specific action plans for child sexual exploitation and domestic abuse, each of which is led by a senior officer, to ensure that all staff contribute to tackling these problems.

The force's work with partner agencies such as local authorities to tackle anti-social behaviour is particularly strong. We were impressed to see the work done with community safety partnerships, some of which have dedicated anti-social behaviour co-ordinators working closely with neighbourhood officers to tackle local problems of anti-social behaviour. The Safer North Hampshire partnership is a good example of where this takes place, and its work is supported by regular meetings with local partners such as the local authority, housing associations, charities and businesses to identify and address particular locations and individuals that may be vulnerable.

Neighbourhood staff are trained in crime prevention and have access to a crime prevention knowledge bank, specialist advice and practical crime-prevention measures that they can access on behalf of victims. We found a variety of different initiatives in place to reduce crime and anti-social behaviour, including marking

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[8] This problem-solving technique involves analysing the three elements present in each problem of crime or anti-social behaviour – the victim, the location of the incident and the offender – and assessing how problem-solving activity can have a positive effect on any one of these.

bicycles with the owner's postcode and police cadets in local shops placing crime-prevention leaflets in open bags to highlight the danger of theft.

Neighbourhood officers frequently review reported incidents to identify emerging problems of crime, vulnerability or anti-social behaviour. Most cases requiring a problem-solving approach are recorded on the Safety Net system. This means that consideration will be given in a structured way about how external partners and other parts of the force, can contribute to their resolution.

The way in which the force uses neighbourhood officers to keep people safe is commendable. They safeguard victims of domestic abuse, prevent vulnerable young people becoming victims of child sexual exploitation and help to prevent serious and organised crime in their neighbourhoods through dedicated patrols or intelligence gathering.

The force has provided training to its staff about the different powers it can use to prevent crime and anti-social behaviour. It frequently makes applications for civil injunctions and criminal behaviour orders in partnership with other agencies. For example, in 2015 local officers identified begging as a community priority in Southampton city centre and provided evidence for the city council to obtain a public spaces protection order to prevent it. This has been in force since July 2016 and several prosecutions have now taken place using penalty notices for disorder, this is a good example of making positive use of new powers to deal with anti-social behaviour.

During the past year, the force's partner agencies have secured over 70 different additional orders (known formally as ancillary orders) such as criminal behaviour orders and civil injunctions. This is a powerful demonstration of the strength of partnership working to tackle crime and anti-social behaviour in Hampshire and the Isle of Wight.

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

Hampshire Constabulary is good at identifying and using best practice and is putting more sophisticated methods in place to review success.

The force implemented a new operating model in 2015 so that it could provide a more efficient service to the public. To achieve this, it incorporated recognised best practice in neighbourhood policing into its own working practices, which is evident in its use of problem-solving techniques, the access to crime prevention advice both online and from problem-solving advisors, and through its partnership working. The success of these tactics is subject to continuing evaluation through the scrutiny of problem-solving plans on the Safety Net system. There are online resources for staff about successful operations and crime prevention tactics, which can be found on the Safety Net system, and a wider 'what works' knowledge bank on the force intranet.

The force has recently developed a new crime prevention strategy, detailing best practice to reduce crime and tackle anti-social behaviour. The strategy includes a review process for problem-solving initiatives and the results of analysis are made available for staff in the intranet knowledge bank.

The force uses academic research and new technology to identify areas of highest risk and priority. A predictive model is in development using a crime harm index developed through Cambridge University and Northamptonshire Police. This should be in place by April 2017 and will allow mapping that draws on a range of factors to identify vulnerability across Hampshire and inform effective resourcing decisions. This approach was piloted in Portsmouth, where the model identified that extra resourcing was required in the Charles Dickens ward and resulted in investigators being allocated to the neighbourhood team.

Summary of findings

Good

Hampshire Constabulary is good at preventing crime, tackling anti-social behaviour and keeping people safe; some elements of its work in this area are outstanding. It has a good understanding of the threats facing its communities based on its own and partner organisations' information.

Neighbourhood officers are allowed to concentrate on preventing and reducing crime and anti-social behaviour in their areas. They are well trained and increasingly communicate with groups less likely to engage with the police, adapting engagement methods if necessary, such as by making good use of social media.

Staff use a joint IT system well to work closely with partner organisations to tackle crime and anti-social behaviour. In most cases, but not all, they use structured problem-solving models, and supervisory arrangements would benefit from greater consistency.

Neighbourhood officers have access to crime-prevention advice and resources that can be used to protect vulnerable people and prevent offending. Other parts of the force contribute to problem-solving activity, although this is not consistent across the entire organisation.

The force has started to use predictive policing to identify its most vulnerable locations. HMIC will be interested to see how the use of a harm index affects how the force deploys its resources.

Areas for improvement

- The force should improve the consistency and supervision of its problem-solving process to enable it to tackle crime and anti-social behaviour more effectively.

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/khat[9] 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

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

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 Hampshire Constabulary, in 12 months to 30 June 2016, by outcome type[10,11]

Outcome number	Outcome type / group	Hampshire Constabulary	England and Wales
1	**Charged/Summonsed**	**9.1**	**12.1**
4	**Taken into consideration**	**0.1**	**0.2**
	Out-of-court (formal)	**2.7**	**3.2**
2	Caution - youths	0.5	0.4
3	Caution - adults	1.8	2.3
6	Penalty Notices for Disorder	0.4	0.6
	Out-of-court (informal)	**2.5**	**3.6**
7	Cannabis/Khat warning	0.9	0.9
8	Community Resolution	1.6	2.8
*	**Prosecution prevented or not in the public interest**	**2.6**	**1.8**
	Evidential difficulties (victim supports police action)		
15	Suspect identified	8.8	8.3
	Evidential difficulties (victim does not support police action)	**24.6**	**13.8**
16	Suspect identified	22.5	10.6
14	Suspect not identified	2.0	3.2
18	**Investigation complete – no suspect identified**	**40.2**	**47.4**
20	**Action undertaken by another body / agency**	**1.8**	**0.6**
21	**Further investigation to support formal action not in the public interest**	**0.0**	**0.1**
	Total offences assigned an outcome	**92.4**	**91.3**
	Not yet assigned an outcome	**7.6**	**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

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

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

In the 12 months to 30 June 2016, Hampshire Constabulary's use of 'evidential difficulties (victim does not support police action)' and 'action undertaken by another body / agency' was among the highest in England and Wales. Its use of 'charged/summonsed' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

The force also deals with a slightly smaller percentage of offenders through formal or informal out-of-court action. Part of the reason for this may be due to the fact that the force makes the highest use of the outcomes 'evidential difficulties (victim does not support police action)' and 'action undertaken by another body / agency' in England and Wales. The high numbers of victims of crime who do not support the police investigation is a concern to HMIC, and explored in more detail later in this report.

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 initial response from the force to victims of crime is generally good. It uses a structured process to assess incidents well, and usually provides an appropriate response that includes the initial assessment of incidents, capturing forensic opportunities and allocating investigations to appropriately trained staff.

Staff within both the force enquiry centre and the force control room have received training in the national decision model (NDM)[12] and how to assess threat, harm and risk, with decision-making subject to supervision. During our fieldwork we spent time in both the force control room and the force enquiry centre and found that in most

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[12] National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

cases calls for service were dealt with appropriately and assigned to the correct team for further enquiries.

We also found that call handlers have been trained to provide advice to callers about how to preserve evidence, and arrangements for reports of fraud are good. The force ran an operation (Signature) with investigators appointed as points of contact in each investigation centre for fraud, and providing additional support to vulnerable victims of fraud through neighbourhood officers.

In 2015 the force moved fully to its new operating model. This included creating a telephone-based resolution centre to investigate all calls for service assessed by call handlers as not needing an immediate or urgent despatch of a response and patrol officer. Incidents referred to the resolution centre are subject to an early supervisory triage process where an assessment is made of the threat, harm and risk, and of the suitability of dealing with them in the centre. Incidents identified by the call handler as requiring urgent triage are marked as such, and at the time of the inspection there were no incidents over two hours old awaiting triage. HMIC has concerns about how the force initially manages some reports of domestic abuse through the resolution centre; we discuss this in more detail later in this report.

How well do response officers investigate?

When response officers attend scenes of crime in Hampshire they generally conduct a satisfactory initial investigation. However, improvements need to be made in how response officers pass investigations over to investigators. In addition, improvements need to be made in timeliness of investigations which take place from the resolution centre where the process of allocation of some crimes to investigators is too slow, which means that some victims do not receive a good service.

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. HMIC found that in most cases officers carried out satisfactory initial investigations. In almost all cases they gathered relevant evidence, which included digital evidence. We found that there were adequate intelligence and forensic capabilities to support investigations. Staff in the resolution centre are experienced and well trained. Systems are in place to complete any time-critical enquiries (such as the collection of CCTV) before the case is placed in a queue awaiting allocation to an investigator.

At the time of the inspection, the anticipated waiting time between an incident being reported and allocated to an investigator was eight days (with the exception of domestic abuse, which is dealt with within 24 hours). This may indicate that the levels of resources in the centre are not entirely matched to the demand. It is likely that this delay may affect a victim's willingness to support the subsequent investigation.

