



Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Dorset 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.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Dorset Police.

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

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

Dorset Police

208

England and Wales

240



Crime (excluding fraud)

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

Dorset Police

55

England and Wales

68

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

Dorset Police

+13.9%

England and Wales

+7.8%

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

Dorset Police

-8.2%

England and Wales

-3.4%



Crime outcomes*

Charged/summonsed

Dorset Police

—

England and Wales

12.1%

Evidential difficulties: suspect identified but victim does not support action

Dorset Police

—

England and Wales

10.6%

Investigation completed but no suspect identified

Dorset Police

—

England and Wales

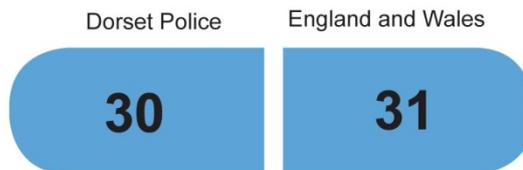
47.4%

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

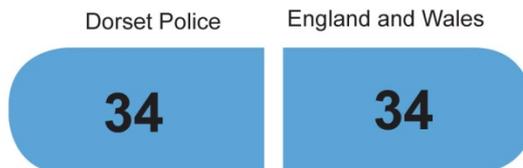


Anti-social behaviour

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

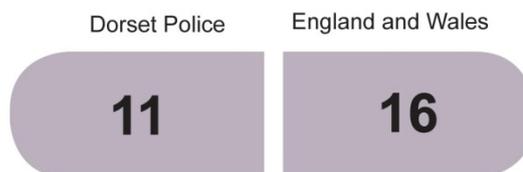


Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015

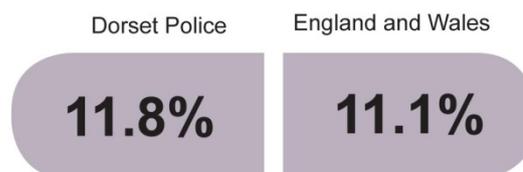


Domestic abuse

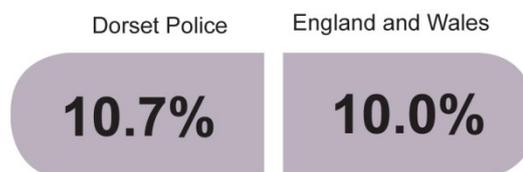
Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016



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

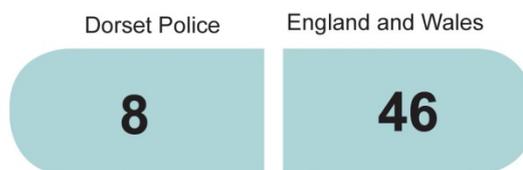


Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015



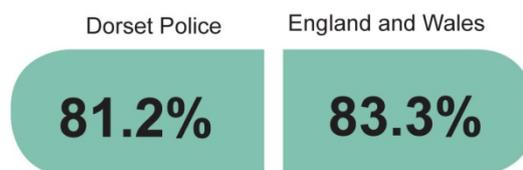
Organised crime groups

Organised crime groups per million population as at 1 July 2016



Victim satisfaction rate

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



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



Dorset Police is good at keeping people safe and reducing crime. The force has an effective approach to preventing crime and anti-social behaviour, investigating crime and reducing re-offending. It protects vulnerable people well and is good at tackling serious and organised crime. Our overall judgment this year is the same as last year, when we judged the force to be good in respect of effectiveness.

Overall, the effectiveness of Dorset Police is good. It provides an effective service to the public with clear priorities of reducing harm across the county and protecting the most vulnerable people in the community.

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?  **Good**

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

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

The force has a coherent approach to neighbourhood policing that means local officers across the force understand the problems which affect communities. They work well with other public service organisations to prevent crime and reduce anti-social behaviour.

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

Crime investigation is managed well in most areas. There are good systems in place to investigate crime and help victims. The reduction of re-offending by the most serious and dangerous offenders is also effective. However, the force needs to improve its method of integrated offender management.

The identification and management of vulnerability are priorities for the force. The way that priorities, plans and decisions are agreed is strong and there are well co-ordinated processes that provide effective safeguarding across the force. The force has integrated its service with other partner organisations (such as local authorities, or health and education services), and continues to invest in keeping people safe.

The management of serious and organised crime is good. The force's understanding of local criminal networks is evolving in line with the threats that it deals with. There are good relations with regional police specialists and other partner organisations at local and national level, and the force works well with the public to fight and prevent crime.

The arrangements in place to ensure that the force can fulfil its national policing requirement obligations are good. Its active monitoring of threats and continual review of its capability to respond are effective.

The force is experiencing resource pressures. The prioritisation of vulnerability is creating more demand and is increasing pressure on police resources. The pressure could be alleviated more by the use of effective mobile technology, which at present is not widespread, and some force systems are not configured to serve operational needs in the best way. The force must address these problems to remain as effective as possible.

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.

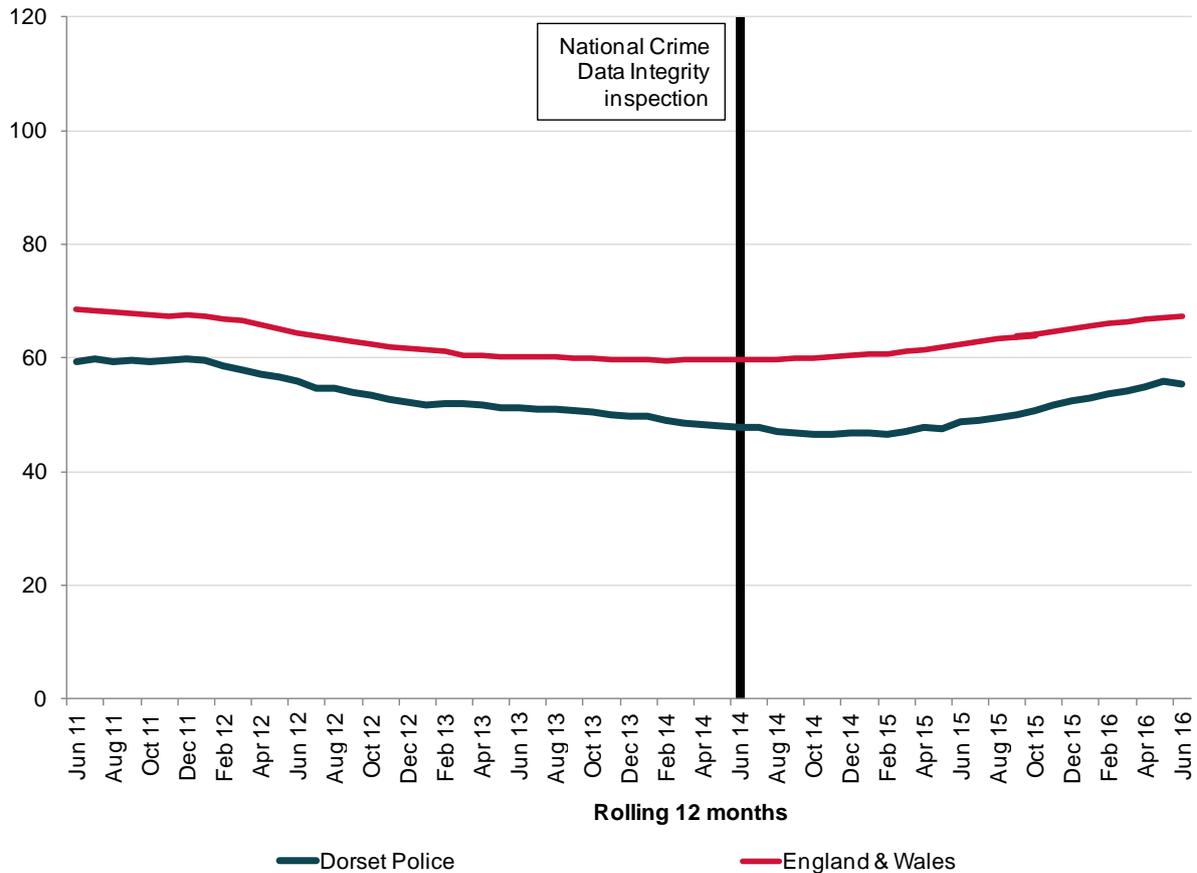
How much crime and anti-social behaviour is there in Dorset?

