



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Cleveland Police



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Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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

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

Cleveland Police

415

England and Wales

240



Crime (excluding fraud)

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

Cleveland Police

87

England and Wales

68

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

Cleveland Police

+11.0%

England and Wales

+7.8%

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

Cleveland Police

+14.8%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Cleveland Police

18.4%

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

Cleveland Police

15.7%

England and Wales

10.6%

Investigation completed but no suspect identified

Cleveland Police

41.0%

England and Wales

47.4%

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



Anti-social behaviour

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

Cleveland Police

England and Wales

76

31

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

Cleveland Police

England and Wales

78

34



Domestic abuse

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

Cleveland Police

England and Wales

26

16

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

Cleveland Police

England and Wales

11.5%

11.1%

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

Cleveland Police

England and Wales

9.9%

10.0%



Organised crime groups

Organised crime groups per million population as at 1 July 2016

Cleveland Police

England and Wales

64

46



Victim satisfaction rate

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

Cleveland Police

England and Wales

80.6%

83.3%

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

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

Overall judgment²



Cleveland Police is good in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment this year is an improvement on last year, when we judged the force to require improvement in respect of its overall effectiveness. The force has made good progress since HMIC’s 2015 effectiveness and vulnerability inspections. Cleveland Police now has an effective approach to preventing crime and anti-social behaviour, investigating crime and supporting victims. It is also effective in tackling serious and organised crime, although the force needs to improve further the service it provides to vulnerable people.

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?		Good
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

Cleveland Police has made good progress since HMIC’s 2015 effectiveness and vulnerability inspections. In 2015, we judged that the force did not have the skills or abilities to deal with the breadth of change required. Now, two recommendations arising from our cause of concern have been addressed, as have seven of the nine areas for improvement.

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

The force is good at preventing crime and anti-social behaviour. It has made considerable improvements to how it polices neighbourhoods. It has a good understanding of those threats and risks that pose the greatest harm to local communities, while recognising the limitations of its formal engagement structure.

Cleveland Police has made considerable progress in its initial identification of and response to vulnerable victims. In addition to changing its internal force structures and processes, it has, working with other organisations, established its first children's safeguarding hub. This is a positive step. HMIC will continue to monitor this with interest.

The force responds to and safeguards vulnerable victims well in most cases. Although the force is able to identify repeat victims through its systems, its ability to draw on this data to inform its overall planning continues to develop. The force has made considerable progress in the way in which it responds to and investigates missing children, although we found that the force's response to some children who are reported as absent could be improved.

Cleveland Police investigates crime well in most cases, particularly those cases involving vulnerable victims. The force has a good understanding of the risk and threat posed by serious and organised crime, and continues to tackle it effectively. It has effective arrangements to ensure that it can fulfil its national policing responsibilities.

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.

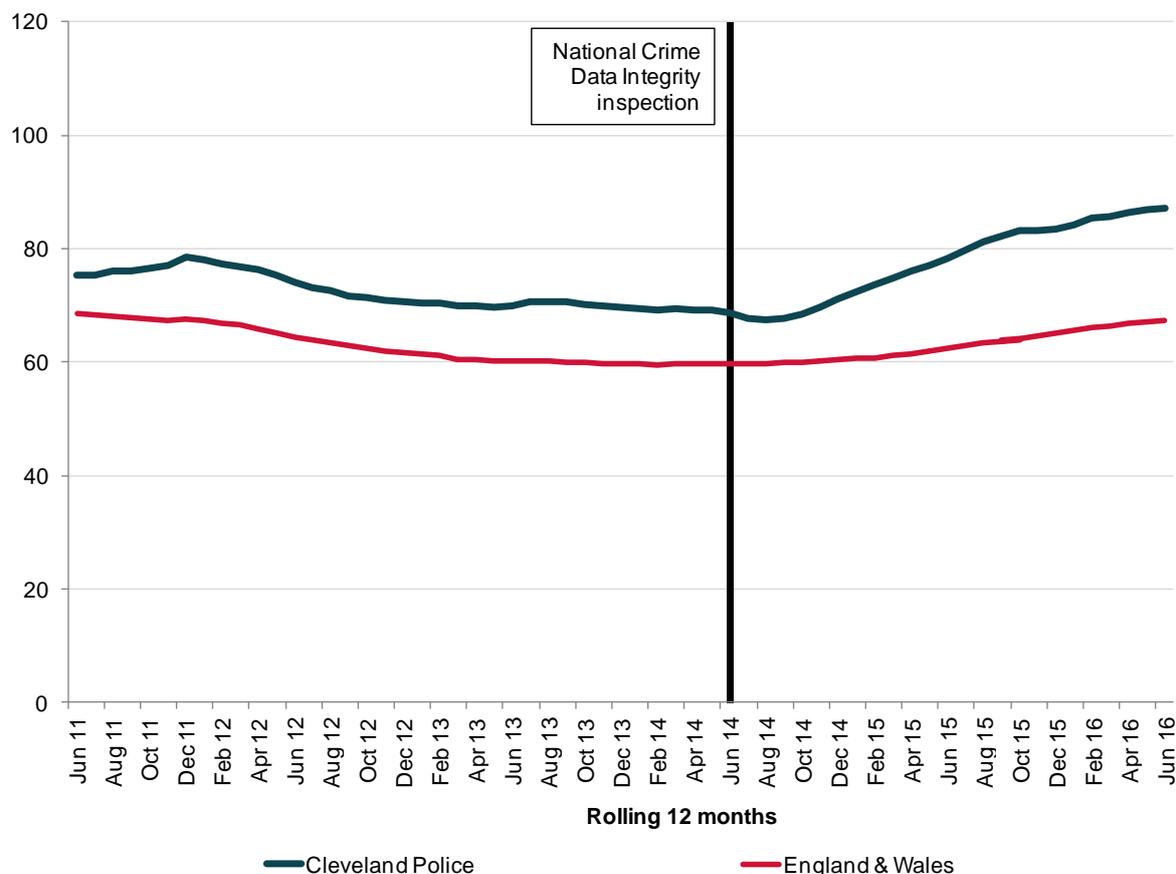
How much crime and anti-social behaviour is there in Cleveland?

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 is 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.

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 14.8 percent in Cleveland compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime increased by 19.7 percent in Cleveland, 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 Cleveland, 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 Cleveland increased by 11.0 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 Cleveland 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 Cleveland, for the 12 months to 30 June 2016

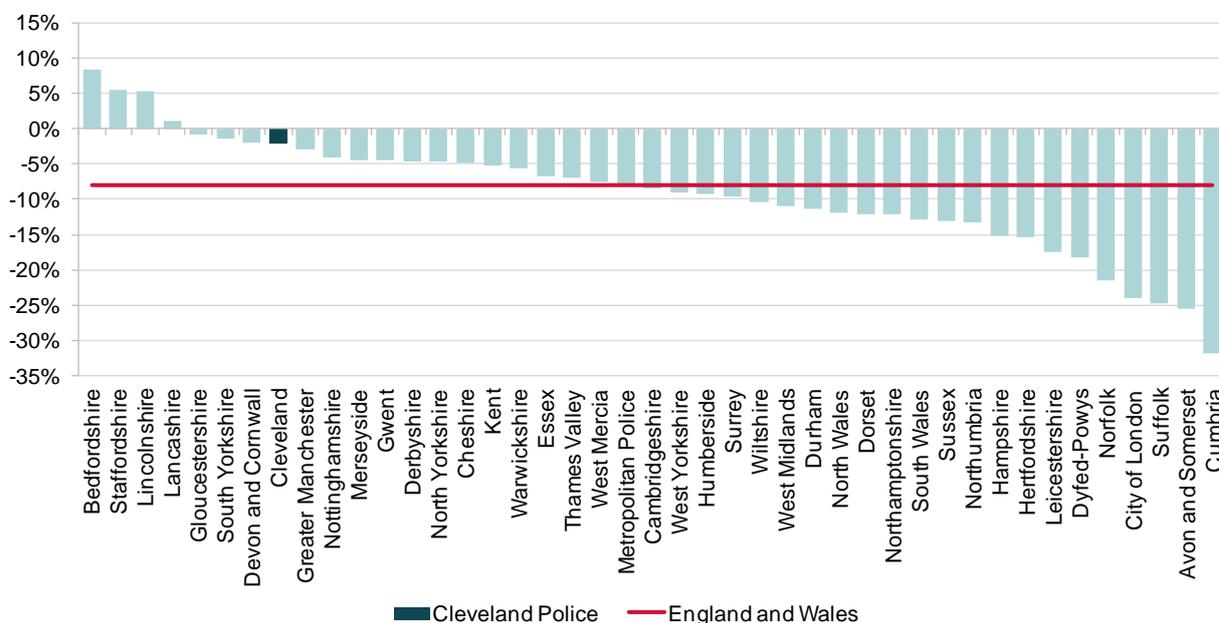
Rates per 1,000 population	Cleveland Police	England and Wales
Recorded crime (excluding fraud)	86.9	68.2
Victim-based crime	79.5	60.4
Sexual offences	2.4	1.9
Assault with injury	8.8	7.0
Burglary in a dwelling*	9.9	8.1

* 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, Cleveland Police recorded 76 incidents of anti-social behaviour per 1,000 population. This is 2 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.

Cleveland has the one of the highest rates of victim-based crime per 1,000 population across all forces in England and Wales (in the 12 months to June 2016). Anti-social behaviour has shown a reduction of 3 percent in the 12 months to March 2016. However, Cleveland still experiences the highest level of anti-social behaviour per 1,000 population when compared with other forces in England and Wales, and is almost double the England and Wales rate per 1,000 population.

Cleveland has experienced increases in personal anti-social behaviour, higher than the England and Wales rate. Personal anti-social behaviour is a sub-category of anti-social behaviour in figure 3. Although the rate of increase of personal anti-social behaviour has slowed, it is still increasing and above the 2015 rate.

The force is starting to have a positive effect, however, with the introduction of the new '3S' neighbourhood policing model (described in more detail below), targeted work where people need a police response the most, and a new problem-solving model.

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 Cleveland Police understand the risk posed to its communities?

Cleveland Police has made considerable progress in the way that it provides neighbourhood policing and the public can have confidence that local policing is effective. In HMIC's 2015 effectiveness inspection, we found that the force's neighbourhood policing model was under review. It was not effective because of the frequency with which neighbourhood officers had to support response officers in

responding to emergency calls. After its in-depth review, the force put in place a new neighbourhood policing model in July 2016. The '3S' model is based on the level of vulnerability within communities. It provides a flexible, three-tier policing approach. Using data from the Jill Dando Institute and informed by the Vulnerable Localities Index³ (a method which can help to identify neighbourhoods which require priority attention for community safety), the characteristics of the force's ten neighbourhood sectors have been split into three tiers. This identifies whether an area requires 'strengthening, supporting or sustaining', and determines the level of the neighbourhood team presence in each local area. The force is prioritising where it needs to concentrate its workforce, which means that those neighbourhoods which have been assessed as the most vulnerable receive a constant neighbourhood policing presence.

Neighbourhood teams have a good understanding of their local areas. The force's neighbourhood teams are integrated teams made up of police officers, police community support officers (PCSOs) and investigators. They are less frequently extracted from their roles to provide cover for other officers responding to emergency calls than was previously the case.

The force is good in terms of how it profiles its neighbourhoods. Officers and staff have handheld devices through which they access the I-Map system, a comprehensive set of information which includes a multi-layered geographical mapping system. Data are extracted from a range of sources and include points of interest, anti-social behaviour incidents, crime incidents of all types, areas of deprivation, repeat victims, domestic abuse perpetrators, and warrants for people who are wanted by the police. These are all plotted on maps that relate to the neighbourhood areas.