The majority of calls received for reports of crime are dealt with by the attendance of a response and patrol officer, who will be responsible for the completion of all initial enquiries. In most cases, the crime is then allocated to an investigator in one of the force investigation centres for further enquiries to be made.

The quality of the documentation passed by response officers to investigators containing the evidence gathered so far (known as a handover package) is generally of a good standard, although we were told of occasions where the documentation was incomplete or not of a high-enough quality. This means that sometimes specialist investigators have had to make enquiries that should have been completed by response officers, which adds to their workload and is inefficient. Investigators are also frustrated when, on occasions, body-worn video camera evidence is not forwarded by response officers in a timely way. Our file review indicated that these handovers had not been subject to any supervisory input in the majority cases. The force should ensure that it has robust processes in place to ensure that relevant initial enquiries have been completed and the correct evidence is presented in all cases.

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 quality of Hampshire Constabulary's subsequent investigation is of a satisfactory standard.

Following the initial investigation by response and patrol officers, (or where full enquiries cannot be completed by staff in the resolution centre) crimes are usually allocated to investigators in one of the force's investigation centres. Staff within these

centres who are PIP1[13] qualified deal with most routine and non-complex crimes, while other staff qualified to PIP2 deal with more complex matters. Crime reports are allocated on a daily basis by supervisors who take account of the nature of the offence, the risk attached to it and the availability of staff.

Our review of 60 investigation files found that most had been conducted to a satisfactory standard, which is similar to other forces in England and Wales. We heard from the force that around 50 percent of all investigations dealt with in the investigation centres resulted in an offender being dealt with through a charge or summons. The force also told us that it has successfully focused on improving the quality of cases put before the courts. Over the past two years the conviction rates have risen by around 12 percent, with the greatest improvements seen in the more serious cases that are heard at the Crown court.

Officers based in the investigation centres are appropriately trained for their role and PIP1 investigators have received additional local training. During our inspection we spoke with investigators and supervisors in each of the investigation centres and reviewed samples of their work. In most cases investigations were of a satisfactory standard with good evidence of the victims needs being considered, although it appears that the standards of investigation and supervision are better for crimes classed as more serious, or which involve a vulnerable victim.

Almost all of the staff we spoke with expressed a view that workloads in the centres are high, meaning that they have to prioritise their efforts on the more serious cases in their workload. This is supported by our file review conducted in advance of the inspection, which showed that while most investigations are effective, failings that were identified in terms of investigations and supervision were mainly in connection with less serious cases.

The force has told HMIC that it is aware that staff within the investigation centres feel under pressure, and it monitors workloads to reassure itself these do not exceed an acceptable level. Nonetheless, it has responded to these concerns by putting in place a plan to reduce workloads by allocating some investigations to response officers and recruiting additional staff.

In HMIC's 2015 effectiveness report we identified that there was a need for more consistent supervision of investigations. The force has introduced an expectation that an initial investigative strategy is completed followed by regularly six-weekly one-to-one meetings with supervisors incorporating a review of active cases. As part of our review of files conducted before the inspection, we assessed the quality of supervision and found that it was either not present or not effective in over half the cases. We revisited this during the course of the fieldwork and found that while

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[13] The Professionalising Investigations Programme (PIP) defines the level of training that investigators require that is commensurate with the type and complexity of crime they are required to investigate.

supervision was evident in most of the cases we examined, it was not consistent. We found some examples of cases where several months had passed without either supervisory reviews or entries indicating what progress had been made in respect of the investigation. This means that although the force has made progress towards addressing this area for improvement, it is not yet consistent and the impetus behind some crime investigations may be lost.

The force has specialist officers who are available to support investigations and teams, such as Operation Amberstone, which provides support around serious sexual offences. There are sufficient numbers and appropriate call-out arrangements for other specialist officers. Investigations are adequately supported, with access to both intelligence and forensic staff. There is a clear method through which the use of forensic resources are triaged to make sure that best use is made of crime scene investigators. Arrangements are in place to make sure that forensic evidence is collected or preserved until a crime scene investigator is available during times of high demand.

Our findings for these completed investigations, which were generally of a satisfactory standard, did not explain why the percentage of crimes reported to the force and dealt with through the criminal justice system, or by an out of court disposal, is lower than the England and Wales rate.

The number of people detained or formally interviewed in connection with a crime has decreased over the last 12 months from approximately 40,000 to 32,500. In addition there is an unacceptably high proportion of reports of crime in which the victim does not support police action; we explore this further in the next section of this report.

HMIC is very concerned by the apparent lack of formal action that police officers are taking in Hampshire in order to bring offenders to justice. The falling arrests rates and the comparatively low use of formal and informal police action to detect crime and prevent further offending are unacceptable. The police are the only agency that can protect the public and deter future offending through the use of powers of arrest and investigation. These provide the gateway to the criminal justice system and other activity designed to deter and divert some offenders. Use of powers of arrest and prosecution may not be appropriate in all cases but it is important that the force reassures itself that an appropriate level of use is being made of them to detect crime, protect the vulnerable and deter future offending behaviour.

Support to investigations

We found that the force is making more use of digital evidence recovery and has trained staff as digital media investigators to support investigations. In addition, it has introduced a digital media strategy template to guide investigators through all relevant digital media considerations. There is good access to the equipment and to the staff needed to examine and download data from mobile phones.

Earlier in 2016 the force identified that the delay in the examination of seized computers for evidence was too long. On 1 July 2016 there was a backlog of 432 computers awaiting examination in the high tech crime unit. By taking steps to improve its capacity, it has reduced this backlog by about 50 percent, and now examines all high-priority computers within one month. The force anticipates that all outstanding examinations will be completed by March 2017. It has a prioritisation process which means that those more serious cases are dealt with quickly and the general waiting time for new submissions is no longer than six months, with an aspiration to reduce this to three months. While this improvement is positive, six months is still too long to wait for evidence to be retrieved and the force needs to make sure that it continues to focus efforts to reduce this to a more acceptable timescale.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,[14] which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

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

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force[15,16]
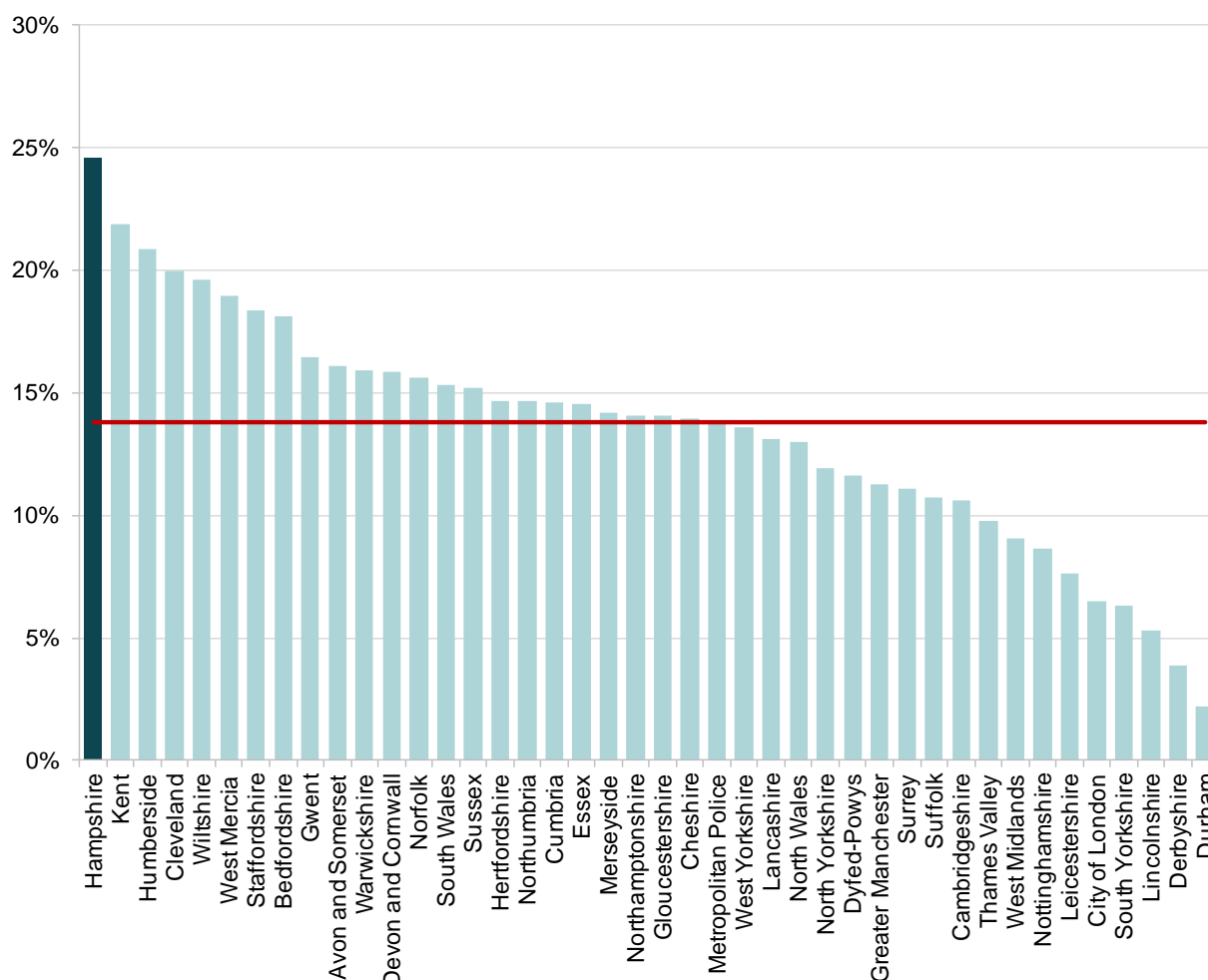
Source: Home Office crime outcomes data
For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Hampshire Constabulary recorded 24.6 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.