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

In 2010, the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 8.2 percent in Dorset compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 7.8 percent in Dorset, 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 Dorset, 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 Dorset increased by 13.9 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Dorset 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 Dorset, for the 12 months to 30 June 2016

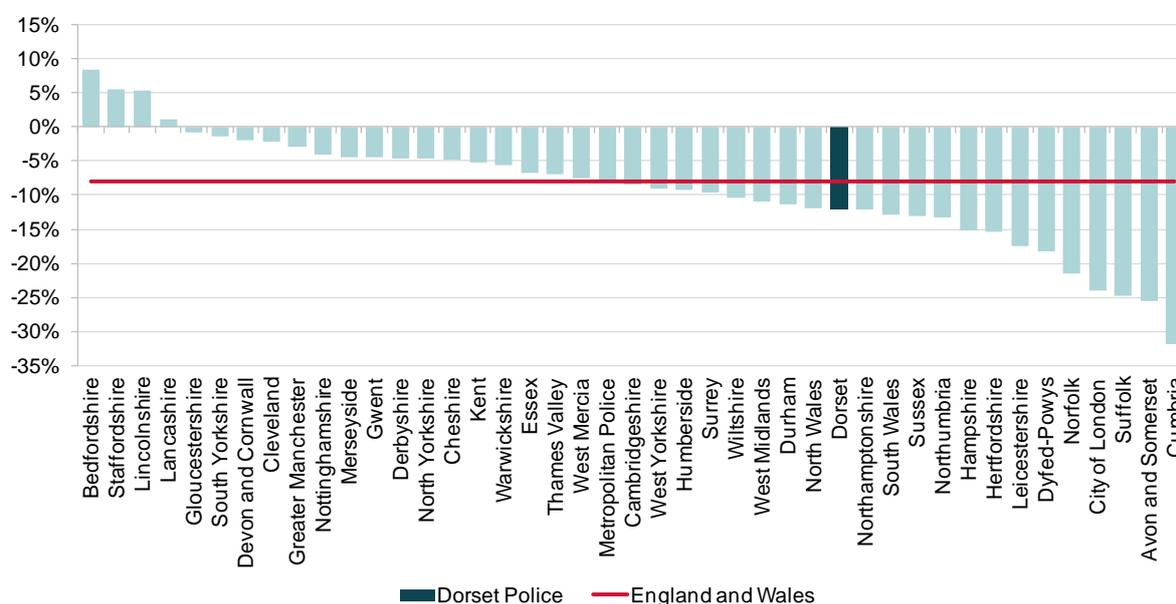
Rates per 1,000 population	Dorset Police	England and Wales
Recorded crime (excluding fraud)	55.5	68.2
Victim-based crime	50.4	60.4
Sexual offences	1.6	1.9
Assault with injury	5.1	7.0
Burglary in a dwelling*	4.6	8.1

* 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, Dorset Police recorded 30 incidents of anti-social behaviour per 1,000 population. This is 12 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.

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 Dorset Police understand the risk posed to its communities?

The provision of effective neighbourhood policing is a priority for Dorset Police. Twelve dedicated neighbourhood policing teams (NPTs)³ cover the county. They work alongside response teams, crime investigation teams and specialist resources. Each NPT is led by an inspector, and is staffed by named police officers and police community support officers (PCSOs) who spend much of their time working with the public, and doing crime-prevention work in their local areas.

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. This survey was voluntary, so results were explored further during fieldwork rather than being used to singularly assess force performance. In Dorset, 152 officers and staff responded to our survey. PCSOs told us that they spend the majority of their time on patrol and working within local communities.

The concepts of risk identification and protecting the most vulnerable are well established and understood within neighbourhood policing, and across the force as a whole. Risk-assessment methods such as the single combined assessment of risk form (SCARF) are widely used, and are completed by officers when they deal with people who might be at risk. We also found that communities are supported by effective information-gathering and risk-assessment work in the police control room, by response officers, and within specialist teams. During our inspection, we spoke to

³ A team of police officers and police community support officers who predominantly patrol and are assigned to police a particular local community; teams often comprise specialist officers and staff with expertise in crime prevention, community safety, licensing, restorative justice and schools liaison.

a number of neighbourhood officers and PCSOs, who demonstrated a sound knowledge of local problems, and the level of risk which they posed to the community. The force uses different data sets to profile communities, but would benefit from the development of broader neighbourhood profiles to make sure that community concerns are widely understood, and that knowledge is disseminated beyond a local level.

The force is effective at sharing information with other public service organisations. Monthly co-ordination meetings between the police and other partner organisations are held in each NPT area. Intelligence is shared so that the most pressing problems are prioritised, and co-ordinated work to solve problems is agreed. Police intelligence staff support neighbourhood teams by analysing crime, incident and other data. They identify hotspots and priorities for action, including traditional types of crime, such as burglary, and emerging threats such as modern slavery, child sexual exploitation and organised crime.

How does Dorset Police engage with the public?

Dorset Police recognises the importance of working with communities to understand their policing needs. Neighbourhood officers and PCSOs seek the views of local people when they are on patrol, at regular meetings and during visits to community venues. The force website contains information about all 12 NPTs and enables the public to contact their local team directly. Public surveys, social media and initiatives like Dorset Alert (where people can choose to receive policing updates on their mobile devices) are also used to exchange information so that police officers and PCSOs can understand the problems which affect local people, and act accordingly.

Since HMIC's 2015 effectiveness report,⁴ the force has introduced community engagement training for NPT staff based on findings from a review of its neighbourhood policing model (Project Genesis). The training incorporates the principles of the College of Policing engagement model and provides officers and staff with a better understanding of neighbourhood policing objectives, their personal responsibilities and new methods of working with the public that make the most of both traditional and modern tactics. A community engagement toolkit has been created for staff to use. It contains case studies, examples of good practice and where to find further assistance if needed. The force would benefit from a community engagement strategy to consolidate its neighbourhood policing model.

The force has created neighbourhood engagement officer posts to improve its ability to talk to the public about general themes of interest, as well as about specialist topics such as cyber-crime, rural crime and marine crime. Improved communication with the public helped the force to identify the problem of older people who had been

⁴ *PEEL: Police effectiveness 2015 – A national overview*. HMIC, February 2016. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-2015/

the victims of telephone cyber fraud. The targeted crime prevention initiative 'Hang up on fraudsters' resulted in a significant decrease in the number of victims of this type of offence. The force talks to minority groups and migrant populations, including those who have recently moved to the county. It does not yet have a consistent and developed understanding of all communities who are less likely to take part in traditional forms of engagement, but we saw examples where work is under way to bridge this gap, using targeted communication with groups such as elderly people and minority communities.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been an increase in public satisfaction with Dorset Police. Some 401 people were interviewed and 62 percent were very or fairly satisfied with local policing in their area. This is a 4 percent increase on 2015.⁵ The survey also found that levels of perceived communication between the public and the police were in line with England and Wales. However, the proportion of Dorset residents who felt that the police were tackling the local crimes and anti-social behaviour which concern them and which affect their communities, was above the England and Wales rate.

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?

Dorset Police's problem-solving approach is generally effective. Officers and staff use the national decision model (NDM)⁶ for routine operational and problem-solving activity. Other models such as PIER⁷ (prevent, intelligence, enforcement and

⁵ Ipsos Mori conducted an online panel survey in each force area. The sampling method used is not a statistical random sample. Therefore, any results provided are an indication of satisfaction rather than an absolute. For further details, see annex A.

⁶ The national decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; take action and review what happened.

⁷ A multi-agency crime reduction initiative which is tailored to deal with local issues.

reassurance) and SARA⁸ (scanning, analysis, response, assessment) are also used. Problem-solving training has been provided through Project Genesis. Each NPT area has a monthly partnership co-ordination group meeting where intelligence is shared between the police and other agencies to determine the top three victims, offenders and locations and to discuss how the problem will be tackled. We saw several examples of NPT officers and police community support officers (PCSOs) working with other partner organisations to resolve both simple and complex problems. However, we found that formal reviews of completed problem-solving plans are not conducted consistently and opportunities to highlight best practice and disseminate learning might be missed.

The force could increase its effectiveness if problem solving was more widely accepted and understood by officers and staff across different departments. Problems are correctly flagged by NPTs on local briefing processes, but it is unclear to what level local response teams and other officers are fully engaged with helping to solve the problems in their area. We spoke to staff from different departments and found that response team staff numbers are sometimes low, and that neighbourhood police officers are being drafted in to help. There is no specific policy for managing the abstraction of neighbourhood policing officers to other roles. The force should review the way in which it uses neighbourhood police officers to support response teams so that the effectiveness of neighbourhood policing is not reduced.

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

Dorset Police is effective at tackling crime and anti-social behaviour and uses a range of methods. The force and other partner organisations have a choice of tactics available to them, and these are supported by the daily briefing process which allocates resources to specific tasks based on the prioritisation of risk. There are regular reviews of this process. The force and other partner organisations agree tactical action plans, and we found several instances where the use of legal powers, effective tactics and co-ordinated activity by different agencies have been combined to good effect. For example, there have been successful operations to tackle anti-social behaviour and aggressive begging in a shopping area, street prostitution, and anti-social behaviour in shared housing.

The force is effective at undertaking preventative work to reduce crime. It uses intelligence to identify likely locations where people might be at risk of child sexual exploitation, modern slavery or being targeted by criminals. It seeks to uncover hidden crime and prevent people from becoming victims by actively patrolling known locations where people may be vulnerable and talking to people who might be at risk. Operation Voltage operates across the force. Under this scheme, officers and

⁸ The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

police community support officers (PCSOs) make regular visits to people who might be exploited by drug dealers, and also to places which drug dealers are likely to use. We found that PCSOs, in particular, have a good understanding of the people and locations most at risk in their areas.

The force actively researches the internet for criminal activity, and there is a library of crime-prevention material that staff can access. The force makes good use of legal powers such as civil injunctions, criminal behaviour orders, community protection notices and dispersal orders to tackle anti-social behaviour, at rates above the England and Wales rate.

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

Dorset Police makes good use of learning from within the force and elsewhere to improve and develop its policing services to the community. The force has a well-established approach to evidence-based policing, and works with a number of universities and the College of Policing on different projects. The review with Portsmouth University of its neighbourhood policing function resulted in the adoption of best practice, improved services to the public and an increased understanding of communities. A benefits realisation assessment is under way. The force ensures that PCSOs are used effectively within communities and schools and we found little evidence that they were being taken away to perform other tasks.