The force understands the threats and risks facing its communities, and is continuing to develop its understanding of emerging threats. It has a structured approach through analysis and review of intelligence. The force has developed a high-level understanding of the threats and risks which pose the greatest harm to local communities using the 'management of risk in law enforcement' (MoRiLE)⁴ process, supported by a comprehensive range of analysis of threats and risks. As well as traditional types of crime, this analysis includes some emerging themes such as offences by foreign national offenders. Further analysis is planned on modern-day slavery and human trafficking, which includes work with the local university to understand the exploitation of eastern European women.

³ *Vulnerable Localities Index*, Tompson L, 2012, UCL Jill Dando Institute of Security and Crime Science. Available from www.jdibrief.com.

⁴ 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.

In addition to understanding the threats facing local communities, the force reviews its continuing risks to determine 'Areas of Focus' for its neighbourhood policing teams. This ensures that trends in increases of crime and anti-social behaviour are identified and responded to in a timely way within the local areas.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a decrease in public satisfaction with Cleveland Police. Some 401 people were interviewed and 48 percent were very or fairly satisfied with local policing in their area. This is a 7 percent decrease on 2015.⁵

How does Cleveland Police engage with the public?

The way that Cleveland Police engages formally with the public overall is limited. The force recognises that its formal engagement structure has limitations. In the current structure, local residents can attend meetings to discuss local problems and concerns, but this only allows the force to understand the things that matter to the residents rather than involving local people in the setting of local priorities. These meetings are not well-attended by local people, although local councillors do bring local concerns to the meetings. The public can tell the force about their views by using the force's website feedback forms. The force also provides other ways in which local communities can provide feedback, through Cleveland Connected, which has a membership of 12,196 residents. This is a two-way messaging system which enables the force to engage with large numbers of the community and allows for feedback. Good communications exist with rural communities. Five hundred people are signed up to Cleveland Connected, and there is also a forum where people can raise their concerns.

Staff working on behalf of the office of the police and crime commissioner (OPPC) also undertake community engagement activities and share the findings with the force. 'Your force, your voice' is part of the police and crime commissioner's plan for getting out to communities to give local people the opportunity to influence priorities for the force. Meetings are held at over 400 events across the 79 wards that make up the Cleveland Police area. The OPCC's staff find that better community feedback is gained by attending meetings which are arranged by the community and not by the police. Some of these meetings are attended without a police presence because it is felt that the community is likely to give more feedback to the OPPC's engagement workers than to a uniformed officer. When the OPCC's engagement workers identify groups of people who need a different approach, neighbourhood teams work to establish a good relationship with these groups, building trust and understanding their concerns. They work with faith groups and other networks, such as mosques, groups for asylum seekers and the Traveller community.

⁵ For further details, see annex A.

Recognising the limitations of its existing formal engagement structure, the force's new approach to neighbourhood policing is to concentrate on community engagement, problem-solving, partnership-working and preventing crime and anti-social behaviour. As part of the work to support the new '3S' neighbourhood policing model, the force reviewed the way it engages with the public. It produced an engagement strategy, which at the time of our inspection was in draft form and had not yet been shared with partner organisations. The force intends to provide multiple opportunities for communities to engage with the force in shaping policing policy, practice and priorities.

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?

Cleveland Police has an effective approach to problem-solving. In HMIC's 2015 effectiveness report, we said that the force did not adopt a structured and consistent approach to problem-solving to enable it to tackle crime and anti-social behaviour effectively. The force has improved its approach to problem-solving, based on prevention, intervention and protection. It has produced a 'Guide to problem-solving' which outlines crime-prevention techniques that should be considered by officers and staff, examples of problem-solving interventions, and the use of SARA⁶ as a structured approach to problem-solving. It is promoting a culture of crime prevention within neighbourhood policing, with dedicated crime-prevention staff, continual training, and a concentration on deeply rooted causes of crime through an early intervention and 'troubled families' approach.⁷

The force consistently uses a structured approach for its force-level operations. However, we found some inconsistency in the application of a structured problem-solving approach at a local level in neighbourhood teams. Where a structured

⁶ SARA is an acronym for scanning, analysis, response, and assess. The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

⁷ 'Troubled families' is a programme of targeted intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

approach is used, it is well planned, it involves partner organisations and is documented on ECINS,⁸ which allows partner organisations to have direct access to the plans. The force recognises this inconsistency following the implementation of the '3S' neighbourhood policing model, and 240 staff are to receive training jointly with 60 staff from partner organisations in January 2017. The force could also do more to understand the effect of problem-solving activity on reducing crime and anti-social behaviour. The force has not yet introduced predictive policing,⁹ although it is exploring how this or a similar model could be adopted to improve how well local policing activity is targeted.

The exchange of information with partner organisations works well. Partnership analysts are located within the local authorities. They have access to the force's systems to allow the analysis of problems, and this is then shared through the community safety partnerships. Information-sharing protocols are in place and neighbourhood staff share information with partner organisations at joint action group meetings, which are used to discuss local problem-solving.

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

The force uses effective approaches to tackle crime prevention and anti-social behaviour. In HMIC's 2015 effectiveness report, we said that the prevention of crime and anti-social behaviour was not a routine part of neighbourhood policing because neighbourhood officers did not have the time to do this work. This was because they were frequently being extracted from their neighbourhood roles to cover for officers responding to 999 calls. In our 2016 inspection, we were pleased to find that neighbourhood officers now have the time to do crime prevention and problem-solving work. This is because of the force's improved management of demand from 999 calls. By using a new shift pattern, neighbourhood officers are available at the times needed, and where they are most needed, in line with the local areas identified as needing 'strengthening, supporting, or sustaining' in the '3S' model. The force's neighbourhood policing approach has been developed based on problem-solving, community engagement, partnership working and preventing crime and anti-social behaviour.

Examples of effective problem-solving and crime prevention include Operation Raptor (retail theft), Operation Autumnus (anti-social behaviour and crime), Operation Impact (anti-social behaviour and violent crime), and local area examples focused on anti-social behaviour. Operation Autumnus is a force-wide operation for reducing incidents of anti-social behaviour and criminality on 'mischief night' each

⁸ ECINS: Empowering Communities Inclusion and Neighbourhood Management System.

⁹ Analysing crime trends (such as time-bound and seasonal trends) to identify and understand where most crime is occurring ('hot-spotting'), and in some cases predict where crime and anti-social behaviour is most likely to occur.

year (30 October). The force develops an operational plan in collaboration with partner organisations and is involved in implementing it through schools, local authorities, youth clubs, charities and volunteer groups. The force analyses crime and anti-social behaviour incidents in previous years to help it target areas for officers on foot and in vehicles. The force uses anti-social behaviour powers such as dispersal orders, and it has had a lot of success with these. Its communications strategy includes giving crucial messages to the public before mischief night and getting feedback on the night to inform deployments. Following the operation, a full debrief is held with partner organisations to identify what worked and what should influence the approach for the next year's operation.

A local area example is where an anti-social behaviour problem was identified in Billingham town centre. This was discussed at a community council meeting where residents were asked for their support in tackling the behaviour of young people in the town centre. Neighbourhood officers worked with partner organisations including housing, education, the local authority anti-social behaviour team, councillors, special constables and the local media (a community newspaper). These agencies were brought together, and a multi-agency plan was developed. The plan was monitored at regular meetings and the combined approach through education, housing enforcement and dispersal notices helped to tackle the problem.

The force has effective crime-prevention specialists who give advice to officers and the public, although not all neighbourhood staff are aware of these roles or what the specialists can do to help them with problem-solving, particularly for anti-social behaviour. Crime-prevention advice is given to the public, for example, providing people with purse bells to avoid theft from handbags, which was effective at engaging the elderly in crime prevention. The force would benefit from re-focusing the remit of problem-oriented policing co-ordinators, who told us that their role is to problem-solve the demand created by calls from the public.

The force is effective in its communications and social media to keep its residents updated on crime-prevention messages. There is a comprehensive internet page providing advice, a monthly blog on social media, and messages through Cleveland Connected. More recently, the force has compiled a personal information document for asylum seekers who are new to the area and is liaising with partner organisations to share this information among people who are new to local communities. The force is creative in its communications by looking at what is topical and using that as the basis of its own communications campaigns. For example, it has worked with a local travel agent who sends out postcards to all those people who have booked holidays, reminding them about keeping their house secure while they are away.

Cleveland Police is working effectively with education partners and the voluntary sector to educate young people about online safety and the potential for sexual exploitation and bullying online. Working with schools, a group of Year 10 students was identified as being vulnerable. By giving presentations and providing safety

advice, the project has directly resulted in more than half of these children changing their behaviour in order to remain safe. The local safeguarding children's boards promote 'In the wrong hands', which is a thought-provoking campaign that outlines what child sexual exploitation is, the signs to look for and how to report it. The force has also used a theatre production for young people called Chelsea's Choice, to reinforce messages about child sexual exploitation.

Cleveland Police makes effective use of a wide range of crime-prevention support and projects funded by the police and crime commissioner (PCC). The PCC provides funding to prevent crime and keep people safe in the form of small-scale projects run by local communities, volunteers and charities. Examples include the Hartlepool crime-prevention panel, which provides proactive crime-prevention projects in the community and educates the community about crime-prevention methods, the Rifty Youth Project's summer club for young people, and funding for youth football clubs to divert young people away from crime and anti-social behaviour. Other small-scale crime-prevention projects have also been funded, such as CCTV for premises which have reported an increase in anti-social behaviour. The PCC has also set up a crime forum for the rural communities that border Durham and North Yorkshire. This involves farmers, the National Farmers' Union, the rural council and horse-riding groups. The force now has a rural crimes officer, and has been given access to a grant for crime prevention specifically for rural communities.

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

Cleveland Police is making some use of best practice to improve services. The force used 'what works' to inform its re-design of neighbourhood policing and for some force-wide operations. In developing its demand and resource modelling system, the force took account of the experiences of other forces when determining the assumptions which, in addition to its own data analysis, informed the force's resource allocation.

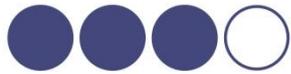
Research for force-wide operations has also captured 'what works' from other forces. This includes the force's approach to retail theft (Operation Raptor), which was adopted from a successful approach used by Humberside Police.

In HMIC's 2015 effectiveness report, we indicated that the force should use evidence of 'what works' drawn from other forces, academics and partner organisations continually to improve its approach to the prevention of crime and anti-social behaviour. In addition, there should be routine evaluation of tactics and sharing of effective practice at a local level. The force does not routinely carry out the evaluation of tactics at a local level and HMIC will continue to monitor progress in this area.

The force has the opportunity to increase its evaluation and sharing of effective practice as the use of ECINS increases. ECINS information will be available through

I-Map on the force's handheld IT devices so that officers can see what problem-solving work has previously been done in that area, and whether or not it worked.

Summary of findings



Good

Cleveland Police is good at preventing crime and anti-social behaviour. The force has made considerable improvements to its neighbourhood policing model. In HMIC's 2015 effectiveness report, we judged that the force's neighbourhood policing model was not effective. In addition, there was no structured or consistent approach to problem-solving to enable neighbourhood teams to tackle crime and anti-social behaviour effectively. The force has responded well by creating the capacity required for neighbourhood teams to fulfil their role in preventing crime and anti-social behaviour. It has provided these teams with a structured approach to problem-solving, including enhanced information-sharing with partner organisations, although consistency of application could improve, along with the evaluation of tactics at local level.

The force has a good understanding of the threats and risks which pose the greatest harm to local communities. Although the limitations of the formal engagement structure are recognised by the force, we found that neighbourhood teams are connecting with local communities and are being informed of local concerns and problems through joint meetings with partner organisations. Neighbourhood teams have a good understanding of the local areas through comprehensive data, although the force could do more to involve local people in the setting of local priorities.