In the 12 months to 30 June 2016, Hampshire Constabulary had the highest proportion of cases assigned the outcome 'evidential difficulties (victim does not support police action)' in England and Wales. In almost a quarter of all crimes reported to the force, the victim does not subsequently support an investigation by

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

[16] 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.

the police. While this may be entirely appropriate in certain cases, the numbers of reported crimes dealt with in Hampshire in this way is unacceptable.

This is of great concern as it means that many investigations are not progressing beyond the initial reporting stage, because the victim does not wish, or feel able, to cooperate after the initial report has been made, or because co-operation is withdrawn at a later point in the investigation. This may mean that victims are not receiving a suitable service.

Given the high level of outcomes recorded in Hampshire in this category, it is essential that the force fully understands why victims are not supporting police action. At the time of our inspection, while the force had recognised the fundamental nature of these problems, it did not have a proper understanding of why it is such an outlier compared to other forces in England and Wales.

HMIC has included a recommendation in this report that the force develops a comprehensive action plan to improve its performance in this areas quickly. HMIC will review that plan and re-visit Hampshire Constabulary in the spring of 2017 to review progress.

Of the people who have been victims of crime in Hampshire in the 12 months to 30 June 2016, 79.5 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 time period.

The crime reporting system creates an automatic victim contract proforma for completion by the investigating officer, which sets out how and when the victim will be updated. Staff we spoke with demonstrated a commitment to meeting victims' needs. Managers in the investigation centres told us that for crimes reports passed to their units, all victims should be contacted within 48 hours, and, if required, officers attend court to support victims.

HMIC spoke with staff in one unit who did not fully understand the *Code of Practice for Victims of Crime*.[17] In most cases examined during the fieldwork, we saw that contact was maintained with victims, with only a small number not meeting the victim's contract. In particular we saw that in some cases, although initial victim contact was good, it declined when investigations became protracted. Our review of files indicated that the provision of victim updates could be more consistent.

During HMIC's 2015 effectiveness inspection we identified that the force was not making enough use of victim personal statements, which allow victims of crime to explain to the court the effect the crime has had on them. In response, the force has

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

provided training to supervisors; it told us that there is now a 70 percent compliance rate in this area.

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?

The force actively manages offenders who pose a risk to the public. It has a good understanding of the number of outstanding suspects not yet apprehended and the risks attached to them, and prioritises them accordingly. Each investigation centre and local policing area has an officer with responsibility for prioritising the arrest of outstanding suspects. Overall force performance is monitored by a senior detective who reports progress to the force performance board.

During our inspection we found that this is an effective process and that managers are monitoring their teams' outstanding suspects and, in most cases, ensuring that staff are taking action. Information provided by the force indicates that the number of outstanding suspects has reduced from 1,900 in January 2016 to 1,452 in November 2016.

The force has a good understanding of the risk posed by foreign national offenders. It is part of a multi-agency foreign national offender working group. The force has recently completed a policy detailing what action should be taken for foreign national offenders. The force has a good compliance rate in ACRO[18] referrals for European Union foreign national offenders (92 percent) and the force is working to improve its rate for non-European Union foreign national offenders, which is only 20 percent. The Hampshire fingerprint system is linked to the immigration database, which makes sure that the identity and immigration status of all detained foreign nationals is confirmed.

The force uses new technology in a proactive way to apprehend those who pose a risk to the public. We heard from officers about the positive use that is made of the automatic number plate recognition system to locate wanted persons, with the ability to request intelligence packages from the automatic number plate recognition team to support investigations.

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[18] ACRO Criminal Records Office manages criminal record information and improves the exchange of criminal records and biometric information for UK law enforcement agencies.

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

Hampshire Constabulary makes extensive use of integrated offender management for violent and serious acquisitive criminals to reduce the activity of serial perpetrators.

The force has an effective integrated offender management (IOM)[19] programme with 31 police staff and officers co-located with partner agencies such as local authorities and probation services in an offender management hub. There is a joint approach to selecting offenders, which is not restricted to those involved in serious acquisitive crime but includes some violent and domestic abuse offenders. Currently there are 480 offenders being managed through the scheme, which means that the workloads per offender manager are in line with the rate for England and Wales. Offender managers we spoke with felt that their workload was manageable.

The IOM unit is attempting to gain an understanding of the effect of its work. It is examining the effects of its interventions with different sub-groups of offenders, assessing the risks they pose before, during and after they have been part of the IOM scheme.

HMIC was interested to see that IOM staff maintain a running log of all interactions with IOM offenders. This records any non-compliance, which in the event of further offending is made available to the court when considering the suitability of a remand in custody. The re-offending rates for IOM nominals is 47 percent, which is lower than the England and Wales rate.

Satisfactory arrangements are in place to protect the public from dangerous offenders. There are effective multi-agency public protection arrangements (MAPPA)[20] and staff caseloads are manageable. MAPPA officers are trained to the relevant national standards and use accredited risk-assessment methods to assess the risk from dangerous offenders. The force uses ancillary orders to protect the public and has issued 11 sexual harm prevention orders (SHPOs) during the 12 months to June 2016. These orders are designed to protect the public from serious sexual harm by detailing a series of prohibitions for an offender; for example, it may prohibit certain activities on the internet or a particular type of employment such as the tuition of young people. Breach of an SHPO is a criminal offence.

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

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

In reality testing we found that staff are conscientious and committed. Visits to offenders are conducted in line with national guidance and it is clear that in cases they view as high risk more frequent visits are made. We found that MAPPA officers have been providing training on dangerous offenders to neighbourhood officers. The effectiveness of this was confirmed during our work with neighbourhood teams, who were aware of dangerous offenders in their area and how to submit intelligence about them.

Details of MAPPA offenders can be accessed 24 hours a day from the force intelligence bureau. However, officers did express frustration at the difficulty they sometimes encounter when there is a need to conduct surveillance on MAPPA subjects; this frustration is due to a lack of availability of surveillance trained officers. We were told that it is sometimes not always possible to access the force's or regional surveillance resources because of competing demands on their time. We are aware that the force uses a prioritisation process to allocate resources such as surveillance teams, based on its assessment of risk. But, as we heard a similar point raised by oficers dealing with serious and organised crime, the force should reassure itself that it has access to sufficient specialist surveillance resources.

Summary of findings

Requires improvement

Hampshire Constabulary requires improvement in how it investigates crime. Its performance in some important areas has deteriorated markedly since last year.

The number of offenders who are arrested and dealt with by the force has reduced during the past year, and it brings a smaller proportion of offenders to justice than most other forces in England and Wales. The force has the highest proportion of victims of crime in England and Wales who are not prepared to support an investigation by the force into the crime that they are a victim of. The proportion of reports of crime in which this occurs is unacceptable and the force needs to review this area to understand and address the reasons for this.

Staff in the force enquiry centre and control room provide a good response to victims of crime when they contact the police, and investigators in the resolution centre quickly identify urgent enquiries for completion. Response and patrol officers generally gather relevant evidence during the initial investigation, although the quality of information passed on to investigators is not always good enough. Supervision of ongoing investigations is not consistent and needs to be more frequent. The force continually monitors the workloads of staff in the investigation centres, recognising that staff feel under pressure, and has put in place a plan to provide additional investigative capacity.

Access to specialist investigators is satisfactory. The progress that the force has made to reduce the backlog of computers that require examination is positive, but more work needs to be done to reduce this to an acceptable level. Arrangements to prevent further offending by persistent offenders are both good, although staff experience some frustration about the ease of access to specialist surveillance capability.

Areas for improvement

- The force needs to ensure that it fully understands the reasons behind the reduction in the use of police powers to bring people to justice, and ensure that powers of arrest and use of the criminal justice system are used appropriately to support and protect current and potential future victims of offending behaviour.

- The force should ensure that all crimes are allocated promptly to investigators with the appropriate skills, accreditation and support to investigate them to a good standard.

- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.

- The force should ensure that it is fully compliant with the *Code of Practice for Victims of Crime*.

- The force should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.

- The force should take immediate steps to understand the reasons why such a high proportion of crimes (including those related to domestic abuse) fall into the outcome category 'Evidential difficulties; victim does not support police action', and rectify this to ensure that it is pursuing justice on behalf of victims. Hampshire Constabulary is one of several forces that have been asked to review its use of this outcome category. It is recommended that by 1 May 2017 the force should produce and submit to HMIC an action plan that sets out how it will:

  - undertake a comprehensive analysis of the use of this outcome across the force area to fully understand why the force is an outlier and produce an accompanying report for scrutiny by HMIC by 1 June 2017;

  - review the extent to which the force's use of this outcome category is appropriate; and

  - take steps to reduce the force's reliance on this outcome category and improve outcomes for victims.