The force makes the College of Policing best practice toolkits available to staff through its own intranet. It has an evidence-based policing champion and two staff are working with the Cambridge Centre for Evidence-Based Policing. In June 2016, the force created a joint prevention directorate with Devon and Cornwall Police to share best practice and develop an integrated approach to effective crime reduction in both forces.

Summary of findings



Dorset Police is good at preventing crime, tackling anti-social behaviour and keeping people safe. This is consistent with HMIC's effectiveness inspection in 2015.

The force has overall objectives to reduce crime and anti-social behaviour, protect people from harm, and provide appropriate levels of neighbourhood policing. It has effective methods of gathering and analysing information from different sources to ensure that it understands communities and their problems. It has a good neighbourhood policing structure with officers and PCSOs who work well with other partner organisations. Officer and PCSO awareness of the need to protect the most vulnerable people in society is widespread, and the desire to gain a greater

understanding of communities who are less likely to take part in traditional forms of engagement, and to talk to members of those communities, is welcomed.

The review of the neighbourhood policing model has given the force a good foundation for working with people in the community, and for problem solving that benefits communities. Relations with other partner organisations are good and joint problem solving is effective. The force uses a variety of preventative tactics and interventions. It seeks to improve its performance by adopting best practice and new ideas in a considered way.

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/khat⁹ 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 partner organisations 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

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

crime types such as sexual offences, the delay between a crime being recorded and an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

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 the Dorset crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

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

Dorset Police is good at providing an initial investigative response. The force operates a single control room, and calls are subjected to a triage process before they are passed to a call handler. We found that call handlers gather information effectively, and routinely use the THRIVE¹⁰ (threat, harm, risk, investigation, vulnerability, engagement) model to assess calls. The level of understanding of THRIVE by control room staff is good and we found that they consistently obtain and grade information correctly. The control room contains a 24-hour, seven-day intelligence and research function, called FIB24, which supports the deployment

¹⁰ 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.

decision-making process, and ensures that incidents are reviewed for risk. Supervisory processes are appropriate and the force has provided a further layer of oversight by basing a detective sergeant in the control room for 24 hours a day, seven days a week, to provide additional investigative guidance and direction. The investment in the control room detective sergeant has improved the way that the control room operates.

The force operates a command and control system that is near the end of its effective life. External consultants have been commissioned to identify options for a replacement. The current system does not provide the full range of uses that the force needs, for example in relation to grading criteria, managing appointments and interaction with other systems. Additional investment in processes and resources has been made to work around the system gaps, to ensure that a safe and effective service is still provided. We assessed these additional control room processes and found them to be adequate.

The force is investing in its incident resolution team (IRT). IRT staff are office-based and make enquiries by telephone and computer. The IRT investment will increase the capacity of other investigators and allow the force to concentrate on crimes that offer greater investigative opportunities.

How well do response officers investigate?

The quality of the initial investigation of crime by response officers is good. We found that initial investigations are usually conducted by suitably trained officers. They are supported by supervisors and detectives who provide guidance at the scene or by telephone. Officers have access to a general primary investigation plan and specific packs for crimes like burglary and robbery. The plan and the packs give guidance on evidence gathering and investigative decision making. The response officers we spoke to said that they are usually given enough time to do the immediate and priority tasks which they must carry out in order to gather evidence at the earliest opportunity. In common with other police forces, Dorset Police is introducing mobile data equipment that gives officers access to force systems when officers are away from a police station. The current use of this equipment is limited, but when it becomes more widely available the force anticipates it will increase investigative effectiveness and reduce the need for officers to return to police stations to update systems. We will monitor the effectiveness of mobile data equipment as it becomes more widely available.

We found that there are sometimes delays in officers attending non-urgent crimes. The process is managed by response team sergeants who deploy officers to crime scenes. The control room sends details of non-urgent crimes electronically to the response team sergeants' inboxes. We spoke to a number of response team sergeants who said that they had high workloads. We also found that at times when demand is high, there are lists of outstanding non-urgent crimes awaiting deployment because there are not enough response officers. This means that

victims might sometimes wait long periods for the police to arrive. The force has an effective daily review process that assesses all queued jobs for risk, and reprioritises them for more urgent attendance if circumstances are known to have changed. The force uses a process which it calls 'total resource management' to move resources where the need is greatest. The force does not operate a scheduled appointment system where a dedicated officer can agree a mutually convenient time for a meeting with a victim.

The crime handover and allocation procedure is adequate. After the initial crime investigation, the officer passes a handover document to a supervisor for assessment. To make an allocation decision, the supervisor considers several factors including the type of crime, the level of training needed and the degree of risk or complexity. This process is applied consistently across the force so that higher-risk and more complex investigations are passed to specialist investigators. We conducted reality testing of this process and found it to be effective.

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

Dorset Police investigates crime effectively. 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. This review found that most crimes are investigated in an effective manner by appropriately skilled officers, and with good levels of supervision and guidance. We spoke to officers and found that they knew how to access specialist skills and advice if necessary. The quality of investigation plans and supervision is generally

higher for more serious crimes such as rape and robbery than for volume crimes¹¹ such as burglary and assault.

The force is committed to improving investigation standards. In 2016, the force performance review team reviewed the criminal investigation function. Some of our findings are consistent with those which were identified by the force, and it has produced a plan to raise investigative standards with clear actions, responsibilities and timelines for completion. One action is that senior managers will review a sample of crime files each month, and the force will wish to assure itself that supervisors and managers are making best use of the management information available to them from force systems. The force's willingness to review and improve its processes is good.

Support to investigations

We found clear evidence that support functions such as intelligence and CSI (crime scene investigation) assist investigations. Access to digital media investigators is good. They are well integrated, and feedback from officers and staff on the level of service that they provide was positive. The use of mobile phone examination kiosks and outsourcing has reduced the force backlog for digital examinations in the hi-tech crime unit. The unit can examine computer equipment within 24 hours where the need is urgent, for example when suspects are in custody. Last year, we identified this as an area for improvement and good progress has been made since our last inspection.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹² 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. For all offences recorded in the 12 months to 30 June 2016, Dorset Police was unable to provide outcomes data.

Dorset Police is effective at keeping victims of crime updated. The force has clear processes for keeping victims informed about the investigation of a crime. It gives

¹¹ Any crime which, through its sheer volume, has a significant impact on the community and the ability of the local police to tackle it. Volume crime often includes priority crimes such as street robbery, burglary and vehicle-related criminality, but can also apply to criminal damage or assaults.

¹² Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

training to officers and staff about how and when to contact victims, and officers give an enhanced service to victims of more serious crime in line with the national *Code of Practice for Victims of Crime*.¹³ Our review of crime files showed that good victim care had been provided by the force in a high number of cases. When we spoke to officers it was clear that they understood the importance of maintaining contact with victims, keeping them updated and acting to keep them safe when necessary.

The force operates a victims' bureau to support officers in their work with victims. To do its job, the victims' bureau uses crime information held within the Niche system. We found that this system is not configured in a way that enables officers to record adequately the way in which victims are meant to be supported according to the *Code of Practice for Victims of Crime*. The code requires that an officer should agree with a victim how frequently he or she will be updated on the progress of an investigation, and the manner in which he or she wishes to be contacted. The current version of the crime system does not provide suitable fields for updates. We found that officers record details of their communications and meetings with victims in text fields on crime records. This makes it hard for supervisors and the victims' bureau to assess what contact has been made, if it has been recorded correctly and whether the code has been complied with. The force understands this problem and has plans to introduce a technical solution.

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?

Dorset Police is generally effective in how it manages its pursuit of suspects and offenders. The force is good at pursuing suspects and offenders who pose a high risk to the public. We found clear evidence that the force assesses risk at an early stage within crime investigations where a suspect has been identified. Each day, the force produces an updated list of people who are wanted by the police, and identifies those who have been graded as high risk. These processes are effective in prioritising work to identify and arrest high-risk suspects. During our inspection, we observed daily management meetings and saw the importance that the force places on finding and arresting all high-risk suspects, including domestic abuse offenders.

¹³ All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case.

We were satisfied that if a suspect cannot be found quickly then the force acts positively to mitigate risk to the public by allocating appropriate resources until the person is arrested.

The force pursues other suspects adequately. Local supervisors and officers actively take the lead in the management of wanted suspects and the efforts made to arrest them. Although the force is able to produce a list of wanted suspects, we found that data quality problems within the crime-recording system mean that the force has an incomplete understanding of the size of the group of wanted suspects. We also reviewed the process within the intelligence function for researching and allocating forensic tasks, for example DNA and fingerprints, to the most appropriate officer, and found it to be good. We found that once the forensic tasks have been allocated, the ones which relate to high-risk offenders are managed well by using the daily management meeting process, but the tracking and management of forensic tasks for other offenders is less consistent. The force needs to take steps to confirm that its processes are consistent and supported by accurate data. These problems are identified within the investigative standards action plan.

The force has an effective process for checking the history of the foreign nationals that it arrests. This process is in addition to checks made for all arrested people on the Police National Computer (PNC) and other systems, regardless of nationality. Forces make ACRO¹⁴ checks to obtain additional information from other sources about the background and history of people that they have arrested. Forces do this to increase their knowledge of the risks which an arrested suspect might pose. For the 12 months to 30 June 2016, the force arrested 1,619 foreign nationals and submitted data to ACRO for checks on 82 percent.