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/khat¹⁰ 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

¹⁰ 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 Cleveland Police, in 12 months to 30 June 2016, by outcome type^{11,12}

Outcome number	Outcome type / group	Cleveland Police	England and Wales
1	Charged/Summoned	18.4	12.1
4	Taken into consideration	0.5	0.2
	Out-of-court (formal)	2.4	3.2
2	Cautions - youths	0.4	0.4
3	Cautions - adults	1.7	2.3
6	Penalty Notices for Disorder	0.4	0.6
	Out-of-court (informal)	2.4	3.6
7	Cannabis/Khat warning	0.4	0.9
8	Community Resolution	2.1	2.8
*	Prosecution prevented or not in the public interest	3.0	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	7.8	8.3
	Evidential difficulties (victim does not support police action)	20.0	13.8
16	Suspect identified	15.7	10.6
14	Suspect not identified	4.3	3.2
18	Investigation complete – no suspect identified	41.0	47.4
20	Action undertaken by another body / agency	0.0	0.6
21	Further investigation to support formal action not in the public interest	0.2	0.1
	Total offences assigned an outcome	95.7	91.3
	Not yet assigned an outcome	4.3	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

¹¹ 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.

¹² '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, Cleveland Police's use of 'action undertaken by another body / agency' 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 monitors outcomes through its monthly performance meeting. It recognises that:

- although it has a higher number of cases where there are evidential difficulties because the victim does not support a prosecution, 70 percent of the crimes allocated an outcome where there were evidential difficulties were cases in which the victim withdrew;
- more than 50 percent of its domestic abuse investigations are finalised in this way; and
- for sexual offending and domestic abuse the best resolution for the victim may not be a traditional one.

However, it still needs to assure itself that it is offering sufficient support to victims, whatever outcome is achieved.

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

Cleveland Police is effective in its assessment of calls from the public which require police assistance. It completes a thorough assessment of calls, and in most cases provides immediate advice about safeguarding, although not always on the preservation of evidence and crime prevention. It provides an appropriate response to calls for assistance, which is informed by a thorough assessment at the initial point of contact.

The force received 415 calls for assistance per 1,000 population in the year ending 30 June 2016, compared with an England and Wales rate of 240 calls per 1,000 population. When calls reach peak demand, the force has processes in place to ensure that these calls are answered promptly. This includes dispatchers in the control room and officers within the incident and crime management team taking 999 calls in periods of peak demand. This ensures that the force has processes in place to manage its demand from calls, and the force also has plans to alleviate the level of demand for its overall number of calls, but it should assure itself of the long-term sustainability of working in this way, and we will re-visit this in HMIC's efficiency inspection in 2017.

Call-handlers complete a thorough assessment of calls. They record the circumstances of the calls thoroughly, and in the majority of calls the incident is triaged appropriately using a THRIVE approach.¹³ This process is quality-assured daily by supervisors within the control room listening to calls. In most cases, we found that call-handlers provide immediate advice on safeguarding, although not always on the preservation of evidence and crime prevention.

Cleveland Police provides an effective response to calls. It has reviewed its incident resolution teams and has put new shift patterns in place which are aligned to the demand from calls for assistance. This means that officers are available at the right times to respond to calls for assistance. The force's incident and crime management team is now fully functional and completes desk-based investigations in instances where it is not necessary for a police officer to attend. Of the calls received, 17 percent were dealt with over the phone by the force's incident and crime management team, or at the front enquiry counter, which is less than the England and Wales rate of 27 percent. This means that those victims requiring police attendance receive a timely response because officers are not attending reports of lower-level and less complex crimes.

The force's subsequent response to incidents is appropriate in the majority of cases we reviewed. The structured assessment of calls is aligned to the force's call response policy, which informs the allocation of resources in line with the urgency determined from the assessment. We found just a couple of instances where a delayed response, because of an increase in the demand from calls, had a negative effect on the quality of the subsequent investigation.

¹³ THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

How well do response officers investigate?

The force is effective in its initial investigation of crime. Incident resolution officers attending the incident gather evidence at the scene, and in most instances make further investigative enquiries appropriate to the incident such as the retrieval of CCTV footage, identification of important witnesses, examination of mobile phones, and attendance by a crime-scene examiner, where appropriate. However, we found that, very occasionally, where early investigative opportunities had been missed, these related to house-to-house searches and the examination of phones for evidence.

Cleveland Police is effective in its assessment and allocation of crime for subsequent investigation. In HMIC's 2015 effectiveness inspection, we reported that the force should ensure that crimes are allocated promptly to investigators who have the appropriate skills, accreditation and support to investigate them to a good standard. This was because we found that some officers within both response and neighbourhood teams had responsibility for crimes of a more serious nature, which meant that inadequately trained staff held significant investigative responsibility. The force has made good progress with its response to this area for improvement.

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. We found that all the files reviewed were allocated to the most appropriate team and that neighbourhood and response officers are no longer allocated crimes of a serious nature.

The quality of handovers from the officer initially attending the call to more specialist investigators is effectively supervised in the majority of cases. However, we were told by supervisors that they do not always have the time to 'sign-off' an initial investigation before handover.

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

Cleveland Police investigates crime well in most cases, particularly those which involve a higher level of threat, harm or risk to the victim. The force has effective investigative support functions and, in most cases, forensic opportunities are exploited effectively and appropriately. Cleveland Police charges or summonses a higher rate of offenders as a proportion of all outcomes when compared with other forces.

Cleveland Police is effective in its investigation of crime. The force's crime allocation procedure outlines the minimum standards for investigation and provides clear guidance about the initial actions expected of officers. Before our inspection, we reviewed a small number of crime investigation files. The review concluded that most of the case files had an effective investigation and made appropriate use of specialist officers to conduct complex investigations. However, we did find some cases of less complex crimes where individual response officers had completed a small number of poor investigations.

Investigators have time to complete a thorough investigation. They have a lower caseload rate when compared with other forces across England and Wales. Although we found some inconsistency in the level of effective supervision of case files, this did not appear to have an adverse effect on the quality of the majority of investigations or the force's proportion of outcomes where an offender is charged or summonsed, which at 18.4 percent is higher than the England and Wales proportion of 12.1 percent.

Support to investigations

The force has effective investigative support functions. It has sufficient capacity within its central intelligence functions to research, evaluate, analyse and develop intelligence to support investigations which are prioritised for this level of support. Intelligence professionals within the force are assigned to support effective investigations for more serious crime or significant crime trends where a series of crimes is affecting a significant number of victims. The police national database (PND) is used extensively in the exchange of intelligence with other organisations, and there is a good exchange of intelligence with other law enforcement agencies. The force has also developed an intelligence form for partner organisations to submit intelligence, which has resulted in a small increase in the number of submissions received from partner organisations.

Cleveland Police exploits forensic opportunities effectively. The attendance of the force's crime-scene investigator at incidents is based on crime type rather than an assessment of threat, harm and risk. Incidents are prioritised on major crime,

burglary, vehicle crime and assaults. We found that forensic submissions are being processed in a timely way with none being delayed by more than three months, which means that there is no delay to the investigation. The force has access to share crime-scene investigative resources from Durham Constabulary when it does not have a specialist capability, such as the ability to obtain 360-degree photographs at crime scenes.

The force has effective processes in place to ensure investigation case files are of an appropriate quality. Evidence review officers review case files to ensure that the file quality is appropriate and proportionate to the case. Since September 2016, the Crown Prosecution Service (CPS) reviews files under the file quality assessment framework, assessing whether files are of sufficient quality and meet appropriate evidential standards, and whether the needs of victims are addressed. Feedback is given to officers from both levels of assessment to improve performance and the likelihood of the prosecution of offenders.

In HMIC's 2015 effectiveness inspection, we reported that the force should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices sufficiently quickly to ensure that investigations are not delayed. During our 2016 inspection, we were pleased to find that the force has made further investment in this area and improvements in reducing its backlog of devices awaiting examination and in processing the examination of digital devices. The force has invested in more investigators and a fully-equipped van to give on-site assistance to attending officers in order to determine the probability of retrieving digital evidence successfully, in order to support a prosecution. All examiners are accredited in the College of Policing 'Core Skills and Data Recovery and Analysis' qualification and all staff maintain a continuous development portfolio.

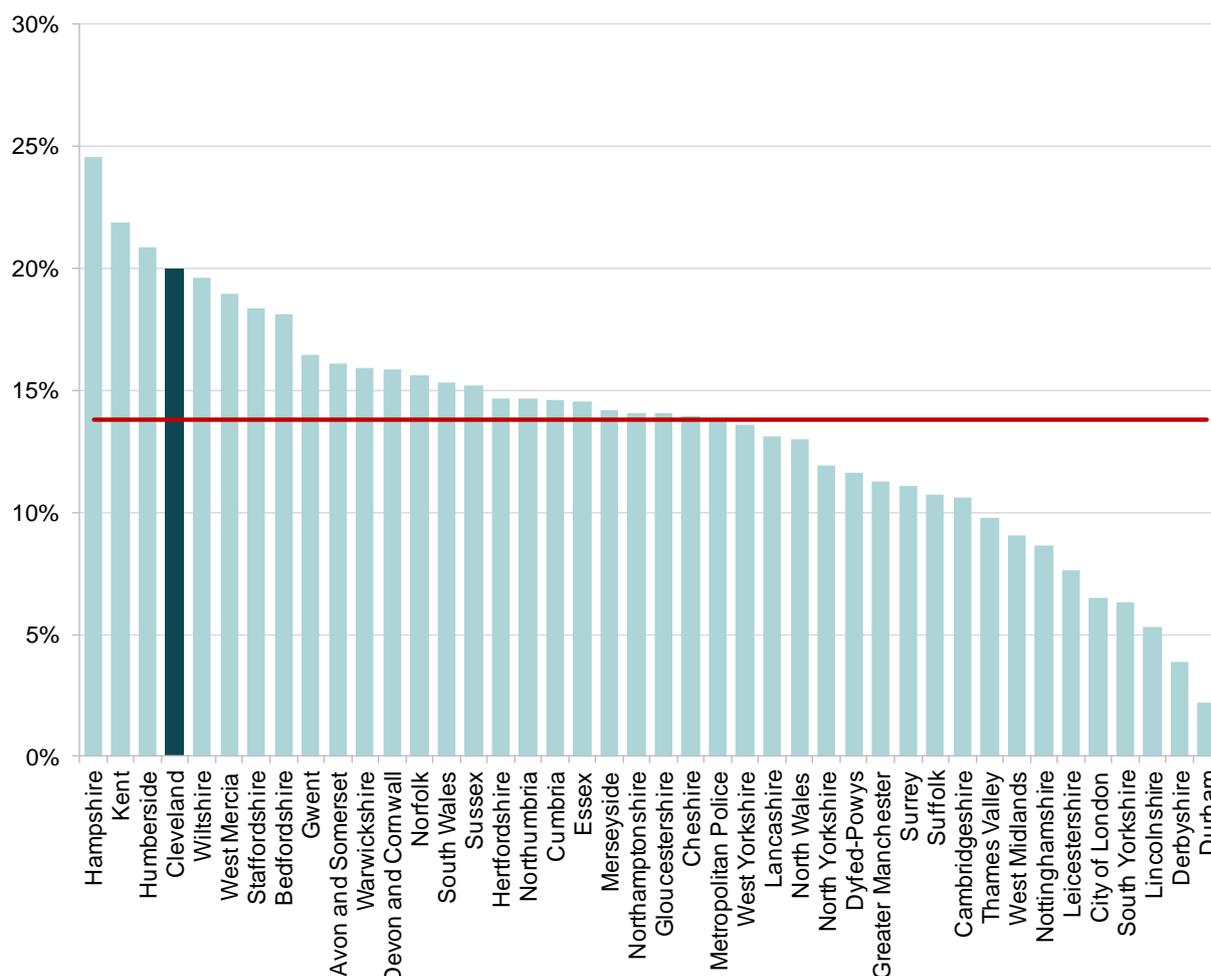
There is a clear prioritisation process for devices to be examined, and there is monitoring of the timely processing of digital evidence through formal performance meetings. We found only a small number of digital devices which had been waiting for over three months for an examination to be completed. The force also has equipment that allows for the initial examination of digital devices by officers who have been trained to do this. There are five digital kiosks which provide this facility across the force, and 97 staff have been trained to use them. The digital forensics unit (DFU) is now located alongside the force paedophile online team (POLIT), due to the close relationship between the work of the two units. This provides more effective support to POLIT officers when they attend an address to execute a warrant. Digital forensics officers attend alongside them to identify which digital devices to seize, and this has also allowed other family members to retain their devices, causing less disruption to the suspect's wider family.