  This action plan and subsequent report will be reviewed by HMIC and may prompt additional inspection revisits during 2017 in order to assess the force's progress in adopting a more effective response in pursuing justice on behalf of victims.

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?

Overall, Hampshire Constabulary's performance around vulnerability has deteriorated since HMIC's 2015 effectiveness (vulnerability) inspection.

This year we found that in many areas its response to vulnerable people is good, but its performance in respect of some aspects of domestic abuse is unacceptable. The arrest rate for domestic abuse reports is the lowest in England and Wales and there is a worryingly high number of victims who do not support the police investigation. Consequently, the percentage of domestic abuse offenders dealt with by the force through the courts, or by other less formal action, is also among the lowest.

HMIC is concerned that the practice of conducting some risk assessments for victims of domestic abuse over the telephone does not fully establish the risk that victims were facing, and led to ineffective investigations. During our fieldwork we identified a number of cases where we felt that the risk to victims was not sufficiently identified and that this practice presents a risk to victims of domestic abuse. We have brought this to the attention of the force which has now suspended this practice.

Inspectors found that in some areas the force has responded positively to the findings of our 2015 vulnerability inspection. Of particular note is the wide-ranging awareness among staff about identifying and protecting vulnerable people and it is clear that the force has invested well in training staff in this important area. In addition, the force now has a dedicated IT system to track the progress of missing person's enquiries and it has responded well in increasing the use of the domestic violence disclosure scheme, also known as 'Clare's Law' to protect vulnerable people.

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*,[21] others use the definition referred to in ACPO guidance[22] and the remainder use their own definition.

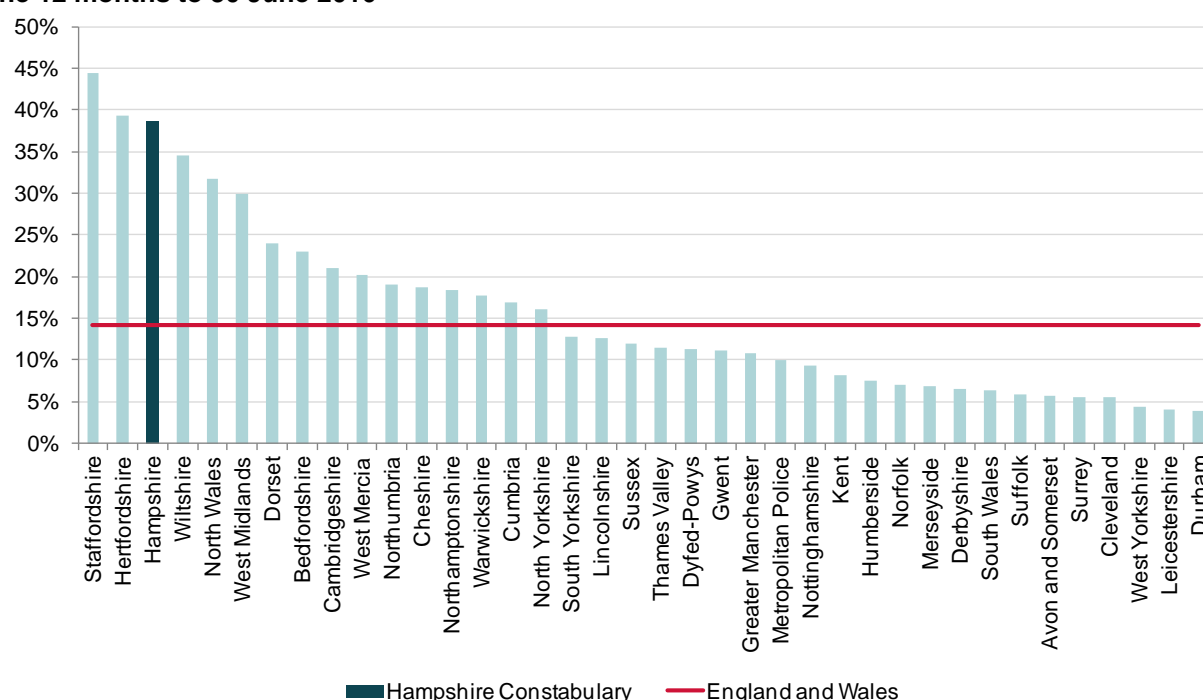Hampshire Constabulary uses the definition from the ACPO guidance and defines a vulnerable adult as:

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

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 38.7 percent of all recorded crime in Hampshire was identified as having a vulnerable victim, which is above the England and Wales figure of 14.3 percent.

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[21] *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

[22] 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 2016[23]

Source: HMIC data return, Home Office data
For further information about these data, please see annex A

Hampshire Constabulary uses the nationally accepted definition of vulnerability and has a good understanding of the nature and scale of vulnerability. The proportion of victims of crime that it identifies as vulnerable is one of the highest in England and Wales and it has good partnership arrangements in place to further assess the risk to them.

It has dedicated analysts in the force intelligence bureau who provide an overall understanding of vulnerability across the force and identify the top ten most vulnerable people and locations in each area. This analysis is passed to local policing area commanders who work with local partner agencies such as the North Hampshire Community Safety Partnership to reduce the risk to vulnerable people.

The force has good-quality force-wide problem profiles and action plans for vulnerabilities such as child sexual exploitation and domestic abuse. These draw on partnership data to fully understand the scale of such problems. The profiles are regularly reviewed; at the time of the inspection, the domestic abuse profile was being updated.

Staff within the force control room and the force enquiry centre who receive calls from the public are trained in recognising vulnerability and in how to use the national

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[23] 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.

decision model (NDM). They have been provided with a structured risk assessment model to systematically assess the threat, harm, opportunities and risk (THOR) associated with incidents they are dealing with. In addition, there are checklists contained within the call handling system to help them to ask the right questions so they can properly identify the risk to an individual and make the right decision about how the call should be responded to.

As part of our fieldwork, we reviewed how well call takers identify and respond to vulnerability. We found that staff have a good knowledge of vulnerability and use this to identify callers who are vulnerable. However, this could be done more consistently: staff did not always recognise when an individual's current circumstances may make them vulnerable. For instance, in a number of cases we observed, questions were not asked to identify if the caller was in any immediate danger when it would have been appropriate to do so. One of these involved an elderly victim who had received threats over a monetary dispute; another concerned a domestic abuse victim who had attended an address to collect belongings, where the perpetrator may have been present.

The call handling system has some limitations that affect the ability of call handlers to access all relevant information quickly. They have to search other systems to identify repeat callers and historical information that may be relevant to their assessment of vulnerability. This means that it takes longer to make a full assessment of all information. Despite these limitations, call handlers identify repeat victims well, and officers responding to calls feel that sufficient information about vulnerable people is passed to them by call handlers. The force is aware of these limitations and a new command and control system which should address them is due to be installed in 2017.

The force has a mental health worker in the force control room on a part-time basis and has prepared a business case for funds to increase this to a 24-hour service. This worker has access to National Health Service records and can speak to officers or to patients in need of advice and support. In addition, there are over 160 multi-agency-developed care plans that staff in the force control room can access. This information allows officers to access agreed plans on those patients frequently coming to police attention.

In HMIC's 2015 effectiveness (vulnerability) report we expressed concern that some domestic abuse risk assessments were conducted over the telephone from the force's resolution centre when it was judged by the call taker that there was not an immediate risk to the victim. The cases we examined in 2015 indicated that, while callers were correctly identified as victims of domestic abuse by call handlers, an adequate assessment of the risks facing victims was not always made once it was transferred to the resolution centre. Circumstances were not fully investigated and victims of domestic abuse were waiting too long to be contacted by the police. We recommended that the force review this practice.

We examined a sample of domestic abuse cases risk-assessed in the resolution centre to assess the changes the force has made since last year and were very concerned by what we found. It is neither safe nor appropriate to deal with many victims of domestic abuse over the telephone. In some of the cases we examined, we found that conducting the initial assessment over the telephone meant that risks were not properly identified to the victim and children who live with them and perpetrators were not dealt with effectively. Furthermore, reports of crime were not correctly recorded in all instances, and we found a number of cases resolved by informal advice where formal action, such as a harassment warning, should have been given to a domestic abuse perpetrator, which would be more effective in preventing future abusive behaviour.

We notified the force of our continued concerns. As a result of this, the force has now suspended its practice of conducting domestic abuse risk assessments over the telephone. HMIC has significant concerns should the force seek to re-introduce this practice.