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

Dorset Police manages the overall risk posed to the public by the most harmful offenders in an effective way, but needs to improve its method of integrated offender management (IOM).¹⁵ In June 2016, the force IOM scheme became part of the prevention department, an alliance which serves both Dorset Police and Devon and Cornwall Police. We found effective operating processes within the IOM team and evidence that IOM is linked into force task-assignment and intelligence-gathering methods.

However, we found that the IOM scheme in Dorset is limited in scope. The criteria used to select the group are narrow because, in the main, they identify offenders

¹⁴ 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.

¹⁵ Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

who have a history of robbery, burglary and theft. Offenders are not selected solely because they are violent or commit domestic abuse. Both the size of the police IOM team and the size of the group of offenders have decreased since last year. The force provided data to show that 67 percent of the group re-offended in the 12 months to 30 June 2016. The rate for England and Wales was 57 percent. The force recognises the need for further work in this area.

The force is effective in its management of the risk posed by dangerous and sexual offenders, but some visits to registered sex offenders (RSOs) are overdue. The force has a dedicated multi-disciplinary MOSOVO¹⁶ team that operates across the county and manages those offenders who have been identified as posing a serious risk to the public. RSOs in Dorset are regularly visited and monitored by officers according to national guidelines. The number of RSOs has risen in the past year and the force has increased the number of offender manager posts by two to meet demand and keep offender-to-manager ratios at acceptable levels. At the time of our inspection, the force told us that 112 visits were overdue, partly because of the time it has taken to get the additional staff in post. The force told us that it prioritises visits to higher-risk offenders to mitigate risk to the public. Rising RSO numbers and overdue visits are not confined to Dorset and the force is monitoring national pilot work that is seeking to manage more effectively the demand created by increasing numbers of RSOs. The force is aware of the problem and is exploring proposals to manage future demand in this area.

The force monitors the compliance of offenders with sexual harm prevention orders (SHPOs). These orders are designed to protect the public from serious sexual harm from a named offender, by prohibiting certain activities such as use of the internet, or access to children.

The force has dedicated resources and satisfactory arrangements in place for the management of MAPPA¹⁷ offenders. MAPPA offenders are those who have been identified as posing a risk to the public, and where a multi-agency approach is the most appropriate response. The force works together with the probation service, the prison service and other agencies to manage the offenders and prevent them from re-offending. We reviewed minutes and case notes from MAPPA meetings and it is

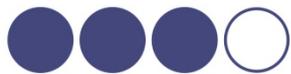
¹⁶ MOSOVO: management of sexual offenders and violent offenders. The police have a shared responsibility for the management of sexual offenders and violent offenders when they are released from prison into the community, in partnership with probation and prison staff and other agencies.

¹⁷ 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.

clear that the force is fully engaged with the process, including the preparation of response plans and taking safeguarding¹⁸ action when needed.

The management of dangerous and sexual offenders is integrated across the force. We found that neighbourhood and response officers are regularly briefed about the RSOs and other dangerous offenders who live in the areas they patrol. They are able to access sufficient relevant information from force systems when they need to, and submit intelligence appropriately so that the force maintains an up-to-date understanding of risk across the county.

Summary of findings



Good

Dorset Police is good at investigating crime and in most aspects of reducing re-offending. It has consistent control room processes that gather information, assess risk and allocate resources effectively. However, there are resource pressures in response teams which cause delays in attending some crime scenes.

The force investigates crime to a good standard, from the initial response to the subsequent handover, allocation and follow-on investigation. Investigating officers are appropriately supported by specialist technical and investigative services.

Officers and staff provide a good service to victims of crime and satisfaction rates remain high. The force has plans to improve its method for recording compliance with the victims' code.

Overall, the force pursues wanted suspects and manages outstanding forensic tasks effectively. High-risk cases are managed at force level and local supervisors oversee the remainder. The force needs to satisfy itself that it has a full understanding of the volume of wanted suspects.

The management of the most harmful offenders is good. Its management of high-risk offenders is robust, and there is a wide understanding across the force. It needs to review its integrated offender management (IOM) function to ensure that its structure and remit optimise public protection.

¹⁸ The term safeguarding is applied when protecting children and other vulnerable people. The UK Government has defined the term 'safeguarding children' as: 'The process of protecting children from abuse or neglect, preventing impairment of their health and development, and ensuring they are growing up in circumstances consistent with the provision of safe and effective care that enables children to have optimum life chances and enter adulthood successfully.'

Areas for improvement

- The force should ensure that it responds with appropriate promptness to reports of crime.
- 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?

Dorset Police has maintained good performance in its management of vulnerability since our 2015 effectiveness (vulnerability) inspection. Its strategic priority of protecting vulnerable people from harm continues to influence how the force operates, supported by strong governance and effective processes. Victims and vulnerable people are at the centre of police activity.

Partnership working is strong and improving. The force has been instrumental in the development of a county-wide multi-agency safeguarding hub that is due to become operational in 2017. It is reasonable to expect an increase in demand when the hub becomes operational.

The force continues to invest in public protection resources to enhance its capacity and capabilities.

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, others use the definition referred to in ACPO guidance,¹⁹ and the remainder use their own definition.

Dorset Police uses its own definition of a vulnerable victim, in line with all the force's partner organisations, which is the Youth and Criminal Justice definition:

"You are under 18 years of age at the time of the offence, or the quality of your evidence is likely to be affected because:

(1) You suffer from mental disorder within the meaning of the Mental Health Act 1983:

(2) You otherwise have a significant impairment of intelligence and social functioning; or

(3) You have a physical disability or are suffering from a physical disorder."

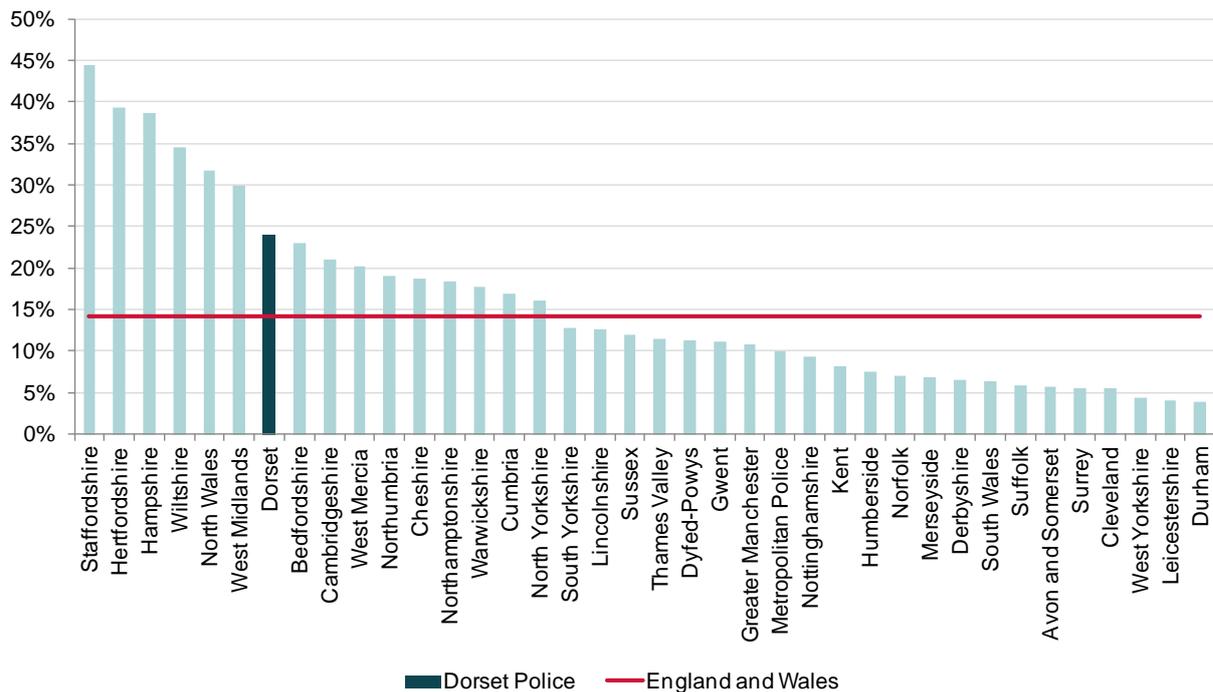
The force uses the Care Act definition for adults at risk:

"[A person] who is or may be in need of community care services by reason of mental or other disability, age or illness; and who 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, 24.0 percent of all recorded crime in Dorset was identified as having a vulnerable victim, which is above the England and Wales figure of 14.3 percent.

¹⁹ 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 4: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016²⁰



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

Dorset Police has a good understanding of the nature and scale of vulnerability across the county. It defines a person as being vulnerable if, “as a result of their situation or circumstances, they are unable to take care or protect themselves, or others, from harm or exploitation”. The protection of vulnerable people is a priority for the force, and it has effective governance processes in place at strategic and tactical levels. The force has good working relationships and information-sharing arrangements with other partner organisations. Its intelligence department has specific sections dedicated to managing information about adult and child vulnerability, and there is a detective inspector lead officer for each of the 13 strands of vulnerability. We spoke to a number of officers and staff in different departments, who demonstrated a good knowledge of vulnerability and how their role contributes to wider force understanding.