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.

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, Cleveland Police recorded 20.0 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.

Putting victims first is a clear priority for Cleveland Police and this is reflected in the force’s ‘Victims First’ approach. In HMIC’s 2015 effectiveness inspection, we found that although staff had a strong public service commitment and wanted to provide a quality service, they did not have sufficient time and resources to do so. In 2016, we

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.

found that victim care was effective in the majority of case files that we reviewed. The force has processes in place to ensure that officers are compliant in their use of the *Code of Practice for Victims of Crime*. For example, a crime cannot be closed before the template for the code has been completed by a supervisor. Each quarter, the force samples 100 live crimes through its crime management support bureau, with any concerns being reported to the force's performance meeting and fed back to staff. From this, the force is able to demonstrate that it keeps victims updated in the majority of cases, although it recognises that officers sometimes fail to comply with completing or recording a victim needs assessment, and a victim contact contract. There is an application within the force's crime management system which will support improvement in this area through standard templates being completed, and allowing victims to track their own crimes. This was planned to be implemented soon after our inspection.

The force is making progress with cases where the victim did not support action. It continues to make good use of body-worn cameras to inform domestic abuse investigations and to proceed with victimless prosecutions. Investigations continue to trace suspects even when the victim may not wish to pursue a prosecution, such as domestic abuse cases, cases of indecent images and grooming cases. Unless the victim has a particular reason for not wishing the police to investigate, the force progresses with victimless investigations where there is a named suspect, and suspects are arrested or interviewed.

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?

Cleveland Police continues to work well with partner organisations to reduce re-offending. Although officers actively seek and arrest people who are wanted by the police, or outstanding named suspects, it could do more to assure itself that there is sufficient force-level oversight and prioritisation of the overall volume of wanted and outstanding named suspects. The force ensures that the risk of criminality from individuals who are foreign nationals is identified and managed.

The force's guidance about people who are wanted by the police outlines who has responsibility for each element of the process. There is a central force register for wanted persons, and details of these people are circulated to officers through the briefing system and through the daily management meeting (Pacesetter). The responsibility for people who are wanted on warrant remains with the officer investigating the case until the offenders are arrested. The overall volume of wanted

offenders is discussed weekly at the force's Pacesetter meeting. However, we found that the overall number of wanted persons is considered, rather than individual cases, or the efforts made to arrest the suspects or offenders. The force has a notably lower figure for the number of persons wanted and circulated on the police national computer (PNC) per 1,000 population than the England and Wales rate. The force also has a lower figure than the England and Wales rate for the number of outstanding suspects not circulated on PNC. The majority have been outstanding for under three months, with fewer outstanding for longer periods. This means that the public can be reassured that the force is actively seeking and arresting wanted or outstanding suspects in a timely way. The force monitors crimes with outstanding named suspects through its force performance meetings, and through its Pacesetter meeting every week. However, it could do more to assure itself of the volume and prioritisation of wanted and outstanding suspects, as we found limited force oversight.

Cleveland Police is effective in its approach to verifying and identifying the nationality of arrested foreign nationals. By contacting Immigration, the force checks with the criminal records office (ACRO)¹⁷ whether arrested foreign nationals have overseas convictions. This provides the force with enhanced information about the criminality of these individuals and allows it to identify and manage the risk more effectively. In the 12 months to 30 June 2016, the force made 18,505 arrests, and of these 1,141 were foreign nationals. The force received 314 requests from different countries and took positive action in 101 cases. The force has increased its understanding of foreign national offenders (FNOs) through further analysis which includes those FNOs who have been repeatedly arrested for serious offences. This is with a view to informing the development of a 'high-harm offender' approach to ensure the risk posed by FNOs is managed.

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

Cleveland Police protects the public effectively from the most harmful offenders using a range of methods and working with other organisations. The force works well with partner organisations in running its dedicated integrated offender management (IOM) programme.¹⁸ There is a structured approach to selecting offenders for the IOM programme with regular oversight and review; however, the scope is narrow and centres on prolific offenders who commit theft, robbery and burglary, and are more likely to re-offend. This minimises the opportunity to reduce the re-offending of the most harmful offenders. The force works well with partner organisations to

¹⁷ ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

¹⁸ IOM brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

manage registered sex offenders and to prevent them from re-offending, and has arrangements in place to manage the most dangerous offenders.

In HMIC's 2015 effectiveness inspection, we found that the force had moved to a single combined IOM, which was well-established and brought together probation, local authorities, drug and alcohol teams, mental health, housing and prisons. The IOM team had at that time recently moved to share the same office buildings as partner organisations, and there is evidence of good partnership working. In 2016, we found that the force's dedicated IOM programme now has police and partner organisations sharing offices at four sites with either the prison service or probation service. But the current IOM programme is narrow in its scope, with only those offenders who steal, rob and burgle being assessed for suitability for the programme. This means that offenders who cause high levels of harm, such as violent offenders or those who are linked to organised crime groups, are not being managed through this process.

The force has plans to include domestic abuse perpetrators on the IOM programme from January 2017, with 40 places being available. Acceptance of an offender into the programme includes consideration of the individual's offending profile, accommodation, drug abuse, finance/debt, employment and training, vulnerability, mental health, physical health, behaviour and family. At 1 July 2016, there were 240 people on the programme, an increase of 100 from the previous year. Additional staff have been provided to manage the increase in the size of the group. Regular assessment and review ensures that offenders are being managed well.

The force has historically had a high re-offending rate for the IOM group, which, at 68 percent, is higher than the England and Wales rate of 57 percent. The force considers this to be due to the demographics of the local area and an IOM group made up of offenders who repeatedly return to their previous behaviour of acquisitive crime. However, without fully understanding why re-offending is high, this may have an effect on the force's response to reducing re-offending in the longer term. Reducing re-offending is a priority for the police and crime commissioner; the force's strategic IOM meeting is to become a reducing re-offending board from 2017.

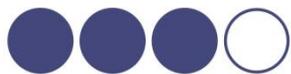
The number of registered sex offenders (RSOs) in Cleveland continues to rise broadly in line with the rate in England and Wales. At 1 July 2016, there were 676 RSOs, of which 21 were very high risk and 243 high risk. This is an increase of 20 compared with 1 July 2015, although through the use of an active risk-management approach, the force has reduced the number of high-risk offenders and continues to do so. There is active use and enforcement of ancillary and preventative orders to prevent and reduce offending. Officers routinely monitor and enforce orders, including sexual offences prevention orders (SOPOs)¹⁹ and sexual harm prevention

¹⁹ Sexual offences prevention orders (SOPOs) were introduced by the Sexual Offences Act 2003 and are designed to protect the public or any particular members of the public from serious sexual harm from an offender. As of March 2015, SOPOs were re-named sexual harm prevention orders (SHPOs).

orders (SHPOs). In HMIC's 2015 effectiveness inspection, we reported that the force was reviewing the unit which manages registered sex offenders with the aim of addressing the size of the caseload which officers are managing. In 2016, we found that although the distribution of the caseload has changed as a result of the risk-assessments by police, and the force is operating at the standard required in line with the College of Policing standards for reviews and visits of sex offenders, the overall caseload being managed by individual officers remains the same. We found that some officers in the unit are managing 60 to 80 registered sex offenders. We were told by officers that some low-risk offenders had not been managed to the standard required because of workload capacity; which means that they had not always received a visit at the appropriate time.

Multi-agency public protection arrangements (MAPPAs)²⁰ are in place to manage the most dangerous offenders. A range of tactics and options are considered in managing these offenders to ensure that local communities are protected from harm, and actions are assigned to local areas in relation to those offenders who pose the greatest risk to local communities. Neighbourhood officers are told about the offenders in their area, supervisors receive intelligence logs with updates about offenders, and they give their teams regular briefings. Partner organisations told us that they felt the MAPPA arrangements worked effectively.

Summary of findings



Good

Cleveland Police is good at investigating crime. It is thorough in its assessment of calls requiring assistance. The force responds to most incidents appropriately, and allocates crimes appropriately for subsequent investigation. It has effective investigative support functions. It has improved its retrieval of digital evidence, and in most cases exploits forensic opportunities effectively and appropriately. Cleveland Police is successful in achieving a higher proportion of offences assigned a charged or summonsed outcome from its investigations when compared with other forces.

Cleveland Police continues to work well with partner organisations to reduce re-offending, although the force could do more to assure itself of the overall volume and prioritisation of wanted and outstanding named suspects. It ensures that the risk of criminality from individuals who are foreign nationals is identified and managed.

²⁰ Multi-agency public protection arrangements (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.

There is a structured approach to selecting offenders for the IOM programme, with regular oversight and review, although it is narrow in scope, and this minimises the opportunity to reduce re-offending on a wider scale and protect people from harm. The force works well with partner organisations to manage the most dangerous sex offenders but could do more to assure itself of its ability to meet the standard required for visits consistently.

Areas for improvement

- The force should consider widening its approach to integrated offender management to maximise its impact on reducing threat, harm and risk. There should be clear measures of success which enable the force to evaluate how effectively it is protecting the public from prolific and harmful offenders.
- The force should ensure that the risks posed by registered sex offenders are managed effectively.

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?

Cleveland Police was judged to require improvement in 2015. Since then, the force has made considerable improvements. In HMIC's 2015 effectiveness (vulnerability) inspection, we identified a cause of concern in how the force was assessing, initially safeguarding, prioritising calls, and the ability of the force to respond to vulnerable victims who did not require an immediate response. We recommended that call-handlers should ensure that they spend sufficient time speaking to the person reporting an incident to gain a thorough understanding of the nature and vulnerability of the victim, offering immediate safeguarding advice, and providing reassurance. The force was in negotiation with its private provider of control room services at the time of inspection with the aim of improving the quality. In 2016, we were pleased to find that the force and its private provider have worked hard to re-negotiate contracts, restructure the control room, and train staff, and in doing so have improved the service which victims receive at the initial point of contact.

In 2015, we recommended that the force should respond consistently to vulnerable victims. Although the force responded well to vulnerable victims whom it assessed as requiring an urgent response, and gave support to the most vulnerable victims, we found that the force did not respond to all incidents within the required timescale. This meant that some vulnerable victims may not have received a sufficiently rapid response to keep them safe. Since then, the force has made considerable improvements in its response to calls for assistance and is now able to provide an appropriate response.

In HMIC's 2015 effectiveness (vulnerability) inspection, we reported three areas for improvement:

- The force should improve its response to missing children by ensuring that the force and partner organisations can readily use information in a timely manner to safeguard children; that it carries out risk assessments and investigations to an appropriate standard; and that it introduces processes to ensure that it supervises risk assessments and investigations.

- The force should continue to develop its response to child sexual exploitation specifically in relation to ensuring that officers and staff record their risk assessments consistently.
- The force should further improve the way it works with partner organisations in relation to sharing information and safeguarding victims by continuing to work to establish a multi-agency safeguarding hub.

In 2016 we found that, although the force has made good progress in all of these areas, we still have concerns about the risk assessments of absent children and the timeliness of reviews.