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 Hampshire increased by 54 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 13 percent of all police-recorded crime in Hampshire, 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 form of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

In Hampshire Constabulary, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 25 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016[24]
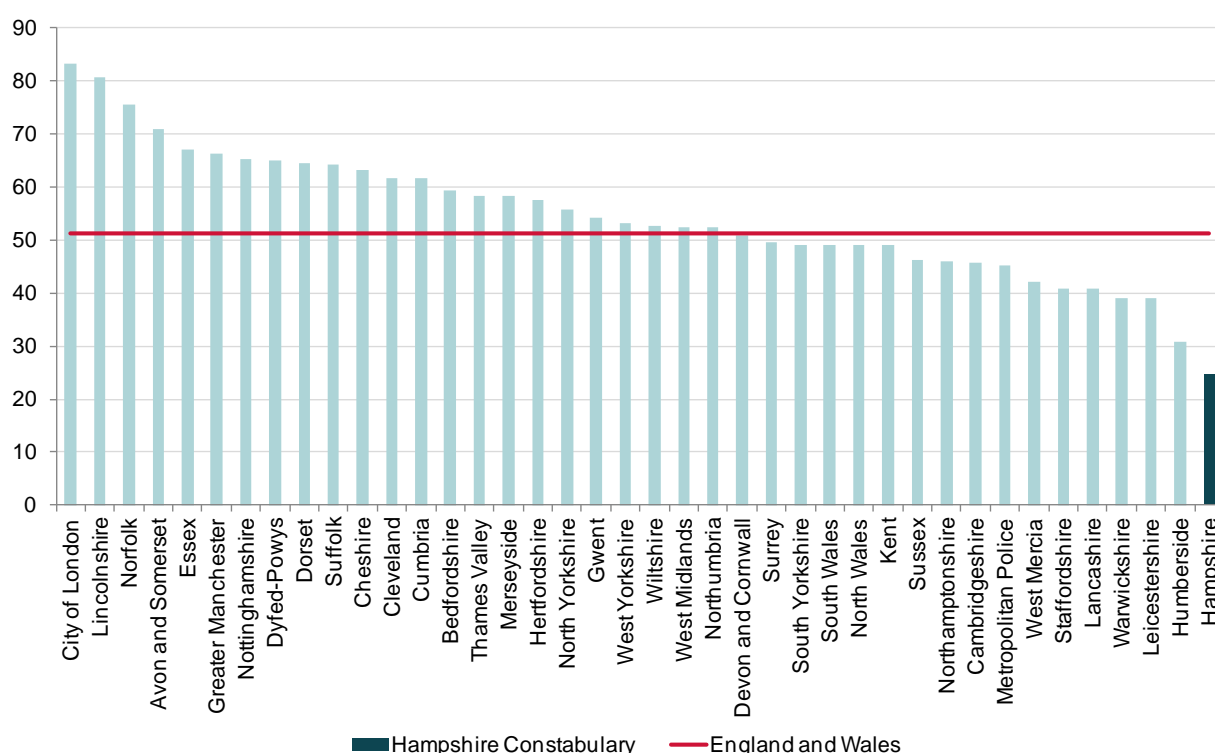
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

The force has the lowest arrest rate for reports of domestic abuse in England and Wales. This is unacceptable and is explored in more detail later in this report.

Notwithstanding the above, overall, officers assess the risk to vulnerable people well, and take effective steps to safeguard victims

Hampshire Constabulary has stressed to its entire workforce the importance of safeguarding vulnerable people, and there are frequent messages from senior leaders about its importance. It has responded positively to HMIC's 2015 effectiveness (vulnerability) report, which identified the need for more training in this

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[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.

area. During our fieldwork in 2016 we spoke with staff across the force and found without exception that they had a good knowledge of types of vulnerability, including child sexual exploitation, modern slavery and domestic abuse. The force has provided training on mental health and child sexual exploitation, and is currently rolling out further training on coercion and control within a domestic abuse environment. It anticipates that all response officers will have received this training by December 2016.

The force is generally good at identifying safeguarding needs of victims of crime and it is committed to supporting victims of crime with effective systems and process. For instance, its policy on the management of serious sexual offences contains explicit guidance on how to ensure that the needs of the victim are considered and appropriate support is provided. It has recently surveyed victims of domestic abuse and has identified high victim satisfaction levels about how they were treated by the force.

When assessing the risk to vulnerable people, including those for victims of domestic abuse, anti-social behaviour, missing people and vulnerable adults, staff use comprehensive templates. The completed forms are submitted to the multi-agency safeguarding hub (MASH).[25] These forms are generally completed to a satisfactory standard; although where deficiencies are identified they are passed back to the submitting officer to correct.

During our 2015 effectiveness inspection we found that not all staff had access to information on where vulnerable victims could obtain support from other agencies. This year we were pleased to find clear referral mechanisms to help vulnerable people access support, such as that from The Blue Light Trust,[26] and that there were victim care packs which can be handed or emailed to victims of domestic abuse.

It was also reassuring to see how the force has built on its capability to protect children from child sexual exploitation since our last inspection. We found a good level of knowledge among staff about this subject. The force has used neighbourhood officers to provide training to staff in hotels, restaurants and taxi companies about the signs of child sexual exploitation.

Good oversight arrangements are in place through which incidents involving vulnerable victims and missing persons are managed and a meeting structure (known as 'grip') is in place that reviews high-risk incidents three times each day. There is a clear force policy for overseeing enquiries into missing persons. Call handlers and attending officers have clear guidance about how to assess the risk of

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[25] Multi-agency safeguarding hubs (MASH) are groups of co-located professionals who work together to assess the risk and response required to vulnerable people.

[26] A voluntary sector organisation which provides support to victims of domestic abuse.

each missing person and there are also guidelines concerning actions that supervisors need to take in reviewing the progress of enquiries.

Since our 2015 inspection, the force has improved its capability to deal with missing person enquiries by installing a new IT system specifically designed to make sure that all relevant enquiries are completed and reviewed. During our fieldwork we observed how incidents of missing or vulnerable people are effectively managed through the 'grip' meeting process.

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).

Overall Hampshire Constabulary investigates offences involving vulnerable victims well, and its work with external partner agencies is very good. However, HMIC has concerns about how some aspects of domestic abuse are currently dealt with.

Arrangements in place to investigate offences involving vulnerable victims are good. The force has a dedicated team of specialist investigators that gathers evidence on serious sexual assaults (Operation Amberstone). There is a dedicated child abuse investigation team (CAIT) and its staff are at a minimum accredited, or working towards accreditation, to the recognised national standards required for this work. The force has increased and ring-fenced the resources available in this team and it regularly monitors workloads to ensure that they are manageable. Figures provided by the force indicate that over the past year it has investigated a greater number of allegations of child abuse and brought more of this type of offender to justice.

The force has one officer dedicated to supporting victims of domestic abuse in court who helps with communication between the victim and the Crown Prosecution Service. The officer also makes sure that there is access to support measures such as an independent domestic abuse adviser or help when giving evidence.

All response and patrol staff are equipped with body-worn video cameras and use these to gather evidence at domestic abuse incidents. In addition, in some areas of the force it is using advocates, funded through the Troubled Families programme,

who can be called out to help support and assess the risk to vulnerable victims of domestic abuse.

The force also has an internet child abuse team responsible for investigating online child abuse. Figures provided by the force show that over the last year the force has increased the number of investigations into online child abuse from just under 90 to 126.

Hampshire Constabulary works in an effective way to safeguard vulnerable people with partner agencies, particularly through the multi-agency risk assessment conferences (MARACs)[27] where force staff take a leading role chairing the meetings. There are three multi-agency safeguarding hubs (MASH) across the force area with supervisors in each one, responsible for conducting secondary risk assessments of any referrals, including at weekends and in the evening. Once a vulnerable person is referred by the force to the MASH, they receive a high level of safeguarding and support within an effective multi-agency environment. We reviewed a safety plan created by the team to protect a high-risk victim and found it to be comprehensive and of high quality.

The force is committed to supporting victims of stalking and harassment. HMIC was impressed by the comprehensive force guidance and the innovative use of a stalking and harassment clinic, bringing a variety of service providers together to develop joint plans to prevent this type of offending and protect vulnerable people.

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.[28]

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

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[27] MARACs (multi-agency risk assessment conferences) are regular local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies. By bringing all agencies together at a MARAC, and ensuring that whenever possible the voice of the victim is represented by the independent domestic violence advocate service, a risk-focused, co-ordinated safety plan can be drawn up to support the victim.

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

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Hampshire Constabulary[29]

Outcome type / group	Hampshire Constabulary	England and Wales
Charged / Summonsed	11.5	23.2
Caution – adults	2.2	5.6
Caution – youths	0.3	0.3
Community resolution	0.4	1.4
Evidential difficulties prevent further action; victim supports police action	15.4	24.1
Evidential difficulties prevent further action; victim does not support police action	62.3	35.4

Source: HMIC data return, Home Office data
For further information about these data, please see annex A

In the 12 months to 30 June 2016, Hampshire Constabulary's use of 'evidential difficulties prevent further action; victim does not support police action' was among the highest in England and Wales in cases with identified domestic abuse. The proportion of evidential difficulties where the victim does not support police action as a proportion of total domestic abuse related crimes was 62 percent. Also, the force's use of 'charged / summonsed' was among the lowest in identified domestic abuse cases in England and Wales, with a proportion of 11.5 percent. This has also reduced by 50 percent over the previous 12 months. 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.

Furthermore, as illustrated earlier, the force also makes the lowest use of powers of arrest in connection with domestic abuse in England and Wales. At the time of our 2015 effectiveness inspection, arrests were made by the force in connection with 66 percent of all reported incidents of domestic abuse. This has reduced to just 25 percent during the 12 months to 30 June 2016. It is not the stated intention of the force to reduce arrests, but it is nonetheless deeply worrying that such a large decline in arrest rates has occurred. It suggests that the force is failing to take the appropriate positive action necessary to properly protect victims of domestic abuse.