The force has developed a number of problem profiles and intelligence products about vulnerable people. A problem profile uses intelligence to gain a better understanding of a particular type of crime or of an emerging problem. The problem profile for child sexual exploitation assesses the problem across Dorset, using police and local authority data to improve understanding in all the different organisations which are identifying and trying to prevent child sexual exploitation. It profiles both

²⁰ 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.

victims and offenders, identifies those areas in the county where child sexual exploitation occurs more often, and shows a good understanding of the common themes and circumstances that cause children to be put at risk. The profiles are shared with other partner organisations and support decision making at strategic and tactical levels. The force has detailed action plans in place for different vulnerability strands to develop and enhance its performance in each area. We reviewed the domestic abuse action plan and found that the force is making good progress in many areas, with all actions due to be completed by March 2017.

The control room processes which are in place to identify vulnerability at the first point of contact, either by a telephone call from the public, or a radio message from officers and staff, are effective. The use of the THRIVE model to assess risk is commonly understood and used by control room staff. Specific templates are in place for certain types of incident, such as domestic abuse or missing persons, to ensure that officers and staff are prompted to gather and consider all relevant information appropriately. There are warning markers and system flags that help staff to prioritise calls by highlighting what is already known about the subject of the call, such as a person who is a repeat victim, or a location that is known to be a risk. Logs are reviewed by FIB24 staff (the 24-hour, seven-day intelligence and research function) or the control room detective sergeant, so that relevant intelligence and operational guidance are given where these are needed. We observed the control room process, listened to calls and reviewed a number of incident logs. We found that the system works well.

Dorset Police told us that it does not use the 'absent' category for children whose location is unknown, and classifies all such reports as 'missing' from the initial point of contact. This means that the force prioritises its response, and early operational direction is provided by the force incident commander in the control room. We reviewed a number of reports of missing children and found that all had been classified as missing from the time of the initial report, and that appropriate risk assessments and resource allocation decisions had been made.

The force uses warning markers and flags in the control room for people who have mental health problems. A mental health professional is based in Bournemouth custody office every evening, to give support within the custody assessment process, to offer advice over the telephone to other custody units and to the control room, and to attend incident scenes if required. The force recognises the vulnerability associated with mental health problems, and in the 12 months to 30 June 2016 there were 4,847 (3.0 percent of the total) incidents reported to the force which had a mental health marker applied. In the same period, 301 crimes (0.7 percent of the total) had a mental health marker applied.

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?

Dorset Police is good at identifying and assessing risk and vulnerability at the time of initial response by officers. The force has established processes to ensure that officers respond to the needs of vulnerable victims in a way that reflects victims' needs and takes account of their circumstances. At the initial response, information is gathered and assessed, investigative decisions are made, and immediate safeguarding action is taken if necessary. Subsequently, the information recorded at the scene is passed to the safeguarding referral unit (SRU), where it is reviewed and disseminated to other police teams and partner organisations, as part of the co-ordinated safeguarding processes which are in place across the county. The force has increased staff in different areas of its public protection unit (PPU) structure since our last inspection.

Frontline officers and staff follow a clear and well understood process when dealing with vulnerable people. The main form which they use to record vulnerability and assess risk at crime scenes and incidents is the SCARF (single combined assessment of risk form). It is also used at domestic abuse incidents instead of a separate DASH²¹ (domestic abuse, stalking and harassment) form. The form provides a framework for officers to record information in a structured way using questions and prompts to reach a risk-assessment grading. The grading helps the officers to decide which safeguarding options need to be put in place, immediately if necessary. In all situations, the completed SCARF is sent electronically to the safeguarding referral unit (SRU), where its content is assessed and relevant information is disseminated to other partner organisations to inform longer-term decision making and safeguarding. We spoke to officers and reviewed some SCARF records. We found that the SCARF process works as a principal element of the force

²¹ 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.

vulnerability and safeguarding processes, with high levels of understanding and completion rates.

Immediate safeguarding measures taken at the point of initial response are effective. The officers and staff that we spoke to knew about the importance of taking early safeguarding measures if they are necessary, in order to provide immediate protection. When immediate safeguarding measures are needed, a supervisor is usually notified. Support functions are in place to assist officers, such as the control room detective sergeant and FIB24, who can contact the social services emergency duty team or mental health specialists for information or advice. The force has other specialists available on call if needed, such as digital media investigators. We reviewed an incident where a vulnerable person was threatening self-harm. The officers who attended were able to access information already held on police systems and assess the risk appropriately. They sought help from the mental health professional who was on duty, and the community mental health team. The person was safeguarded immediately and given medical support. The completed SCARF was then passed to the SRU for follow-up action.

As part of the file review, we looked at a number of crime investigation files to gain a better understanding of the force's management of safeguarding and vulnerability. We found that in all of the cases the victim had been correctly identified as vulnerable. Additionally, in all cases, officers had considered safeguarding and had implemented safeguarding measures correctly. In almost all cases, further victim safety measures beyond initial safeguarding needs had been appropriately considered and documented.

The force does not use body-worn video cameras to gather evidence. Officers told us they felt that this was a gap in the range of equipment which is available to them. Body-worn video has proven evidence-gathering and safeguarding benefits, especially in domestic abuse incidents. The force is piloting the use of body-worn video cameras jointly with Devon and Cornwall Police, and it intends to introduce this equipment across its area as soon as technical specifications and solutions have been finalised.

The processes in place to assess and manage risk at initial response support the handover to investigation teams and other partner organisations effectively. The completed SCARFs contain information about children who might be vulnerable, for example if they are present in a household where domestic abuse takes place. We found that officers knew the importance of including children on the SCARF so that the information would be passed to the SRU and social services. Officers in specialist units told us that they use data about children to consider safeguarding plans, and to contact schools.

The links between missing children and child sexual exploitation have been recognised and the teams working in these areas have been brought closer together

to work under the same manager. When we spoke to officers around the force we found that they had a good understanding of child sexual exploitation. They are aware of child sexual exploitation offenders and hotspot locations (places where missing children might be found) through the information given via the internal briefing process. The removal of the 'absent' category for missing children has increased the number of missing child investigations and subsequent 'return home' interviews that gather information to identify the most suitable support for the child. The identification of children who are repeatedly reported as missing now forms part of an escalation process between the police and other partner organisations that seeks to support the child and reduce the number of times they go missing.

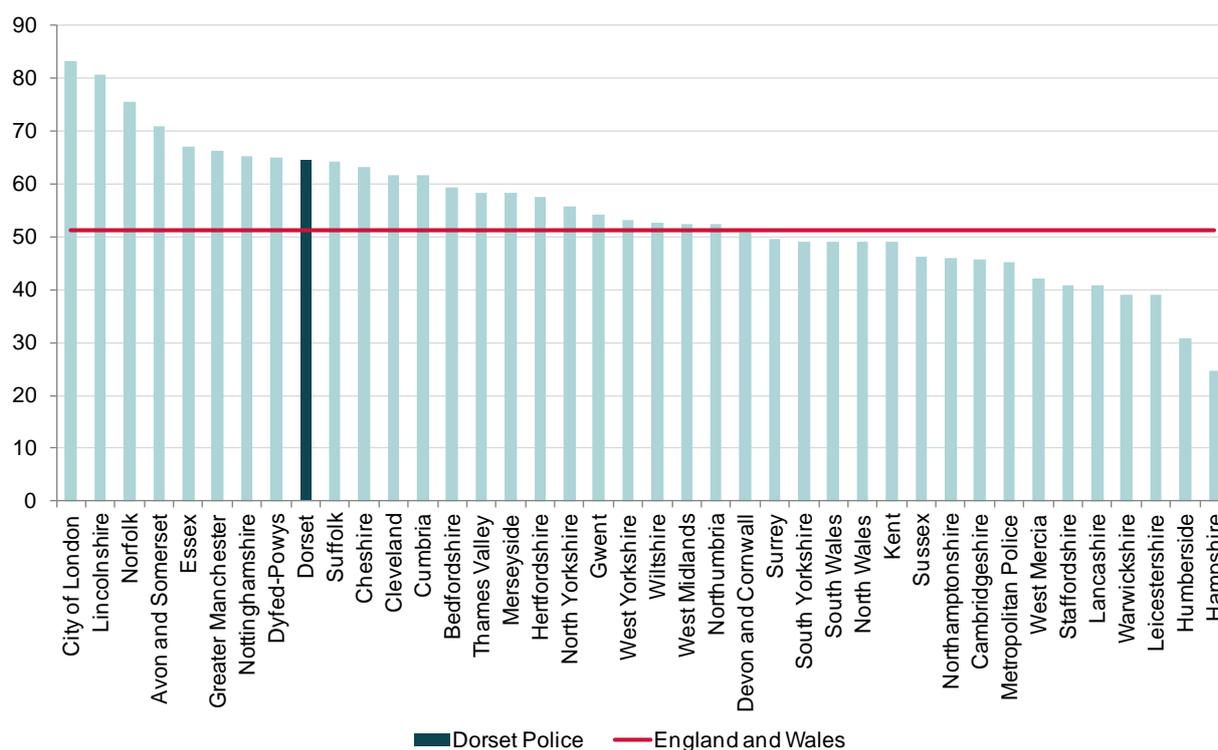
The force provides training for its officers so that they have an increased understanding of vulnerability, and can respond to it more effectively. Training in mental health awareness, missing children and domestic abuse has been given to large numbers of officers and staff in the past year. Officers in frontline roles and specialist units are aware of the external support that victims can get. We found examples where officers had directed victims towards (or had put victims in touch with) organisations which were able to offer help to the victims based upon their needs. Neighbourhood teams are part of the continuing response to vulnerable victims and safeguarding. They work with specialist departments to understand the vulnerable people who live in their area, making contact to provide reassurance and monitor their situation. Representatives from other partner organisations spoke positively about the force's early intervention and safeguarding work.