The force has established its first children's hub, which is safeguarding children through joint working and partner organisations being located together. Although it does not fulfil the full role of a multi-agency safeguarding hub, which would also safeguard adults, significant progress has been made. This is something that the force has strived to establish with partner organisations for some years, and both are now seeing the benefits of working together. The force has plans to extend this further in 2017 to cover the remainder of the force area, and the plans include a broader remit than solely children. HMIC will continue to monitor progress in this area.

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 guidance²² and the remainder use their own definition.

Cleveland Police uses the definition from the ACPO guidance and defines a vulnerable adult as:

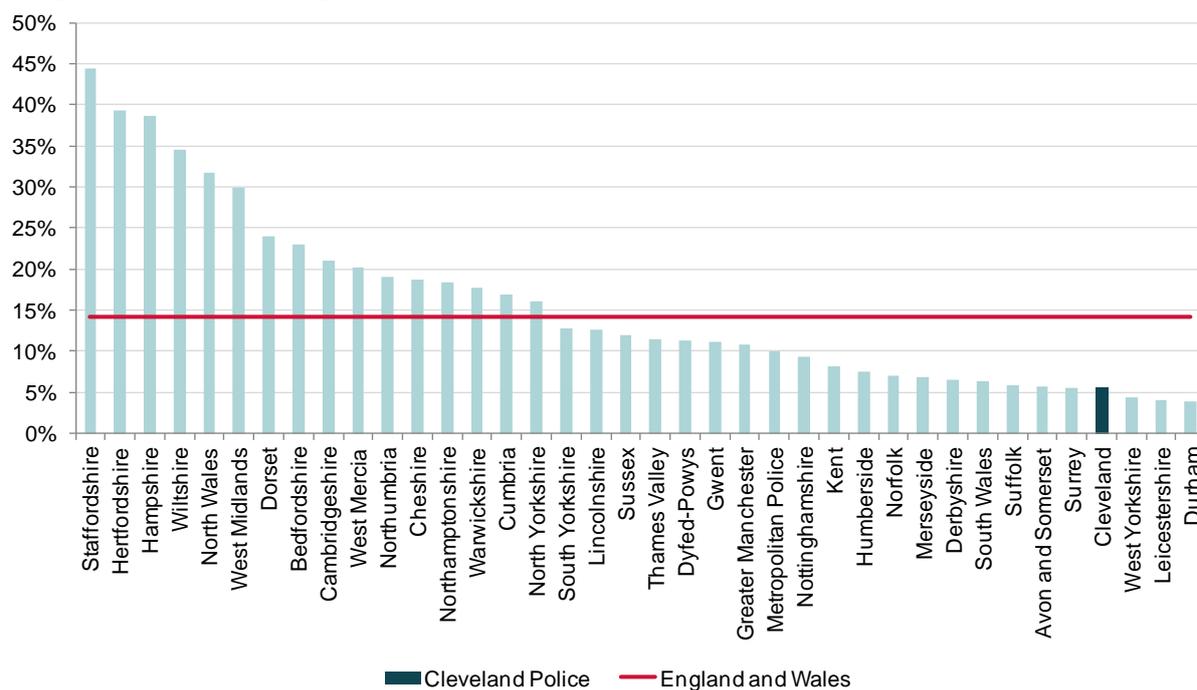
“any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation”

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, 5.5 percent of all recorded crime in Cleveland was identified as having a vulnerable victim, which is below the England and Wales figure of 14.3 percent.

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 2016²³



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Cleveland Police is continuing to develop its understanding of the full nature and scale of vulnerability, and in particular its understanding of repeat victims.

In HMIC’s 2015 effectiveness (vulnerability) inspection, we found that there was no single force definition of what a repeat victim or repeat incident is. In 2016, we found that the force has adopted the following definition for a repeat victim, as part of its anti-social behaviour and ‘victims first’ policies:

“repeat victimisation occurs when the same person or place suffers three or more crimes or incidents of anti-social behaviour within a (rolling) 12 month period, they do not need to be related or the same type.”

The force also identifies repeat victims of domestic abuse, in line with the Home Office definition, which is:

“where the victim has previously been a victim of any other recorded crime that was identified within the previous 12-month rolling period.”

The force has a good understanding of the nature and scale of vulnerability in the community by type. It has completed analysis of specific types of vulnerability such as domestic abuse and child sexual exploitation to inform its understanding, although

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.

it is still developing its understanding of the full nature and scale of vulnerability. The force's overall understanding of repeat callers and repeat victims is continuing to develop. The numbers of calls the force receives from victims who are repeat callers and also repeat victims of crime is notably lower than the England and Wales rate. The force is able to quantify the level of repeat victims but accepts that it needs a full year of data to provide an accurate starting point, which it expects to have by April 2017. The force produces discrete pieces of analysis to assist its understanding, for example, it monitors repeat victims of domestic abuse, and every month it provides analysis of repeat missing and absent persons, including repeat locations such as children's homes.

Cleveland Police has completed a self-assessment against the domestic abuse action plan, in line with national requirements, which demonstrates that the force is making progress in some areas, and has evidence of where action is needed to address gaps in victim engagement and the sharing of good practice. We found no evidence of peer review. The head of the protecting vulnerable people unit monitors the progress of the action plan through bi-monthly meetings.

The force is effective in its initial identification of vulnerable victims at first point of contact. In HMIC's 2015 effectiveness (vulnerability) report, we recommended that the force should take immediate steps to improve its identification of vulnerable victims by ensuring that staff effectively assess and identify vulnerable victims at the initial point of contact. Cleveland Police has worked well with its partner provider to re-negotiate an improved service provision.

In 2016, we were pleased to find that the majority of vulnerable victims are identified correctly through a risk-assessment completed by the call-handlers at the first point of contact. This improved approach to vulnerable victims has been achieved through the introduction of the force's 'Victims first' policy in April 2016, which provides standard procedures for all staff in identifying risk and vulnerability. The initial assessment is in line with force policy and consistently follows a structured approach using THRIVE,²⁴ which in the majority of cases informs the correct level of response required. Call-handlers do not have access to a full range of information when making their assessment. They can see 'flags', which have been put onto the system to highlight if a caller has previously been a victim of an incident such as domestic abuse. They can also identify repeat callers, although this is limited to matching their phone number and/or their address. The force has been purposeful in its approach in ensuring that call-handlers concentrate on the call and not on other force systems. There are additional controls in place, with further checks being made by the staff within the control room who are responsible for deploying officers to incidents. This means that victims who are vulnerable can be assured that their vulnerability will be

²⁴ THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported, in order to help staff determine the appropriate level of response to a call.

assessed and an appropriate response, with the necessary immediate support, will be provided. The force has plans to provide call-handlers with a 'pop-up' box on their screen, which will give them a screen shot view of other relevant information to assist their assessment of the call. This was scheduled to go live two weeks after our inspection.

However, we found a small number of cases where there appears to be an incorrect assessment made of some vulnerable children who are categorised as absent. Although the force's response to missing children and the identification of their level of vulnerability has improved, the force's use of the absent classification for children whose whereabouts are known and where there is an apparent risk, means that they do not always receive an appropriate response. The force's missing from home policy gives call-handlers guidance on how to classify a person as missing or absent and there is a standard question set in place for dealing with missing persons to assist in the risk-assessment at the call-handling stage. We also found that the review of these cases was not always done at the appropriate time. HMIC will continue to monitor progress in this area.

Cleveland Police has effective processes in place to ensure that call-handlers complete an accurate assessment of vulnerability and risk. There is a comprehensive quality assurance process in place which concentrates on call monitoring and completion of the forms for monitoring the closure of incidents. The quality assessment matrices are used by supervisors and there is an additional monthly audit by the quality and compliance unit. The design of these documents allows measurement of overall performance and enables an examination of individual shifts and areas so that training needs can be identified.

The force provides an appropriate response to vulnerable victims who require police attendance. In HMIC's 2015 effectiveness (vulnerability) inspection, we found that although the force provided an appropriate immediate response to those victims who required urgent assistance, it was unable to respond effectively to those victims who were most vulnerable and required a priority response (within an hour). In 2016, we found that the force has made considerable improvements to its response to priority incidents and that the force was able to provide an appropriate response to the majority of incidents we reviewed. The force has also put a 'trigger plan' in place for when priority calls (those which require a response within an hour) reach a specific limit, and then the force then extracts officers from other roles to assist in responding to victims. We were pleased to find that the 'trigger plan' is allowing the force to manage its response to calls for assistance more effectively, which means that the risk to local people of not receiving a priority response has been reduced and is being managed effectively.

The force works well with partner organisations to provide an effective response to victims with mental health concerns. Mental health nurses work jointly with officers, operating a mental health triage car which assists with an initial assessment and

determines the level of care the victim requires. More recently, the force has piloted health service partners working in the contact centre over a two-week period between 1.00pm and 11.00pm to assist in the identification of mental health concerns at the initial point of contact. The pilot was being evaluated at the time of our inspection.

Cleveland Police continues to educate its officers and staff to improve their understanding of the different types of vulnerability. A local charity has recently presented a training session on human trafficking to the force, and the force also has an online learning package about human trafficking.

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.

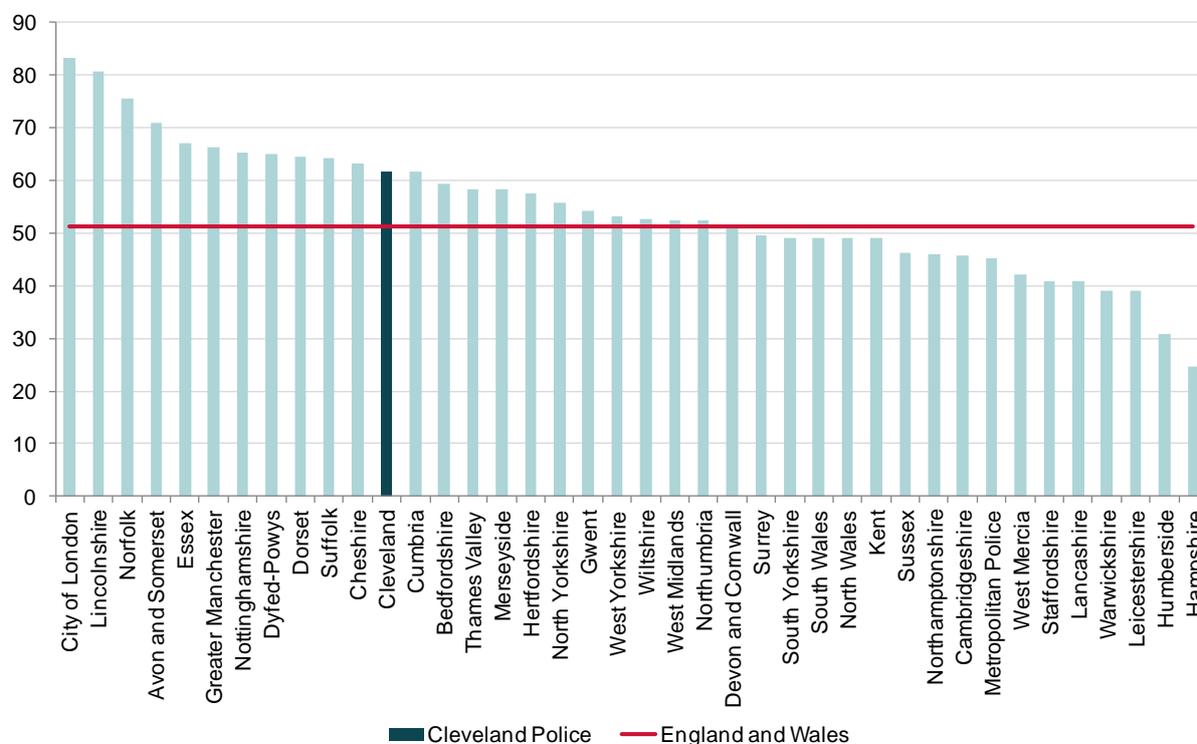
Do officers assess risk correctly and keep victims safe?