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[29] Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

Although the force has made some progress in making better use of Clare's Law[30] (the right to know about a partner's previous domestic abuse history), its use of Domestic Violence Prevention Notices (DVPNs) and Domestic Violence Prevention Orders (DVPOs)[31] as a means to protect victims of domestic abuse from further abuse has also reduced since our inspection in 2015.

Taken together, these different, but connected, sets of data present a picture that is unacceptable and of concern to HMIC. Far too many victims of domestic abuse do not feel able to support the police investigation. The use of arrest as a way to support and protect victims has reduced to unacceptable levels meaning that this type of police action to protect victims and deter offending, has reduced, and is now one of the lowest levels amongst forces in England and Wales.

As part of our fieldwork we reviewed a number of cases that had been closed and where perpetrators had been warned in accordance with the victims' wishes rather than being taken through the criminal justice system. This could not only be unsatisfactory at the time, but may also affect how the force assesses the risk to that victim in the future, because the perpetrator does not have a criminal finding against them. However, there is some evidence that the force pursues prosecutions without the support of the victim if the victim is perceived at the time to be vulnerable, and our review of files identified a number of occasions when this took place.

The force is aware of this problem, acknowledging that the number of arrests specifically for domestic abuse crimes is unacceptable. It attributes the decline in arrests to a number of factors, including giving too much weight to the views of the

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[30] The domestic violence disclosure scheme, 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

[31]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.
DVPOs are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a 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.

victim, reductions in staffing (the force has reduced its workforce by 24 percent during the past six years compared with the England and Wales average of 18 percent) and changes to the Hampshire Constabulary estate that may have deterred staff from making an arrest because of longer travelling distances to custody facilities.

However, this still does not fully explain the comparatively low use of non-formal out-of-court action, and the use of voluntary interviews, which in some cases do not require the use of powers of arrest.

The force is urgently addressing its performance in this area with a plan which includes making it clear to its staff that an arrest should take place if evidence of a criminal offence is disclosed, and involving supervisors to make sure that the correct action is taken at domestic abuse incidents. In addition, training about coercion and control is being given to help officers to correctly identify where a crime has taken place.

It has acted quickly to suspend an unauthorised practice found by HMIC -in which investigating officers spoke with victims of domestic abuse to brief the victim about the court process and to check that they would continue with investigation. It is also giving further training and direction about domestic violence prevention orders.

The success of the plan is being monitored through the force's performance framework and the deputy chief constable's scrutiny arrangements. The levels of arrests have already started to rise. However, rates remain below acceptable levels and HMIC will closely monitor the force's progress in this area.

We heard during the fieldwork that the force has increased the percentage of domestic abuse offenders convicted at court from 60 to 80 percent over the past two years, which indicates an improvement in the quality of evidence supplied to the court. However, the number of suspects that are charged or reported for summons by the force for domestic abuse has reduced by half in the past year, meaning that the low use of criminal justice outcomes to support victims and deter future offending behaviour remains a concern to HMIC.

Summary of findings

Requires improvement

Hampshire Constabulary is assessed as requiring improvement based on its current response to domestic abuse which is unacceptable. The practice of assessing the risk to some victims of domestic abuse over the phone, which the force has suspended, does not, in HMIC's view, provide a suitable response to victims of domestic abuse.

In addition, HMIC is concerned about the very low levels of arrests for domestic abuse offences, criminal justice outcomes and the reduction in the use of domestic violence prevention notices.

Some victims of domestic abuse may have been failed because police officers did not take action to arrest the perpetrator. HMIC will be observing closely the success of plans to improve this situation.

Despite this, we know that protecting vulnerable people is important to Hampshire Constabulary. This is evident from the regular messages from senior leaders about the importance of safeguarding vulnerable people and the investment the force has made into training and deployment of specialist resources.

Officers and police staff are committed to protecting vulnerable people and, with the exception of the concerns we have detailed, about some aspects of how domestic abuse is managed, they display a good knowledge of how to identify and safeguard vulnerable people. The support provided by the force and its partner agencies to safeguard vulnerable people through its partnership arrangements is of a high quality.

The work that the force has done in the creation of a stalking and harassment clinic is innovative and noteworthy.

Cause of concern

The force's current approach to domestic abuse is unacceptable. The proportion of victims who fail to support the investigation and the low use of police powers of arrest and prosecution is a cause of concern to HMIC.

Recommendations

- In order to improve the service it provides to victims of domestic abuse, offer the best possible protection and bring more perpetrators to justice, the force should immediately consider ways of increasing the use of arrest, ancillary orders and other available powers.

- To improve the service provided to victims of domestic abuse the force should immediately take steps to understand and address the reason behind why such a high proportion of victims of domestic abuse do not support the police investigation.

- In addition, the practice of conducting domestic abuse risk assessments over the telephone and dealing with domestic abuse in the resolution centre should cease.

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

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

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

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

As at 1 July 2016, Hampshire Constabulary was actively disrupting, investigating or monitoring 19 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.

Hampshire Constabulary has some understanding of the risk from serious and organised crime and it is taking steps to increase this understanding. The force has increased the sophistication of its knowledge since HMIC's 2015 effectiveness report, when we recommended that it completed a local profile of serious and organised crime and put in place a local partnership structure in line with government guidelines. Some progress has been made: a serious and organised crime local profile has been produced, although it needs to include more partnership data. The force has recently held a serious and organised crime conference attended by 45 partnership agencies, at which the local profile was shared and updated. Attendees were identified to be a part of the local organised crime partnership board; this board has been created but is yet to meet.

Despite the lack of a formal structure, we found evidence that the force works well with partner organisations to increase its understanding of serious and organised crime. Partnership links to help its understanding of child sexual exploitation are well-established, and we found other examples involving Immigration Enforcement and local authorities where data have been provided. In addition, neighbourhood teams have a good level of knowledge about serious and organised crime and help the

force refine this knowledge further – for example, by collecting intelligence about organised crime groups.

The force has a good process to identify and assess serious and organised crime threats. Organised crime groups identified in local policing areas undergo a process of analysis before being adopted at the force tasking and co-ordination group meeting. Once adopted, the organised crime group is mapped, scored and re-scored in line with national guidance. HMIC noted that the force does not have any mapped urban street gangs and discussed with it the reasons behind this. The force has a very clear rationale through which it intervenes early to deal with young people involved in anti-social behaviour, or, if its intelligence indicates that any group is organised and involved in serious crime, it will map them as an organised crime group. It is confident that the only urban street gangs active in Hampshire that it has identified are from outside the force area, and already mapped by other forces with whom it then works and exchanges intelligence.

It uses a good range of intelligence sources to develop its knowledge of serious and organised crime, including covert human intelligence sources, prison intelligence and neighbourhood officers. Open source media research is also used - this is intelligence from publicly available sources that is used to predict, prevent, investigate, prosecute crime. There is a plan to establish a digital intelligence desk function within the next six months and funding has already been agreed for resourcing and hardware.

Additionally, the force uses data from the Government Agency Intelligence Network (GAIN)[32] and from partner agencies to help it identify the threat from different types of serious and organised crime, including newer threats such as modern slavery and organised child sexual exploitation. These threats are assessed each month by the force intelligence bureau using the management of risk in law enforcement (MoRiLE)[33] method to identify the risk of serious and organised crime based on high-risk offenders and locations. The force maps, reviews and archives organised crime groups thoroughly and in accordance with national guidance, using the national assessment tool in all applicable cases.

A clear process is in place after the identification of a potential organised crime group. Once identified, a nomination form is completed, which is discussed at a fortnightly organised crime group management meeting and, where appropriate, formally ratified by the chair. The organised crime group is then mapped and scored by the force tasking and co-ordination group. A lead responsible officer is allocated

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[32] GAIN facilitates the sharing of information between a range of public- and private-sector partners to build a better picture of organised crime.

[33] MoRiLE: 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.

to the organised crime group and creates a management plan to disrupt and dismantle the group. This is overseen by the force intelligence bureau, which makes sure that organised crime groups are managed in accordance with national guidance.