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 show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Dorset increased by 31 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 Dorset, 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 Dorset Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 65 arrests made in the same period.

Figure 5: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016²²



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

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).

As part of our inspection, we examined a number of case files where the victims were identified as vulnerable. We also spoke to investigators in specialist investigative units and officers in different parts of the force with investigative responsibilities. The force considers threat, harm and risk when allocating crime,

²² 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.

building upon the use of the THRIVE model and the early identification in the control room of a person's vulnerability.

Investigations are of a good standard, with appropriate levels of supervision and direction. Investigation plans are used routinely to ensure that all lines of enquiry are pursued on a timely basis. Victim care is effective and investigations are conducted by staff with appropriate training and skills. We also reviewed a small sample of stalking and harassment investigations, and found appropriate levels of supervision and investigative quality.

Accredited investigators, or those who undertake investigation with appropriate supervision, are responsible for investigating serious offences where the victim is vulnerable. When we spoke to officers we found that they were suitably skilled for the investigations allocated to them, or that they had appropriately skilled supervisors overseeing their work. We also found that they had access to skilled supervisors, in person or on call, 24 hours a day.

Demand is high within the public protection unit. We conducted a staff survey as part of our inspection, and spoke to officers and staff in different public protection teams. Some officers and staff have high workloads. We spoke to supervisors and were reassured by the processes which are in place to monitor staff workloads, and by the supervisors' recognition of the need to ensure the welfare of the staff for whom they are responsible. Supervisors understand the danger of backlogs being created where the absence of staff may create resilience problems and delay the work, potentially putting people at risk. The force is aware of these problems and has processes in place to move resources to meet demand if required. It has invested in additional public protection staff, and has plans to increase resources further in future. We expect the force to monitor this so that it provides a good service and ensures the welfare of staff.

The force makes adequate use of legal powers to protect victims. The rate at which Dorset Police charges domestic abuse offenders with a crime is above the rate for England and Wales.

In the 12 months to 30 June 2016, the force issued 11 Domestic Violence Protection Notices (DVPNs).²³ In the same period, it applied to magistrates for 34 Domestic

²³ A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards; or has threatened violence towards an associated person; and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

Violence Protection Orders (DVPOs),²⁴ which is below the England and Wales number per 100 domestic abuse crimes. The force was not able to supply data for the number of DVPOs granted by the courts, or the number of DVPOs or DVPOs that had been breached.

Under Clare's Law,²⁵ a domestic violence disclosure scheme where details about a person's background can be released in certain circumstances, there were 49 uses of 'right to ask' and 53 uses of 'right to know'. This represents a decline on the previous year, but the force is still using Clare's Law above the England and Wales rate per 1,000 population.

Dorset Police has well-developed relationships with other partner organisations. It has joint working practices to support vulnerable people and address the needs of victims. The force contributes meaningfully to the development of policy and operational practice in the children and adult safeguarding boards in place across the county. It has officers and staff working together with representatives from other agencies at the safeguarding referral unit (SRU) in Poole. Information is shared within the SRU and with other partner organisations in other locations. These arrangements mean that decisions about the most appropriate safeguarding activity can be taken quickly.

The force has a leading role in the planning and introduction of a multi-agency safeguarding hub (MASH).²⁶ The MASH will house partner organisation professionals in a secure environment in one building to develop safety plans for people who need support. This includes both victims and offenders. The MASH will broaden and strengthen the existing arrangements in place within the SRU. The force has invested considerable time and resources working with multiple partners to develop the MASH concept for Dorset. A location has now been found and plans are in place for the MASH to become fully operational in early 2017.

²⁴ DVPOs are designed to provide protection to victims by enabling the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

²⁵ A disclosure under the Domestic Abuse Disclosure Scheme which allows sharing of specific information with partners or a third person for the purpose of protecting them from domestic abuse.

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

There is an established multi-agency risk assessment conference (MARAC) process in place. A MARAC is a meeting where information about the highest-risk domestic abuse cases is shared between the police and other specialists, including local independent domestic violence advisors (IDVAs) who support victims. We reviewed the MARAC process and a sample of individual cases and found the system in place to be effective.

Victims of domestic abuse

The force responds well to victims of domestic abuse. Risk is assessed by call handlers at the first point of contact with the force using the THRIVE method. Risk is re-assessed by response officers who meet victims and complete the SCARF. Perpetrators are more often than not arrested (at a level above the England and Wales rate) or dealt with in other ways designed to protect the victim. The SCARF is sent to the SRU and information is shared with other partner organisations who work together to protect the victim and any other people at risk, such as children. All SCARFs for domestic abuse are assessed by dedicated staff. High-risk cases are investigated by specialist officers. IDVAs provide emotional and practical support to the victim. Medium and standard-risk cases are usually investigated by response officers, who have access to specialist advice if needed. In all cases, the victim is offered access to support or outreach services during the completion of the SCARF.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.²⁷ Dorset Police was unable to provide domestic abuse outcomes data.

Summary of findings



Dorset Police is good at protecting vulnerable people from harm and supporting victims. It defines vulnerability clearly and there is a good understanding among officers and staff. Assessments for risk and vulnerability are evident in all parts of the force and they guide the police response. There are appropriate structures and governance in place. The force understands the risks it is dealing with.

The processes in place to gather and disseminate information, both internally and with other partner organisations, are effective. The need to safeguard vulnerable

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

victims and protect others at risk is well understood. Officers respond to victims and investigate crime well, but some officers have high workloads.

The force's method of working with other partner organisations is understood and accepted. Vulnerable people receive better protection from the co-ordinated approach which is taken. It is anticipated that the introduction of the multi-agency safeguarding hub (MASH) in 2017 will trigger further benefits, but it may also increase demand.

Victims of domestic abuse are provided with a good service at initial response and by specialist teams. The force takes a robust approach towards domestic abuse offenders to reduce the harm they cause.

Areas for improvement

- The force should improve its initial investigation of cases involving vulnerable victims by providing responding officers with access to video-recording equipment to show evidence of injuries and crime scenes.

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, Dorset Police was actively disrupting, investigating or monitoring eight organised crime groups (OCGs)²⁸ per one million of the population. This compares with 46 OCGs per one million of the population across England and Wales. Dorset Police is good at assessing the threat posed to its communities by serious and organised crime. It has effective threat assessment processes in place that take account of the National Crime Agency threat assessment and the local police and crime plan.

In our last inspection, we identified that the force needed to improve by preparing serious and organised crime local profiles²⁹ and should share relevant data with

²⁸ When a police force identifies a group of individuals who they suspect may be involved in organised crime, an organised crime group (OCG), it goes through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability on computer software, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. This helps the force to make informed decisions about how to prioritise its activity.

²⁹ Forces should produce and use local profiles to develop a common understanding among their partner organisations of the threats, vulnerabilities and risks, provide information on which to base local response and local action plans, support the integration of serious and organised crime activity into day-to-day policing, local government and partnership work, and allow a targeted and proportionate use of resources.

other partner organisations in a structured way. The dissemination of information to other partner organisations is important because it gives a wider view and understanding of local problems, and leads to more effective solutions. The force has made improvements in both areas.

In April 2016, the force produced seven local profiles covering a wide range of types of crime, including drugs, firearms, child sexual exploitation, fraud, cyber-crime, people trafficking, illegal immigration and modern slavery. The profiles cover all of the serious and organised crime threats identified in the force strategic assessment, but their format and use of data could be improved. The force recognises the need to keep pace with developments in this area. It has re-commissioned new local profiles that reflect local and national requirements more effectively, with the support of a growing partnership structure and a remodelled intelligence function. We found appropriate levels of governance and direction in this area.

The force uses intelligence effectively to understand the threat from serious and organised crime. We found that the force uses a range of sources to increase its understanding of serious and organised crime. These include information from the public and from other partner organisations, from the internet, as well as covert sources. In July 2016, the intelligence analytical function was restructured. Analysts changed from having a geographic focus to one where they are responsible for one of five themed areas. The five themes are based upon threat, risk and harm. They are: robbery, burglary and theft; the protection of vulnerable adults; the protection of vulnerable children; drugs, guns and gangs; and public safety. The change has enhanced the force's understanding of serious and organised crime at a strategic level, and has given the force a better picture of the links between organised crime and vulnerability. For example, an analyst working on drugs intelligence identified new telephone numbers for known offenders, and by cross-referencing data was able to identify a person who was in contact with the offenders. A multi-agency response, led by the police, resulted in enforcement work and the safeguarding of a young child who was at risk. The changes have also made the sharing of information with other partner organisations more effective. We assessed that the number of staff working on the new themed intelligence is appropriate to the requirements of the force.

The force is compliant with the requirements of the National Ballistics Intelligence Service (NABIS)³⁰ memorandum of understanding in that it submits ballistic material it finds to NABIS on a timely basis and disseminates associated intelligence. In doing so, the force supports local and national investigations.