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 Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in Cleveland increased by 36 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 12 percent of all police-recorded crime in Cleveland, compared with 11 percent of all police-recorded crime across England and Wales.

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

In Cleveland Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 62 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 2016²⁵



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Cleveland Police assesses the vulnerability of victims well at initial response. It has access to victim care services which provide officers with a range of support agencies to which they can refer victims. We found that where the victim was considered to be vulnerable, safeguarding was considered in the majority of cases, and in most cases additional safety measures beyond initial safeguarding were also assessed, where applicable. There is good evidence that the vulnerability and/or risk of other family members involved in or affected by an incident is assessed and that, where appropriate, they are also referred for support. This means that the majority of victims identified as being vulnerable are immediately safeguarded to protect them from further threat or harm.

²⁵ 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.

The initial risk-assessment by officers continues to be effective in the majority of cases. The force has a range of separate risk-assessments for different purposes, which include: a DASH²⁶ form for victims of domestic abuse; an S-DASH form for victims of stalking and harassment; a vulnerable person's risk report for vulnerable adults; and a multi-agency SAFER referral form for vulnerable children, which considers situation, assessment, family, expected response, and recording. The assessment of vulnerable children is through a common assessment framework. This document is used to refer children to children's services in the relevant local authority.

Officers have access to a range of external support services to which they refer victims. We found that response officers had recently received briefings on the wider safeguarding options available, including: awareness of places of refuge; the full range of support services; residency orders; counselling; and target hardening, such as making premises more secure for the victim with locks, an alarm or CCTV. It was acknowledged that supervisors within the force required guidance when assessing initial safeguarding actions. Crime prevention officers provide advice on personal safety, awareness, anticipation and avoidance to keep victims safe, and, if required, put target hardening measures in place. Referrals are received from neighbourhood teams, the vulnerable persons unit, 'My Sister's Place',²⁷ and the voluntary sector. In some cases, the crime prevention officers will recommend that the victim moves house, and will work with housing or refuges to make this happen.

In HMIC's 2015 effectiveness (vulnerability) inspection, we reported that the force should improve its response to missing children, carry out risk-assessments and investigations of missing children to an appropriate standard, and ensure that these are supervised. We also reported that the force should continue to develop its response to child sexual exploitation, specifically in relation to ensuring officers and staff record their risk assessments consistently.

In 2016, we found that the force has made considerable improvements in this area. In partnership with children's services and Barnardo's it has implemented a 'Runaway and Missing from Home Tees Care' protocol to ensure that all high-risk missing children and absent children who are under 18 years old have an automatic referral to a central team within the force. The force introduced the VEMT team, a central team which concentrates on vulnerable, exploited, missing and trafficked children and adults. Last year, the force had VEMT lead officers, and a temporary

²⁶ Domestic abuse, stalking and harassment (DASH 2009). DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

²⁷ My Sisters Place is an independent specialist charity for females aged 16 or over who have experienced or are experiencing domestic violence. For more information see:

<http://mysistersplace.org.uk/>

team was set up to deal with child sexual exploitation, but there was no permanent central team, and co-ordination and oversight were limited. The new VEMT team has a team member from the voluntary sector working alongside police officers, and the team works with the centralised protecting vulnerable people (PVP) hub to ensure that safeguarding provision is appropriate. The VEMT team has introduced processes to ensure that it supervises risk-assessments of missing children. All missing and absent records are now held on a central system, instead of being on paper,, and this provides instant access to and retrieval of all the necessary information, including previous incidents and photographs. The VEMT team goes through the call logs each day to identify repeat missing and absent children. When a child has been reported as missing or absent three times in six months, analysis of the child's history of going missing is completed and a caseworker is identified. The VEMT team then meets social services and joint visits are arranged where they meet the child to gain a better understanding and to provide safeguarding. A further role of the VEMT team is to do work to prevent children from going missing or absent, particularly from care homes. There are 27 care homes across the force area. We were told that because of workload pressures, VEMT officers do not have time to do the preventative work. There is good governance and oversight through a strategic VEMT meeting, chaired by the force PVP lead and informed by an improved understanding of people who are repeatedly reported as missing and absent, and in each local policing area there is a sub-group to review each person who is vulnerable, exploited, missing or trafficked.

The force has also been successful in educating businesses about missing children and potential child sexual exploitation, with the intention of getting businesses to report suspicious incidents to the police. This followed a call that came into the force about a 12 or 13 year-old child who had been reported as sitting in a branch of a nationwide fast food restaurant in the early hours. Officers visited the restaurant's manager to encourage the staff to report incidents like this to the police because of the potential effect on the child. The officers did not receive a good response. Later, they approached the restaurant at a national level and the restaurant chain now has a central designated child sexual exploitation co-ordinator, and a training package is being provided to franchises. This is a good example of innovative working to ensure that vulnerable children are identified and reported.

Partner organisations reported that they had noticed a real improvement since the formation of the VEMT team. They felt that the inclusion of a voluntary sector worker based in the VEMT was having a positive effect on young people. Partner organisations told us that they hoped the model would be expanded to include social care and health.

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

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

In HMIC's 2015 effectiveness inspection, we found a generally good standard of investigation. In 2016, we found that officers assess the majority of vulnerable victims correctly and continue to provide the same level of support to victims through continuing safeguarding. The force has also made significant progress in establishing a children's hub with partner organisations, which is assisting in the effective safeguarding of children. The force is generally good at investigating crimes that involve vulnerable people. We also found that while the allocation of crime to the appropriate units is appropriate, some investigations were being allocated to officers within those units who were not trained or accredited to the required level. A restructure of the force's protecting vulnerable people department and a recent increase in the number of investigators has resulted in some staff not having the appropriate level of specialist investigator training required. We also found some inconsistency in the level of continuous professional development officers and staff felt they had received.

In September 2016, the force implemented its new protecting vulnerable people (PVP) structure in full. Risk-assessments, completed by response officers, are assessed by the PVP support hub and allocated for investigation within PVP, which includes domestic abuse, child protection, vulnerable adults, and the management of serious sexual offenders. We found that the central PVP hub was in its first phase of implementation. It provided a quality assurance check of the assessment to ensure that the correct risk had been identified and that the appropriate referrals had been made to ensure that the victim was appropriately safeguarded, and allocated the case for investigation. We found that the majority of risk-assessments had been assessed correctly.

The force is good at investigating crime that involves vulnerable people. Once a vulnerable victim has been risk-assessed, those cases which are considered to be higher risk and which require a higher level of expertise are investigated by a specialist team of investigators. Although we found that these cases are investigated and supervised well, we found that a large proportion of specialist investigators did

not hold the appropriate training or accreditation, and they relied on being assisted by experienced colleagues. Handovers to specialist units are mainly appropriate, but there is inconsistency in what can be expected.

In HMIC's 2015 effectiveness (vulnerability) inspection, we reported that the force should improve the way it works with partner organisations in relation to sharing information and safeguarding victims by continuing to work to establish a multi-agency safeguarding hub (MASH). In 2016, we were pleased with the progress the force has made with partner organisations in establishing its first children's hub in the north of the force area, covering the areas of Stockton and Hartlepool. It includes a wide range of partner organisations, such as local authority staff, domestic abuse staff from Harbour,²⁸ a Child and Adolescent Mental Health Service (CAMHS) family therapist,²⁹ police officers, probation, housing, and adult mental health. Although at this stage the provision within the hub is focused on children and not adults, it is a significant step forward. There are plans in place for another children's hub, with a possible broader remit, to be established in 2017 for the south of the force area, covering Middlesbrough and Redcar and Cleveland areas. HMIC will continue to monitor the force's progress in this area.

The force works effectively with partner organisations, and this has been enhanced by the newly formed children's hub. Partner organisations told us that they have an honest and open relationship, having built trust with the force as the lead agency in setting up the hub, and having been instrumental in improving the services. There is a shared system within the hub where information relating to cases which are being dealt with can be accessed by all partner organisations. However, the children's hub does not cover all vulnerable people or the whole force area. Some partner organisations felt that the force could improve the way in which vulnerable adults are safeguarded with other organisations. Attendance at some safeguarding adult meetings was described as inconsistent, and this means that the sharing of information is limited in some cases because the police are not represented at these meetings.

Operation Encompass went live across the force in June 2016 to keep schools informed about children who are identified as being vulnerable. Encompass workers are located within the children's hub in the north of the force area. An evaluation of this has been carried out and the feedback was positive.

²⁸ Harbour is a support service for those individuals and families affected by domestic abuse.

²⁹ CAMHS is an NHS-commissioned service that provides services for children and young people with mental health needs across England.

The force has seen a decrease in the number of applications for Domestic Violence Protection Orders (DVPOs)³⁰ for which officers have applied. The force considers that this might be because there is no longer the same level of scrutiny of their use. Officers feel that the process to apply for a DVPO is bureaucratic and takes a long time, coupled with what are considered to be the low fines which are levied if DVPOs are breached.

The force and partner organisations make additional provisions for those victims who are high-risk and the most vulnerable. All high and medium-risk cases of domestic abuse are automatically referred to a multi-agency risk assessment conference (MARAC).³¹ The force has recognised an increase in MARAC repeat offending and has commissioned a charity, SafeLives, to carry out a review in order to gain a greater understanding of this.

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.³²

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).

³⁰ Domestic Violence Protection Order is a power that enables 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. This gives the victim an opportunity to consider their options and get the support and guidance they need from a dedicated domestic abuse service.

³¹ Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies

³² 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 Cleveland Police³³

Outcome type / group	Cleveland Police	England and Wales
Charged / Summoned	23.7	23.2
Caution – adults	1.4	5.6
Caution – youths	0.1	0.3
Community resolution	0.3	1.4
Evidential difficulties prevent further action; victim supports police action	13.8	24.1
Evidential difficulties prevent further action; victim does not support police action	55.0	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, Cleveland Police'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. Its use of 'caution – adults' and 'evidential difficulties prevent further action; victim supports police action' was among the lowest in identified domestic abuse cases 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.

Cleveland Police responds effectively to victims of domestic abuse who are assessed as high and medium risk. It is improving its response to those victims who are assessed as standard risk, and should ensure the timely referral for continuing safeguarding. The force responds to some of the highest levels of domestic abuse related calls and incidents across all forces in England and Wales. The force has a good understanding of its repeat victims of domestic abuse, and it has made further analysis of information about these victims. It has varying levels of checks in place to ensure that a thorough risk-assessment is completed, and has improved its referral process with partner organisations. The force proactively pursues offenders of domestic abuse in order to keep victims safe, and this is demonstrated through its notably higher arrest rate than for England and Wales as a whole. However, it also has a notably higher rate of outcomes where there are evidential difficulties and the victim does not support a prosecution.

³³ 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.

The force has analysed its data for domestic abuse to further its understanding of the level of repeat domestic abuse victims. The analysis findings show that over a three-month period, there were 64 repeat victims linked to 158 crimes (with recurrences per victim ranging from two to seven) and an additional 120 repeat victims that are linked to 268 incidents. The analysis seeks to identify trends and establish common themes to support better prevention and enforcement.

All risk-assessments of domestic abuse victims have a secondary review by the force's PVP hub to ensure the appropriate risk has been determined and that safeguarding is in place. The domestic abuse team confirms all safety plans with partner organisations, and there are MARAC referrals on all high and some medium-risk incidents of domestic abuse. If the attending officer did not gain consent from the victim for a referral for safeguarding support, the PVP hub will re-contact victims to gain consent for all high and medium-risk cases. For all standard cases of domestic abuse, no secondary call is made to gain consent. The force has recognised this and is making progress in tackling the problem.