Despite complying with relevant national guidance and its growing understanding of the threat from serious and organised crime, the force may not be identifying all active organised crime groups. This could in turn mean that its understanding of serious and harmful criminality is incomplete. HMIC will be interested to see whether this number increases in the year ahead as the force's processes and partnership arrangements mature.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016[34]
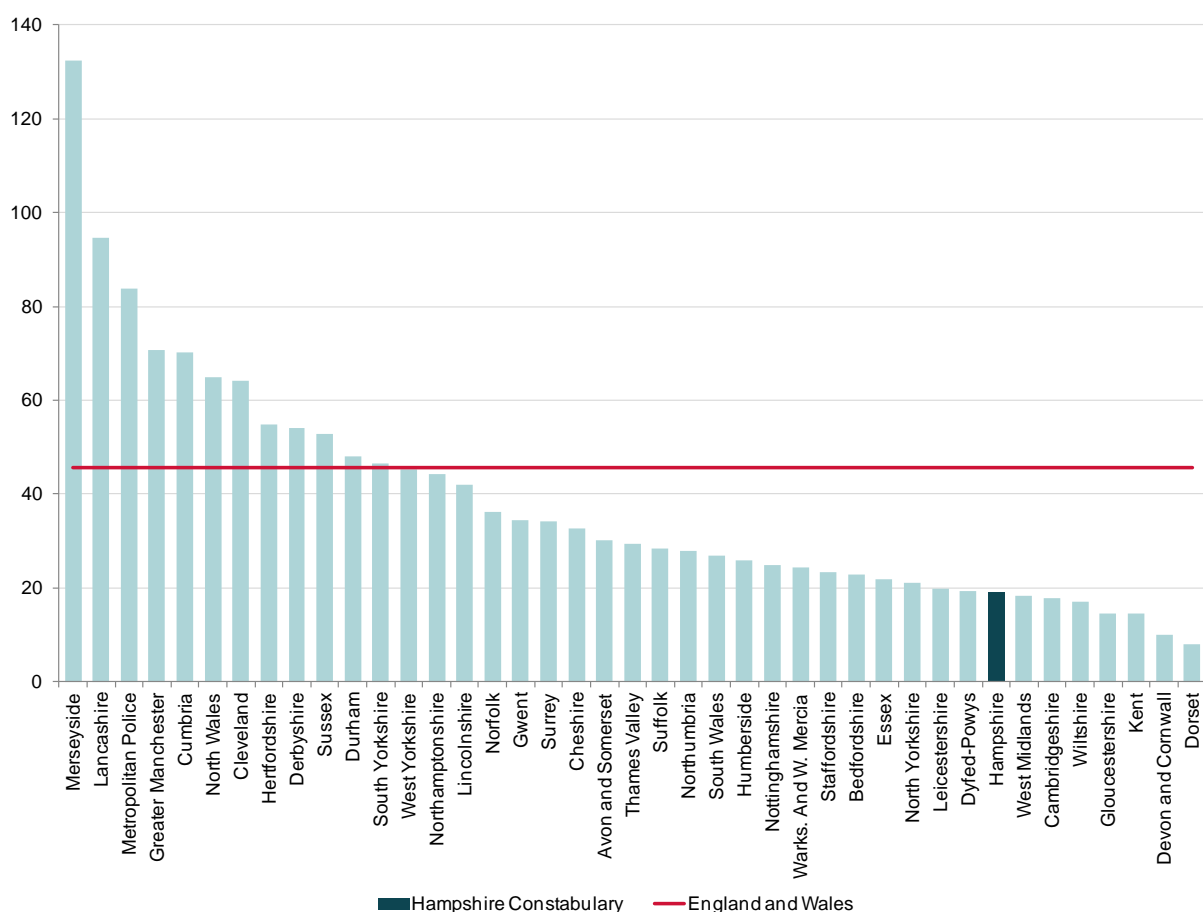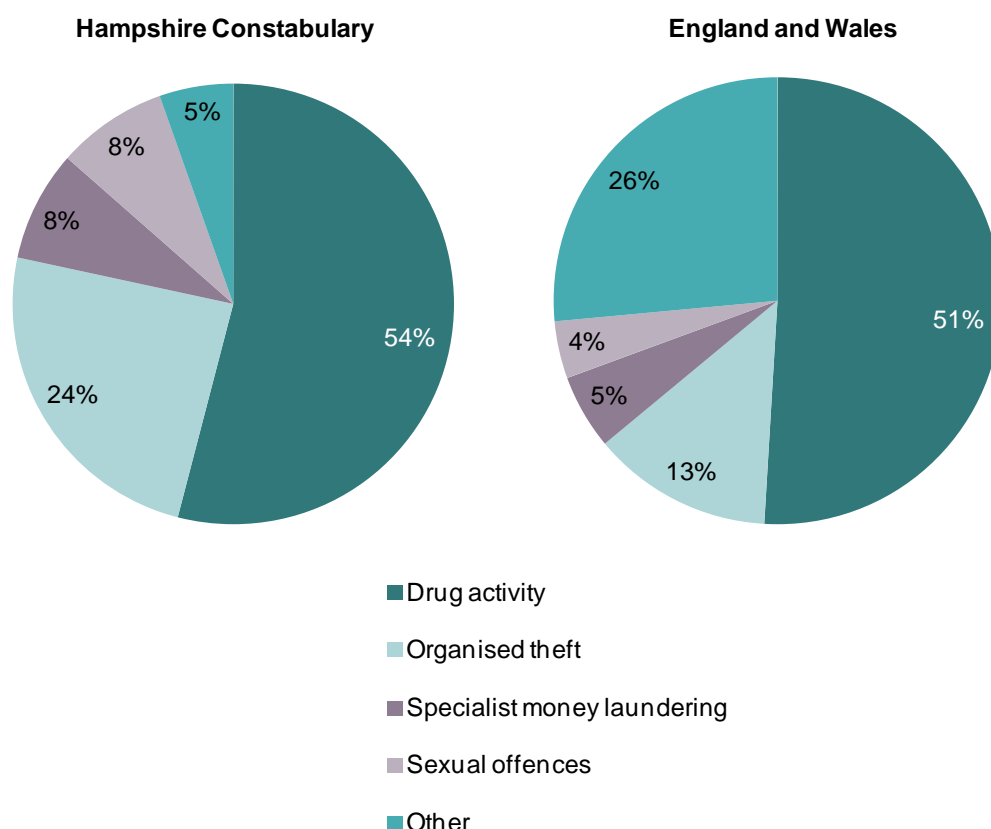

Source: HMIC data return
For further information about these data, please see annex A

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

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

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

Hampshire Constabulary　　　　**England and Wales**

- ■ Drug activity
- ■ Organised theft
- ■ Specialist money laundering
- ■ Sexual offences
- ■ Other

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

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

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

Hampshire Constabulary objectively and systematically prioritises organised crime groups for intervention. Risks posed by each organised crime group are assessed using the MoRiLE risk assessment matrix. Organised crime groups are initially scrutinised at a fortnightly organised crime group meeting chaired by the head of force intelligence. This group reports to the force tasking and co-ordination group, where all organised crime groups are assigned a 'tier of response' in line with national guidance. The force tasking and coordination group will either allocate responsibility to a trained lead responsible officer, who is normally of chief inspector rank, or refer the organised crime group to the South East Regional Organised Crime Unit (SEROCU) if required.

Management plans for each organised crime group are written using the 4Ps[35] format and are reviewed each month by the force organised crime group manager. An update is prepared for the force tasking and co-ordination group concerning activity that has taken place and any change of circumstances that would prompt re-scoring, in line with national guidance. As part of our fieldwork, we reviewed a sample of these plans which were generally written to a satisfactory standard. They contain clear objectives and there is evidence of the force disrupting and investigating serious and organised crime in collaboration with other agencies, such as Operation Brick, which focused on organised immigration crime. We also saw good use of neighbourhood officers to both disrupt and deter serious and organised crime, such as in Operation Redwood which was tackling organised child sexual exploitation.

We found that during the past year the force has increased its use of sexual offender ancillary orders, which is encouraging. However, the force is currently using half as many serious crime prevention orders[36] (per 100 organised crime groups) as in England and Wales as a whole, which may mean that opportunities to control the behaviour of criminals involved in the offender management programme are being missed. The force is aware of this and is working to address the reasons behind the low use.

[35] 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps:
– Pursue – prosecuting and disrupting people engaged in serious and organised crime
– Prevent – preventing people from engaging in serious and organised crime
– Protect – increasing protection against serious and organised crime
– Prepare – reducing the impact of this criminality where it takes place

[36] A serious crime prevention order (SCPO) is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. 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.

The force has retained its own capacity to tackle serious and organised crime. It makes sure that work is not duplicated by directing that all access to regional resources has to be requested through its force tasking and co-ordination group. Although these arrangements generally work well, it is sometimes difficult to obtain specialist surveillance resources. An HMIC recommendation made in a previous report required Hampshire Constabulary in conjunction with its partners in the SEROCU (South Eastern Regional Organised Crime Unit) to produce an action plan by June 2016. Together with Thames Valley, Sussex and Surrey police forces, Hampshire Constabulary has been working to produce that plan to improve its collaboration arrangements. However, the action plan is more a structured review of current arrangements with recommendations for actions that are expected to be agreed by December 2016. The force needs to ensure that the plan is agreed with the other forces and actions addressed appropriately.

Overall, we found that the force works well with other agencies to tackle serious and organised crime. It makes good use of GAIN referrals and refers relevant information on firearms to NABIS, the National Ballistic Intelligence Service. It also works well with the in-prison intelligence network. There are clear processes through which management plans are made for offenders due for release, which include consideration of ancillary orders to prevent offending and raising the awareness of local policing teams. The force uses the national referral mechanism to refer cases of human trafficking to the National Crime Agency, although referrals per active organised crime group are lower than the England and Wales rate. This is surprising given the number of trafficked children identified by the force during the past 12 months. The force should explore this to reassure itself that it is effectively identifying and tackling organised crime groups involved in this form of serious and organised crime.

The force actively disrupts the activity of organised crime groups within Hampshire. In the six months to 30 June 2016 it recorded over three times the England and Wales rate of positive disruptions per organised crime group, the fourth highest total in England and Wales. It records these disruptions in line with national guidance and assesses the impact of its activity by comparing criminal activity before and then after the operation and by conducting community impact assessments. These results are then recorded on the management plan, again using the 4Ps structure. However, there does not seem to be a structured process through which learning from successful operations is captured and shared. The force would benefit from

incorporating this as part of its review process so that it can consistently identify and share what has worked well.