The force has an effective system for assessing the risk posed by dangerous drug networks (DDNs) alongside other threats. Officers and staff working in communities

³⁰ The National Ballistics Intelligence Service provides fast-time forensic intelligence as well as tactical and strategic intelligence to tackle all aspects of firearms-related criminality within the UK.

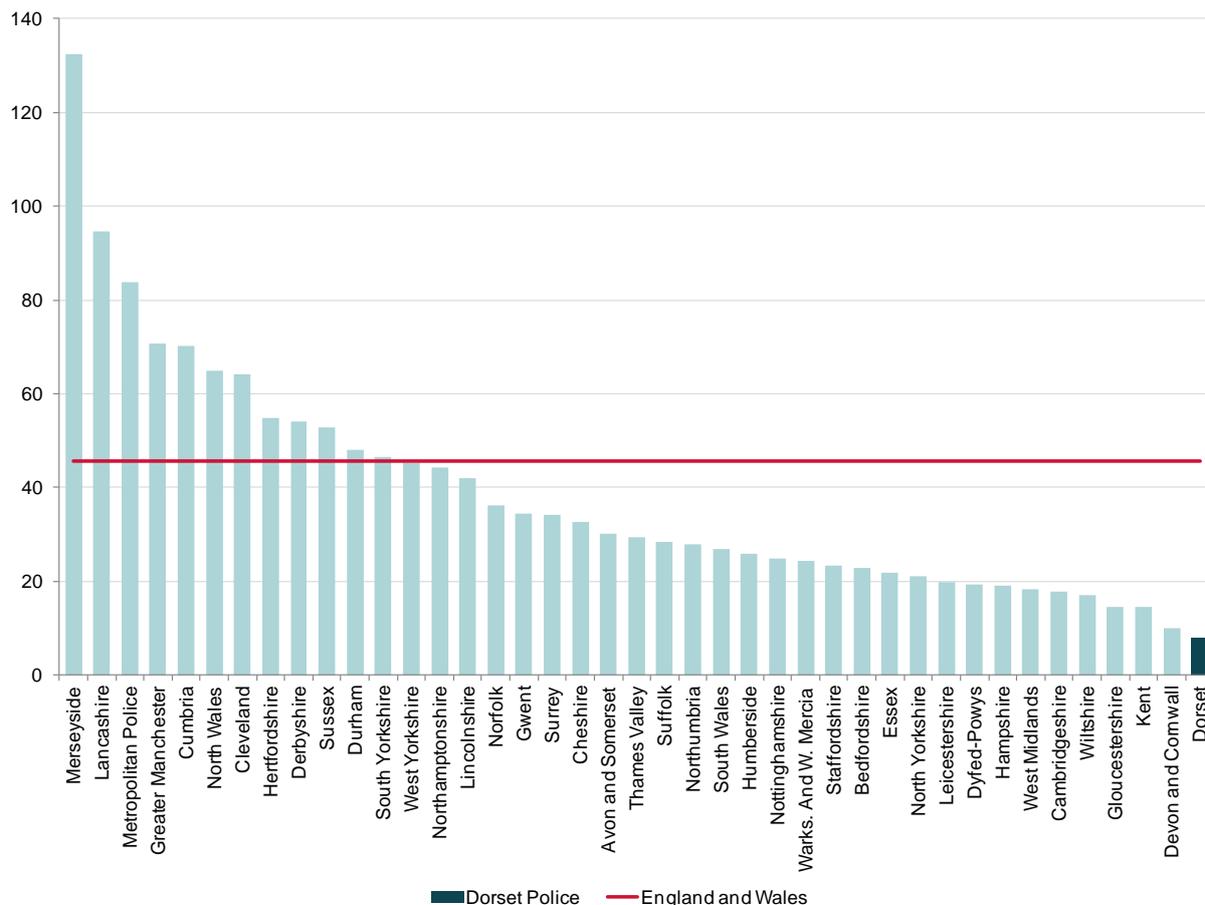
demonstrated a good awareness of the problem of drug offenders from outside the force area who target vulnerable people and use their premises for drug dealing. There is an established operation (Operation Voltage) in place across the county that seeks to safeguard those at risk, gather intelligence and target offenders. Frontline officers we spoke with were aware of the problem and understood their role in tackling it. We also found that the force briefing system is used to good effect to brief officers and staff about specific problems. There was a good awareness of the problems of child sexual exploitation and modern slavery. Staff we spoke to were able to explain some of the warning signs to look for in both people and places.

Organised crime group (OCG) scoring and mapping is carried out correctly and in line with national guidelines. The national assessment method is used to make sure that OCGs are mapped and scored appropriately. Mapped OCGs are reviewed and re-scored as required at the monthly OCG panel.

We noted that the force did not have any dangerous drug networks (DDNs) mapped as OCGs and assessed that the process followed by the force to reach this position was compliant with national guidelines. All five of the forces in the south west region have a low number of mapped OCGs compared with the England and Wales number per one million population. There is a south west regional governance group in place that monitors police activity against DDNs.

During our inspection, we saw an additional OCG (involved in human trafficking) mapped and adopted by the force using intelligence gathered by one of the themed intelligence desks.

Figure 6: Organised crime groups per one million population, by force, as at 1 July 2016³¹



Source: HMIC data return

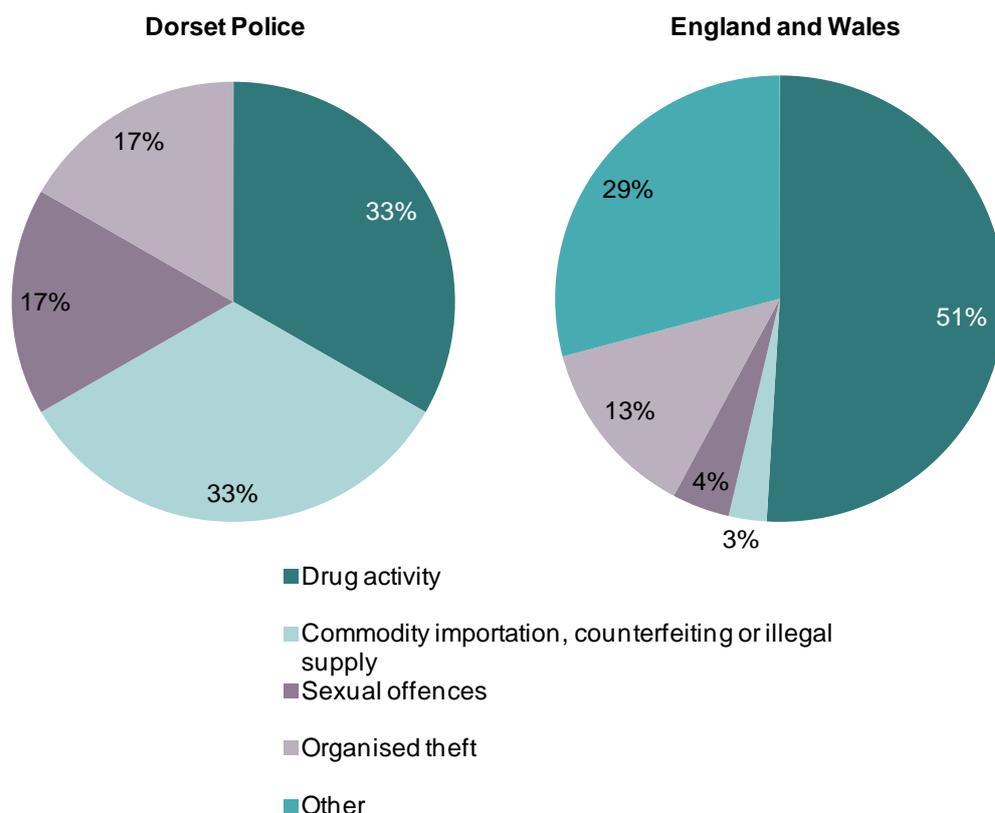
For further information about these data, please see annex A

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. 'Commodity importation, counterfeiting or illegal supply (including firearms, excluding drugs)' was the most common predominant crime type of the OCGs managed by Dorset Police as at 1 July 2016. Conversely, 'drug activity' was the most common OCG crime type recorded by all forces in England and Wales.

The force has no DDNs recorded as OCGs because they do not meet the relevant criteria, but it does apply the mapping process to them when appropriate. We assessed the force's approach to DDNs within the OCG mapping process and found it to be in accordance with national practice. We found that DDNs receive an appropriate level of scrutiny and enforcement activity based upon the risk they pose, and that appropriate dissemination of intelligence to other forces is taking place.

³¹ City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

Figure 7: Active organised crime groups by predominant crime type in Dorset, 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.

Dorset Police prioritises serious and organised crime systematically and effectively. The force uses a tiered³² approach to prioritise activity. It has clear methods of agreeing priorities and plans, and making decisions, and has clear structures for meetings about strategic and tactical OCG management. It reviews its active OCGs

³² Activity in response to OCGs is categorised into four tiers: tier 1 is comprehensive operational or investigative intervention; tier 2 is a limited plan or action that prevents or disrupts; tier 3 is proactive intelligence development; and tier 4 is developing opportunities for action.

every month. There is good analytical support, an intelligence strategy and a management plan for each OCG, and regular meetings are held to consider how best to tackle the criminal and harmful behaviour of OCGs. We found that the force response to OCGs is spread across different departments and functions and is not just confined to specialist teams.