We saw posters across the force promoting the need for victim consent to be obtained to ensure that standard-risk victims receive support. Referrals to independent domestic abuse advisors (IDVAs) from the children's hub and the protecting vulnerable persons unit (PVP) are made within 48 hours for high-risk domestic abuse victims, within one to two weeks for medium-risk, and six to eight weeks for standard-risk referrals, although we found 340 standard-risk referrals awaiting a secondary quality assurance check. These were for victims of domestic abuse assessed as being a standard level of risk. This means that although the victims had received immediate safeguarding, their continuing safeguarding was subject to a delay while a secondary quality assurance check was undertaken to ensure that the victim had been assessed correctly.

Although we recognise that the force's recent move to its new PVP hub has affected this process during the implementation of the new structure, the force should ensure that continuing safeguarding is achieved within the appropriate time period. Once the risk-assessment has been shared with relevant partner organisations and independent domestic abuse advisors (IDVAs), the force has no further role in monitoring the safeguarding of victims other than a discussion at a MARAC for those victims assessed as high-risk.

Partner organisations told us that the force has improved its referral process to IDVAs. The previous referral form has been replaced and the process is described as having been simplified. They also commented on an improving relationship with the force and on the improvement made in the last 12 months, while acknowledging that there is further work to be done so that processes are clearer. They reported that there is a positive relationship between IDVAs and officers investigating cases within the protecting vulnerable persons (PVP) unit, although they felt that there is not the same relationship with officers from response and other departments.

Cleveland Police shares information effectively where a child might be involved in or present at a household where a domestic incident has been reported. Following completion of a risk-assessment, the PVP hub creates a child protection form and sends a referral to children's services. Operation Encompass is informed of the child's details and the child's school, which is notified to ensure further safeguarding of the child.

The force is taking steps to address the escalation of medium-risk domestic abuse victims. Victims are re-assessed and each case is checked against Clare's Law.³⁴ Where IDVAs share an office with police officers, they help to address medium risk through early contact with the victim. The force plans to form a medium-risk repeat group for improved oversight and monitoring.

The force's arrest rate for domestic abuse is 61.7 percent, which is above the England and Wales rate of 51.3 percent, and the charge rate for those offenders is in line with the England and Wales rate. The force proactively pursues cases where the perpetrator of domestic abuse has still not been apprehended to ensure that they are arrested. However, the force issues fewer adult cautions for this type of offence than the England and Wales rate, and has fewer instances where there are evidential difficulties where the victim supports a prosecution. The force has a notably higher rate of outcomes where there are evidential difficulties and the victim does not support a prosecution than the England and Wales rate. Although the force recognises this, and takes positive action to progress cases where the victim did not support action by continuing with a prosecution, it should do more to understand why it is not as successful as other forces.

³⁴ The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law

Summary of findings



Requires improvement

Cleveland Police requires improvement in the way in which it responds to some vulnerable victims. Although the force has made considerable progress since HMIC's 2015 effectiveness (vulnerability) inspection, we have identified some further areas for improvement.

The force has made considerable improvements in its initial identification and response to vulnerable victims. In addition to changing its internal force structures and processes, it has established its first children's hub with partner organisations, which is a significant step forward, with plans to expand further during 2017.

The force's response to children who are reported as absent could be improved. Although we found that the force has made good progress in the way in which it responds to and investigates missing children, we found that the categorisation of absent children does not always consider the risk when the child's whereabouts are known.

The force is generally good at investigating crimes and safeguarding vulnerable people, particularly victims of domestic abuse. Although the allocation of crimes to the appropriate units is effective, some investigations are allocated to officers within those units who have not been trained or accredited to the required level.

Areas for improvement

- The force should ensure that officers and staff use the missing and absent categories appropriately in cases involving children.
- The force should ensure that referral of standard-risk domestic abuse victims for continuing safeguarding is made at the appropriate time.
- The force should ensure that where crimes are allocated to specialist investigators, they have the appropriate skills and accreditation to investigate them to a good standard.
- The force should continue to improve its strategic understanding of repeat victims.
- The force should take immediate steps to understand the reasons why such a high proportion of crimes 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. Cleveland Police 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 tackling serious and organised crime?

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

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

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

As at 1 July 2016, Cleveland Police was actively disrupting, investigating or monitoring 64 organised crime groups (OCGs) per one million of the population. While this appears high compared with the 46 OCGs per one million of the population across England and Wales as a whole, it is affected by the small size of the population in Cleveland.

Cleveland Police has a good understanding of the risk and threat posed by serious and organised crime. This understanding is informed by its serious and organised crime local profile,³⁵ and the force is developing its understanding of emerging threats.

In HMIC's 2015 effectiveness inspection, we reported that the force should complete its serious and organised crime local profile including relevant data from partner agencies, and ensure that it has a local partnership structure in place with responsibility for tackling serious and organised crime. In 2016, we found that the force has completed its serious and organised crime local profile, which includes data from partner organisations including housing, and health data, and data about anti-social behaviour and counterfeit goods, although the force recognises that it would like more partner organisations to contribute data to enhance the

³⁵ A local profile is a report that outlines the threat from serious and organised crime within a specific local area.

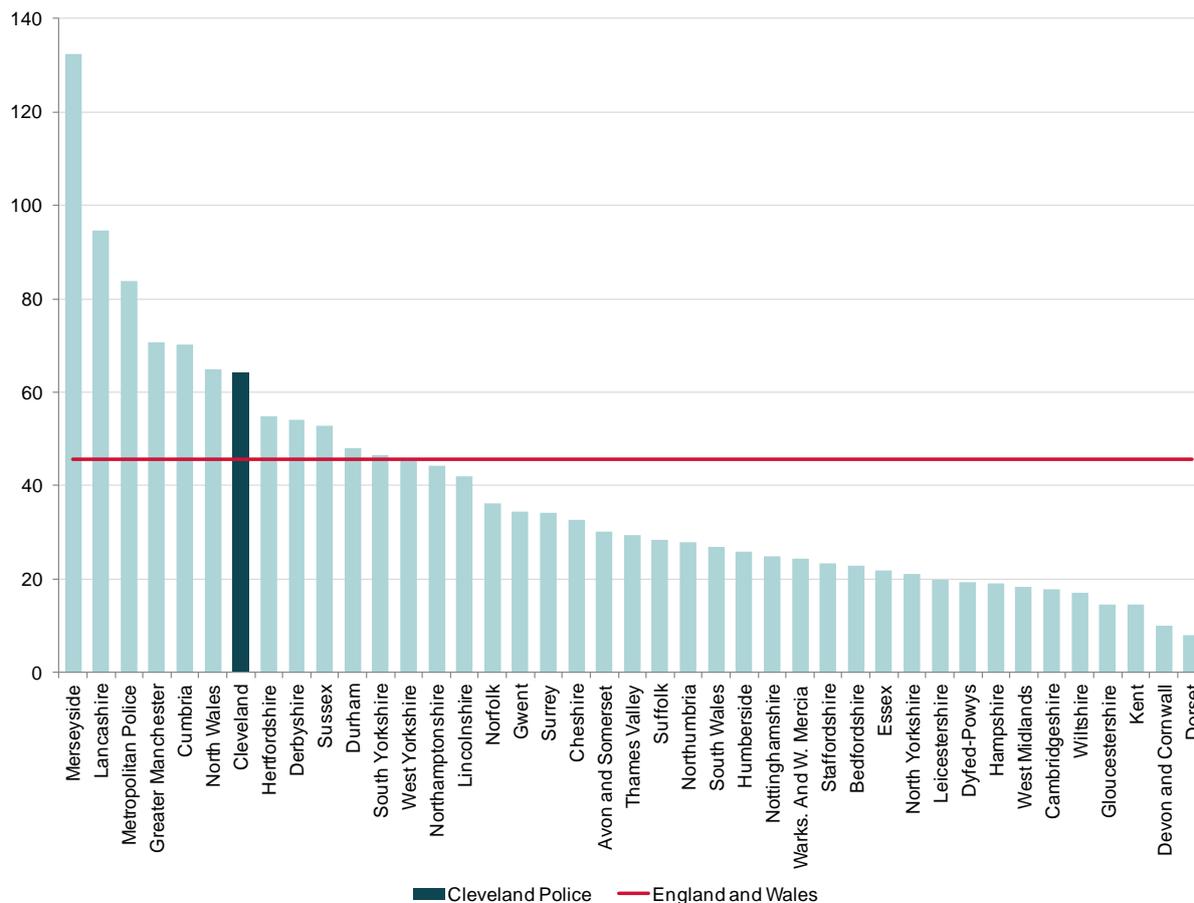
understanding of serious and organised crime. The force has identified its intelligence gaps and is working with partner organisations through the force-wide serious and organised crime partnership group to improve its overall understanding. This group concentrates on the identification of people who are at risk of being drawn into crime and organised crime, and acting in order to deter them. The analysis of organised crime group (OCG) data and any links to troubled families allows the force to identify geographic areas of risk. We found a multi-agency action plan had recently been developed to improve work in this area.

The force continues to have a well-developed serious and organised crime intelligence capability, and makes good use of intelligence to further its understanding of the threat of organised crime. It can track and gather intelligence on all the subjects linked to OCGs, the majority of which concentrate on traditional organised crime (for example, drugs activity). The force also has the ability to identify emerging groups, including those from other areas which are having an effect in Cleveland, and, in doing so, works well with other forces and the regional intelligence team, which is part of the North East Regional Special Operations Unit (NERSOU). However, the force recognises that it could make better use of prison intelligence.

All officers and staff are assigned tasks connected with intelligence gathering for serious and organised crime. This is done through the force intranet and through the force's daily briefings, where the emphasis is on the type of intelligence the force wants officers and PCSOs to look for while they are in their local communities. We found that neighbourhood teams knew which OCGs were active in their area and that they were able to spot the signs of potential organised crime. The force has had some positive results where neighbourhood teams have provided intelligence which has informed the disruption of organised crime. Although neighbourhood teams are not routinely involved in the disruption of OCGs, they are involved in informing the community and feed back to them after there has been activity in the local area.

Cleveland Police continues to map OCGs effectively, in line with national guidance to manage the threat from organised crime. There is a comprehensive process in place to monitor OCGs, with good oversight and governance, and regular review and re-scoring in line with national guidance. OCG action plans are also reviewed regularly.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016³⁶



Source: HMIC data return

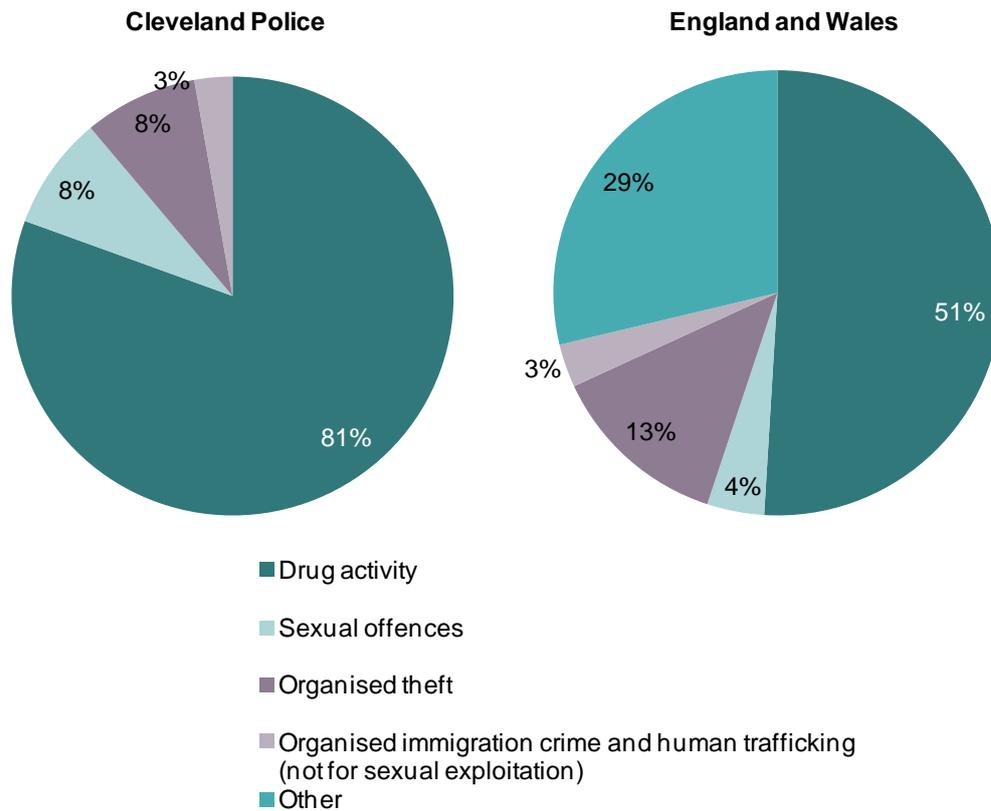
For further information about these data, please see annex A

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

Historically, Cleveland Police has not experienced gang activity. The force told us that Cleveland does not suffer from large-scale youth violence and therefore does not have any urban street gangs or problematic peer groups identified. The force is doing work to monitor this and ensure that if gangs emerge this information is gathered and an understanding developed. It is reviewing whether there are gangs associated with anti-social behaviour and whether the individuals could potentially be drawn into more serious and organised crime.