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.

Hampshire Constabulary has initiatives in place to deter people from being drawn into serious and organised crime. Its Operation Goldstone team is dedicated to identifying young people at risk of child sexual exploitation, and the force works in partnership through missing, exploited and trafficked (MET) groups across the force to ensure that this work is informed by a broad range of partnership information. All police officers we spoke with had a good knowledge of child sexual exploitation and knew how to refer those who they thought may be at risk.

Officers from neighbourhood teams play an important role in deterring young people from serious and organised crime as part of their work in schools. They have given presentations on organised crime groups, knife crime, sexting, child sexual exploitation (Chelsea's choice) and human trafficking.

The force has also been proactive in the areas of human trafficking and modern slavery. It has carried out an operation through which it has raised local awareness in order to help it identify and intervene more effectively to prevent these forms of abuse.

It is increasingly taking a 'lifetime' approach to offender management, focusing on dealing effectively with individuals to reduce the risk they pose to the public. Arrangements with prisons are good, with plans being made to deal effectively with offenders on their release.

Good arrangements are in place to raise public awareness about the threat from serious and organised crime and also to support those who may be vulnerable to victimisation. Each organised crime group management plan incorporates an agreed media strategy and a dedicated media officer is allocated to each local policing area with responsibility for promoting what has been done to tackle serious and organised crime. In addition, the media department conducts awareness-raising campaigns on serious and organised crime, including raising awareness of the risk from child sexual exploitation, cyber-crime and victimisation of elderly people.

The work that the force does with partner agencies to identify those vulnerable to serious and organised crime is noteworthy. It analyses incidents, partnership intelligence and suspicious financial data to identify principal risks to the community

from serious and organised crime and it creates tailored preventative and reassurance messages to at-risk communities. Through this method, the force also identifies individuals who may be at risk and has conducted nearly 1,000 visits to those at risk of serious and organised crime or otherwise vulnerable.

Summary of findings

Good

Hampshire Constabulary is good at tackling serious and organised crime. It has adequate processes in place to identify relevant threats from serious and organised crime, but it needs to include partnership data in order to fully understand the threat from serious and organised crime.

Its processes for prioritising, mapping, scoring and reviewing organised crime groups are good. However, it has fewer organised crime groups per head of population than most other forces, and should reassure itself that it has a full understanding in this area, particularly of human trafficking.

It is disappointing that the force does not yet have a partnership board in place, although we note the steps taken towards this.

Officers who are responsible for managing the response to serious and organised crime have received training for this role. Management plans are well written and contain clear operational objectives. The impact of interventions against organised crime groups are assessed, but the force could do more to share learning from its activity.

The way in which neighbourhood officers are involved in both tackling and raising awareness of serious and organised crime is particularly good. The force is increasingly working with partner agencies in managing and disrupting organised crime groups and the frequency in which it disrupts organised crime groups is among the highest in England and Wales.

The force is increasing its use of ancillary orders to protect the public from serious and organised crime and we would encourage it to maintain this momentum.

Work to prevent people becoming involved in or victims of, serious and organised crime is generally good, with focused campaigns around child sexual exploitation and the use of neighbourhood officers of particular note.

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 and to inform joint activity aimed at reducing this threat.

- The force should engage routinely with partner agencies at a senior level to enhance intelligence sharing and promote an effective, multi-agency response to serious and organised crime.

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.

Hampshire Constabulary has comprehensively assessed the SPR threats and good leadership arrangements are in place to oversee how prepared the force is to respond to them. Each threat has been assigned a dedicated senior officer lead and comprehensive plans are in place, designed to help the force continue to provide a service to the public in the event of adverse events such as flooding or utility failure.

To combat the risk from cyber-crime, the force has a dedicated plan, written in the 4Ps format, with separate working groups, including external organisations with an interest in this work, assigned to each element. These report to a cyber-crime steering group chaired by the head of investigations. The force has worked with an IT company to put in place measures to mitigate the threat to its own IT infrastructure from cyber-criminals.

The force is well prepared to deal with the threat from child sexual abuse, which is part of its overall strategic threat assessment. It has a specific problem profile and

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[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

force action plan clearly identifying any intelligence gaps around child sexual abuse and setting out what actions it is taking.

The threat from terrorism is managed through the South East Counter Terrorism Unit (SECTU), which links into regional and national counter terrorism structures. The force has also been proactive in work to prevent people becoming radicalised and has a Prevent programme designed to reduce the risk to those vulnerable to radicalisation. The force has monitored the level of threat in this area and has responded by creating a community cohesion desk to identify how vulnerable communities are to radicalisation.

Civil contingencies threats and responding to public disorder are jointly managed with Thames Valley Police, with one senior officer having oversight of the risks for both forces.

For each of these SPR threats there are good exercise, testing and training arrangements in place at local, regional and national levels. The force works well with partner agencies (such as the local resilience forum) and other forces in the region to coordinate its activities.

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.

Hampshire Constabulary has comprehensively assessed the threat of an attack requiring an armed response and has excellent plans for its required firearms capacity, basing its projected needs on a well-researched armed policing strategic threat and risk assessment. It has already started to implement the required increase in its capacity to respond to an attack requiring an armed response.

Following the Paris attacks in October 2015, Hampshire Constabulary and Thames Valley Police reviewed their joint armed policing threat and risk assessment. They produced an evidence-based assessment of their ability to respond to firearms incidents, which resulted in a planned increase in firearms capability of 50 percent.

To manage the identified risks in the short term, the force put this capability in place through combining additional armed response vehicles with staff on overtime. However, this is not a sustainable long-term solution, so it has re-directed capacity from within its roads policing unit to achieve the increase. The force has identified the additional staff that will take up these posts and has already started training them for this role. In its planning, it has anticipated and taken steps to mitigate factors that may prevent it from reaching its planned increase in staff. This has included allocating special priority payments to firearms officers in recognition of the demanding nature of this role and using two firearms training facilities along with additional instructors to deal with the increased training demand.

The force has made preparations to deal with a marauding terrorist firearms attack. Instructions about action to take in the event of such an incident have been refreshed and circulated to those senior officers and staff in the force control room with a role to play in the force response. HMIC spoke with a number of these officers and found that senior officers had an excellent knowledge of what action to take, although it was less consistent in the force control room. This may be because the relevant force action plan was in the process of being updated to incorporate the new guidance. However, it is important that staff at all levels clearly understand and are instantly familiar with the action that needs to be taken.

Hampshire Constabulary has a robust programme of testing and exercising that includes partner organisations and other law enforcement agencies. The force has implemented a testing regime taking account of local, regional and national requirements. This allows the force to rationalise what is requested to make sure that resources are being used intelligently. For instance, a range of testing and exercising events take place to rehearse the different types of incidents that are simulated, including the most complex regional and national operations that include police and other agencies.

Summary of findings

Ungraded

Hampshire Constabulary has the necessary arrangements in place to test its preparedness to deal with national threats, which include oversight from a responsible senior officer. The force has included partner and external agencies in developing its understanding and response, where appropriate.

Comprehensive testing and exercising arrangements also include partner organisations. Business continuity plans are in place to help the force meet the national policing requirements in the event of a major disruption to services and it has developed plans to protect its IT infrastructure from cyber-attack.

The force has conducted a thorough assessment of threats requiring an armed response. Following the Paris attacks, it reviewed its firearms threat assessment. Using mapping techniques, it identified that an increase in its capability was required to allow it to respond to attacks involving firearms within a defined timeframe across the force area. It has put measures in place to address this gap, identified resources to be redeployed and has already started recruiting and training additional resources. Staff with a role to play in the event of a marauding terrorist firearms attack are aware of their role. The force also carries out training and takes part in exercising events.

Next steps

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

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

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

Annex A – About the data

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

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

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.

- We asked all forces to check the final data used in the report and correct any errors identified.

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

Methodology

Data in the report

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

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

Population

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

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

Survey of police staff

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

Ipsos MORI survey of public attitudes towards policing

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

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

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

Review of crime files

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

Force in numbers

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

Calls for assistance (including those for domestic abuse)

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

Recorded crime and crime outcomes

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

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

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

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

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

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

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.

- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.

- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.

- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

Anti-social behaviour

These data are obtained from Office for National Statistics data tables, available from: www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables

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

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

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for

Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

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

Domestic abuse

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

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

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

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

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

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

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on

1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

Victim satisfaction

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

- initial contact;

- actions;

- follow-up;

- treatment plus the whole experience.

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

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

Figures throughout the report

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Anti-social behaviour' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

This methodology is not comparable with figure 8, so direct comparisons should not be made between the two tables.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 30 June 2016 due to transferring to a different crime management system. Its previous system did not record vulnerability. Therefore, these are the most reliable data it can provide.

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

Please see 'Domestic abuse' above.

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

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

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

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.

- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

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

Please see 'Domestic Abuse' above.

Dorset Police is excluded from our data for the reasons described under 'Recorded Crime and Crime Outcomes' above.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it

moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse:

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

In figure 8, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 8.

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

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

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

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

Numbers may not sum to 100 percent due to rounding.