OCGs are managed by lead responsible officers (LROs). In Dorset, the LROs are based in the intelligence directorate and they proactively manage OCGs throughout their lifespan, providing continuity of investigation and experience in the use of tactics. We found that LROs are effective in working with specialist and frontline resources to lead the force's response to individual OCGs. The force is increasing its use of the 4Ps³³ (pursue, prevent, protect, prepare) approach in its current serious and organised crime management plans. This approach stems from the government's Serious and Organised Crime Strategy.³⁴

The force works well with other partner organisations to share intelligence and tackle serious and organised crime. A detective chief inspector chairs a quarterly Project Spotlight board meeting that is attended by local partner organisations such as trading standards, housing and fire, and national bodies such as HM Revenue & Customs, Immigration Enforcement and the Environment Agency. The meetings act as a focus for sharing information and agreeing disruption tactics at force level. We found that local level information sharing and co-ordinated activity between the force and partner organisations is also effective. We found examples where the contributions of other partner organisations to the Spotlight process led directly to the disruption of OCGs. The Spotlight meetings are also used to make referrals to the Government Agency Intelligence Network (GAIN)³⁵ so that intelligence can be shared more widely. The force GAIN referral rate for the period January to June 2016 was 14.3 referrals per 100 OCGs, which is below the figure of 26.4 for England and Wales. The force told us that an internal error meant that for an unspecified period of time GAIN referrals were being made but not correctly counted. This has been corrected.

³³ 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps: Pursue – prosecuting and disrupting people engaged in serious and organised crime; Prevent – preventing people from engaging in serious and organised crime; Protect – increasing protection against serious and organised crime; and Prepare – reducing the impact of this criminality where it takes place.

³⁴ Serious and Organised Crime Strategy, HM Government, October 2013, Cmnd 8715. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/248645/Serious_and_Organised_Crime_Strategy.pdf

³⁵ The Government Agency Intelligence Network (GAIN) is a large network of partner organisations, including all police forces in England and Wales, which shares information about organised criminals.

Local policing teams contribute effectively and meaningfully to tackling OCGs and DDNs. The force uses internal briefing systems and the LROs to disseminate intelligence and to direct officers and staff by using a range of tactics. We found there were good levels of awareness and of working with local people among response and neighbourhood staff in the parts of the force that we visited. We spoke to a neighbourhood beat manager who told us that she and her team are often deployed as part of a concerted effort to deter DDNs from becoming established in the local area. They carry out regular safeguarding checks on chaotic drug users and liaise with local housing and substance misuse advisers to ensure that support is given where necessary. Local officers execute search warrants, target suspect vehicles, and visit licensed premises jointly with other agencies as part of their disruption work.

The force is supported by the south west regional organised crime unit (ROCU). The ROCU provides a range of specialist services and capabilities such as intelligence and online investigations. The regional team co-ordinates activity across different force areas and can enhance force capability. We found that Dorset Police makes referrals to the ROCU and receives intelligence that supports investigations. The force uses a range of services, from technical to covert, and we were provided with specific examples where the force has been supported by the ROCU and where the ROCU has adopted force investigations. The ROCU GAIN officer attends the force Spotlight meetings. Dorset Police has produced an action plan setting out how it will make best use of ROCU capabilities and minimise duplication at force level, although its quality could be further improved.

Dorset Police records details of formal disruptions of OCGs in accordance with national guidance. For the period from January to June 2016, the force made 0.57 positive (major, moderate or minor) tactical event-based disruptions per OCG (active and archived between 1 January 2016 and 30 June 2016). This is above the rate of 0.47 for England and Wales as a whole. The force shares information about disruption activity with partners at Spotlight meetings.

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.

The force works to prevent children and young people from becoming involved in serious and organised crime as part of the prevent strand of the 4Ps process. It runs

a schools programme called GRIP (Gaining Respect in People) that gives advice to children in Year 7 (aged 11 and 12) to prevent them from being drawn into anti-social behaviour and criminality. The programme includes information on the laws about carrying weapons and information about gang culture, and gives an understanding of the consequences of becoming involved in crime. Separately, the force identified a number of children involved with serious and organised crime who were being used to bring drugs into Dorset from other parts of the country. The force works with other partner organisations to intervene and take safeguarding action.

There are lifetime offender management processes in place. The ROCU co-ordinates the process for the south west region and works with Dorset Police to track when offenders are arrested, imprisoned and released to co-ordinate appropriate offender management. The force uses serious crime prevention orders (SCPOs)³⁶ to prevent organised criminals from returning to a criminal lifestyle and causing harm to communities. The force has two SCPOs in place. We found evidence that the SCPOs are monitored. The force also uses confiscation orders, which it obtains using the Proceeds of Crime Act 2002.

The force communicates appropriately and effectively with the public about serious and organised crime. It targets its messages to keep the community informed and to deter offending. For example, during the high-profile arrest phase of Operation Energy, which targeted a DDN in Weymouth, there was extensive media and communications work. This was based upon effective practice that had been used in a similar operation in the past. The force communications team tracks significant arrests for serious and organised crime and co-ordinates its media work to publicise significant court results and convictions. The force website has information about different aspects of crime prevention, including cyber-crime and child sexual exploitation, and the force talks to businesses to offer advice about cyber security.

Summary of findings



Good

Dorset Police is good at tackling serious and organised crime. Its strategic governance processes are effective and it is improving its understanding of the breadth and scale of serious and organised crime in the county by updating its local profiles. The force has made changes to its intelligence structure and this has brought the subject areas of crime and vulnerability closer together.

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

The mapping of organised crime groups is in line with national guidance and the force tackles sub-OCG crime groups effectively with the active participation of officers and staff from across the force. The management of serious and organised crime is good, and methods of working with other partner organisations are integrated into the approach. The force is increasing the adoption of the 4Ps approach to dealing with all serious and organised crime.

The force works with children and young people to prevent them from becoming involved in crime. The force uses the legal orders which are available to help tackle serious and organised crime, and monitors them appropriately. There is planned and effective communication with the public that keeps communities informed.

Areas for improvement

- The force should further develop its serious and organised crime local profiles in conjunction with other partner organisations in order to enhance its understanding of the threat posed by serious and organised crime, and to inform joint activity aimed at reducing this threat.

How effective are the force's specialist capabilities?

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

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

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

Dorset Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The assistant chief constable responsible for this area chairs the monthly operations board where the force's preparedness to respond to SPR threats is overseen. Force continuity plans are in place in the event of major disruption, and the plans are discussed as a standing item at the operations board. In 2016, the force became aware that it was not meeting its SPR requirement to supply an allotted number of police support units (PSUs) in response to a national request for assistance.

A PSU is a team of officers trained in the use of public order tactics. The force has trained additional officers and has a plan in place to achieve compliance.

The force undertakes regular exercises and deployments to ensure that it is ready to meet the demands placed upon it. In April 2016, the force conducted a three-day large-scale multi-agency exercise (Operation Velocity) to test its response to an incident in which many people had been killed. This exercise involved all elements of

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

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

identifying victims of a disaster. The exercise simulated a road traffic collision between two coaches and five other vehicles, resulting in over 20 deaths and 80 other casualties, from walking injured to major trauma victims. The structured debrief identified areas for improvement, which is to be expected in exercises like this, as well as areas of good practice. The force participates in national counter-terrorism exercises and other commitments such as policing Operation Cobb (the badger cull) with other forces across the region.

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.

Dorset Police completes an annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The APSTRA was updated in March 2016, and reviews are conducted every six months. The force's threat assessment is thorough and uses appropriate intelligence sources to assess threat and risk. We found clear involvement by senior officers. The assessment was in line with the national guidance and codes of practice. Dorset Police is aware of its broader national responsibilities to support other forces in response to national threats. The force understands the threat posed by a firearms attack and this understanding is based on recent and relevant information.

Although the force is not part of the national armed policing uplift programme it has, as a result of its own threat assessment, put plans in place to increase its firearms capacity and capability. This will give the force greater flexibility with armed response vehicle (ARV) deployments and increase resilience for officer training and other commitments. Recruitment and training of the additional officers is complete, and the force expects to have implemented this change in full by April 2017. The force provides appropriate training to its firearms officers to meet the current threats. The force has carried out joint firearms training with other forces (Devon and Cornwall, Thames Valley, Hampshire and Wiltshire). In October 2016, the force hosted and co-ordinated a large-scale multi-agency marauding terrorist firearms attack (MTFA) exercise (Operation Strongbox), to test its response. The exercise was based within

an office campus which was used to simulate a shopping centre and involved over 100 operational staff and over 200 role-players. A structured debrief was held, which this provided significant learning that will be disseminated at regional and national levels. All firearms commanders attend regular training, including joint agency training and marauding terrorist firearms attack training.

Summary of findings

Ungraded

Dorset Police has effective specialist capabilities.

The force has good plans to respond to the threats set out in the *Strategic Policing Requirement* and is prepared to fulfil its national policing responsibilities. The force regularly tests these plans and uses the learning to develop its procedures.

The force is well prepared to respond to a firearms attack. The force has recently reviewed its assessment of threat, risk and harm and this now explicitly includes the threats posed by marauding firearms terrorists. In light of this threat, Dorset Police plans to increase its armed response vehicle firearms capacity and capability. The force is progressing with its implementation of these plans.

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:

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

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

Anti-social behaviour

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

www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/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: 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 5: 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 6: Organised crime groups per one million population, by force, as at 1 July 2016

Please see 'Organised Crime Groups' above.

Figure 7: 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.