³⁶ City of London Police data have been removed from the chart and the England and Wales as its OCG data are not comparable with other forces due to size and its wider national remit.

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



Source: HMIC data return

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

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.

Cleveland Police continues to tackle serious and organised crime effectively. We found that OCGs are being prioritised and reviewed regularly. The force is proactive in its disruption of serious and organised crime, and there is a comprehensive process in place to monitor OCGs, with good oversight and governance. This means that organised crime is being actively managed by the force and partner organisations, with the aim of reducing the risk of threat and harm to local communities and individuals.

The force has a good process in place to scrutinise its response to OCG activity. The long-term management of OCGs is allocated to lead responsible officers (LROs) at chief inspector level to provide direction and ensure implementation of the plan. LROs are clear on their role and work with others to manage the day-to-day activity. Although we found that there are clear objectives set for OCGs, we found that these were not contained within the plans. The force does have tailored plans in place for all OCGs, with the aim of reducing the risk of threat and harm to local communities, and it is in the early stages of developing the plans to cover all areas of prevent, pursue, protect and prepare (known as the 4Ps).³⁷ There is good scrutiny and monitoring of progress against the plans. Meetings are held every eight weeks where LROs are required to provide progress updates on the OCG plans they manage and planned future activity, and this is scrutinised. There are also 'checkpoint' meetings with the assistant chief constable every four weeks, where performance is further scrutinised. Good practice and learning are shared through an LRO practitioner group.

The force is effective in its approach to disrupting, dismantling and investigating organised crime in collaboration with partner organisations. The force works with other law enforcement and non-law enforcement partner organisations in its use of disruption tactics that draw upon the legislative powers of partners. For example, where a convenience store was being used as an outlet for drugs, the force engaged trading standards and local authority licensing officers to prevent the store from trading. Neighbourhood teams are aware of the OCGs operating in their local area and, dependent upon the level of OCG, they are involved in disruption within the local area. For example, one neighbourhood team was involved in the disruption of an OCG which was stealing farm equipment, which resulted in the recovery of £20,000 worth of equipment. The disruption work included the Environment Agency, Health and Safety Executive, Trading Standards and the Department for Work and Pensions. Neighbourhood teams are also involved in the completion of community impact assessments following disruption activity, in order to assess the impact level within the community, such as when a drug dealer is removed, and to determine the appropriate support required.

The force makes good use of the Government Agency Intelligence Network (GAIN)³⁸ despite the low number of referrals. There is a good relationship with the regional GAIN co-ordinator, who is also a member of the force's serious and organised crime

³⁷ 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 effect of this criminality where it takes place.

³⁸ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

(SOC) partnership group. The force make use of GAIN and have made referrals for OCGs, and a lot of referrals are made directly by the force.

Cleveland Police has its own specialist capability to complete covert operations on the OCGs that are causing the greatest threat, harm and risk. The unit is made up of trained investigators and has the support of the force's surveillance unit. The force obtains further specialist support (such as undercover officers and specialist surveillance) for its operations from the Regional Organised Crime Unit, North East Regional Special Operations Unit (NERSOU), and the National Crime Agency (NCA).

We found little evidence of the force assessing its effect on OCGs across the 4Ps. The force uses national guidance to assess the effect of individual disruption activities, such as commodities seized, cash recovered and offender sentences, although the overall effect of activity against an OCG is not assessed.

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.

Cleveland Police is limited in its engagement with those who are at risk of being drawn into serious and organised crime. The force recognises this and is working with partner organisations through its serious and organised crime group and tactical partnership group to determine how they can work together to prevent siblings or partners of members of organised crime groups from being drawn into organised crime.

Through its troubled families approach, the force has reviewed those people who are involved in serious and organised crime to determine if there is any overlap, and any potential for preventing other family members from being drawn into crime. Where OCG members are identified as living in a family environment they are referred to the Troubled Families scheme as part of the force's overall prevention strategy.

Cleveland historically has not had a problem with large-scale youth violence, and therefore there are no programmes in place for this. However, we found that the force is reviewing whether there are gangs associated with anti-social behaviour, where there is the potential for these individuals to be drawn into more serious and organised crime.

The force continues to communicate well with the public about serious and organised crime and is effective in its use of social media to highlight success in tackling organised crime. It is proactive in publicising days of activity, such as drugs raids, which the media attend, along with the chief constable and police and crime commissioner, to tell the public what has happened and what the result was. The force has communicated well about the risks associated with fraud and cyber-crime, using good media campaigns to warn older people and to protect them.

The force manages existing offenders effectively through the use of ancillary and civil orders to tackle serious and organised crime. It makes use of serious crime prevention orders (SCPOs)³⁹ to prevent offending while in prison, with monitoring arrangements in place to ensure compliance with ancillary orders. In the 12 months to 30 July 2016, the force applied for eight SCPOs (22.2 per 100 OCGs), which is above the rate for forces across England and Wales (15.6 per 100 OCGs). Intelligence professionals meet local officers to describe how they can contribute to the management of serious crime prevention orders.

The force has made a start with its approach to lifetime offender management. It has a framework in place for managing members of OCGs, although we found this to be in its infancy. The force has developed good working relationships with the prison service and the probation service, and these are assisting with the lifetime management approach of OCG members when they are released from prison. One of the actions in the SOC local profile is to look at how processes for the lifetime management of offenders could be incorporated into the force's IOM approach.

Summary of findings



Cleveland Police is good at tackling serious and organised crime. It has a good understanding of the risk and threat posed by serious and organised crime, which is informed by the completion of its serious and organised local profile. It is proactive in its disruption work, with good governance in place. Although we found that the force plans its work well, it could do more to plan across all of the areas of prevent, pursue, protect and prepare, and to understand the effect this work has in reducing organised crime, and the effect on the community.

³⁹ 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.

Cleveland Police is limited in its engagement with those at risk of being drawn into serious and organised crime, and is developing its approach through its serious and organised partnership board. The force manages existing offenders effectively through the use of ancillary and civil orders. Cleveland Police communicates well with the public about serious and organised crime, including what it does to disrupt organised crime. It also highlights the risks of organised crime to the public and explains how they can protect themselves. Cleveland Police has commenced its approach to lifetime offender management, working with partner organisations.

Areas for improvement

- The force should develop its plans, with partner organisations, to reflect activity across the 4Ps - prevent, pursue, protect and prepare - and assess the effect this activity has on organised crime, and whether this is having a positive effect on its communities.
- The force should take steps to identify those who are at risk of being drawn into serious and organised crime, and ensure that preventative projects are put in place with partner organisations to deter offending.

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)⁴⁰ 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.

Cleveland Police has the necessary arrangements in place to fulfil its national policing responsibilities. A chief officer leads the arrangements and good oversight is in place. All national threats, with the exception of civil emergencies, are included in the force's current strategic threat and risk-assessment (STRA). Civil emergencies are assessed by the force's resilience and operational planning team. The force last reviewed its SPR arrangements in 2015 and it plans to repeat the review in 2017. It has identified gaps in capability and capacity and is working to tackle these. The force collaborates through a number of regional and national working groups to make the most of any collaborative resourcing capabilities. It is also working with seven regional forces on public order and roads policing.

The force has conducted joint exercises and operations to test its response to the SPR threats, and these have included other forces, the civil nuclear police and partner organisations. A calendar of exercises is designed to test the multi-agency response to several different scenarios throughout the year. The list of planned

⁴⁰ 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

exercises is comprehensive, covering a wide range of SPR requirements, including radioactive fall-out, firearms, evacuation procedures, incidents involving dangerous substances, and nuclear incidents. The force has a large number of significant chemical and nuclear sites which provide good opportunities for testing multi-agency responses. The force is also well practised in its response to public order incidents through its exposure to protests and labour disputes, and through the support it provides to neighbouring forces for public order policing requirements. There is effective debriefing after all operations and exercises to identify and discuss best practice, areas for improvement and lessons learned to inform future practice and procedure. Areas for action are tracked through to completion and debrief records are kept for reference.

The force's assessment of its response to public order is provided to a regional point of contact who co-ordinates a regional response, and this is then co-ordinated nationally.

The force has business continuity plans in place, although, due to the changes in the force estate, they are being reviewed. As a result of a virus attack on the force IT systems a number of years ago, the IT systems were reviewed. A force information officer regularly tests the force systems. The force is compliant with an information assurance standard for small and medium enterprises (IASME), which is the standard designed to help organisations to protect themselves against cyber-crime.

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.

The force's armed policing strategic threat and risk-assessment (APSTRA), which it shares with Durham Constabulary, describes the force's response to firearms threat and risk. A strategic joint operations group oversees both Cleveland and Durham police forces and maintains governance for the joint APSTRA. This group evaluates and assesses local, regional and national threats that affect or influence both forces. The most recent APSTRA was refreshed in February 2016. The APSTRA is subject

to review and scrutiny, six times each year, by the force's firearms management board and its strategic board.

The force collaborates on firearms unit capacity and capability with Durham Constabulary. This collaboration is overseen by the joint operations group. The current chair is the assistant chief constable of Durham Constabulary. This group reviews the strategic threat and risk-assessment (STRA) every six months and the chair signs it off. This review process involves examining the risk, actions and recommendations which include the policy and rationale behind requests for a firearms authority to be granted.

Tests of the force's response to perceived threats are regularly undertaken as part of the regional training programme. The firearms exercise regime is determined at a regional level, and there has been extensive multi-agency testing of a regional response to firearms incidents. The force has conducted an exercise to test the region's response to a marauding terrorist firearms attack. This took place within the last 12 months and since the Paris attacks in October 2015. A full debrief gathered learning from all the training events. The learning has been fed back through the joint operations group and the STRA and used to improve the processes for any actual threats in the future.

Cleveland Police is not part of the national armed policing uplift programme, although despite not receiving the uplift, the force has reviewed its capability and is increasing the number of trained officers to provide additional capability.

Summary of findings

Ungraded

Cleveland Police has effective arrangements in place to ensure that it can fulfil its national policing responsibilities. It regularly tests its ability to respond to national threats with other forces and partner organisations. The force has reviewed its response to each of the SPR threats in line with national standards.

The force is well prepared to respond to an attack which requires an armed response. It collaborates on firearms unit capacity and capability with Durham Constabulary. A good governance process provides strong scrutiny of the force's readiness for any existing and emerging threats. The force is quick to amend its plans and its responses to any new threats that may emerge.

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.