PEEL: Police effectiveness 2016

An inspection of Suffolk Constabulary

Contents

Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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

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

5. How effective are the force's specialist capabilities?

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

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

---

[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

Suffolk Constabulary	England and Wales
218	240

Crime (excluding fraud)

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

Suffolk Constabulary	England and Wales
59	68

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

Suffolk Constabulary	England and Wales
+8.5%	+7.8%

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

Suffolk Constabulary	England and Wales
-3.6%	-3.4%

Crime outcomes*

Charged/summonsed

Suffolk Constabulary	England and Wales
10.6%	12.1%

Evidential difficulties: suspect identified but victim does not support action

Suffolk Constabulary	England and Wales
8.4%	10.6%

Investigation completed but no suspect identified

Suffolk Constabulary	England and Wales
38.5%	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

Suffolk Constabulary	England and Wales
21	31

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

Suffolk Constabulary	England and Wales
28	34

Domestic abuse

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

Suffolk Constabulary	England and Wales
–	16

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

Suffolk Constabulary	England and Wales
8.9%	11.1%

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

Suffolk Constabulary	England and Wales
9.6%	10.0%

Organised crime groups

Organised crime groups per million population as at 1 July 2016

Suffolk Constabulary	England and Wales
28	46

Victim satisfaction rate

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

Suffolk Constabulary	England and Wales
83.3%	83.3%

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

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

Overall judgment[2]

●●●○ **Good**

Suffolk Constabulary has been assessed as good in respect of its effectiveness at keeping people safe and reducing crime. Our findings this year are consistent with last year's assessment, in which we judged the force to be good in respect of effectiveness.

Suffolk Constabulary has made progress against the areas we identified in HMIC's 2015 effectiveness and effectiveness (vulnerability) reports[3] and has plans in place to make further improvements in the service it provides to the public during 2017.

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**

---

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

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

PEEL: Police effectiveness 2015 (vulnerability) – A national overview. HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015/

Suffolk Constabulary is good at preventing crime, tackling anti-social behaviour and keeping people safe, and the force has seen the third biggest reduction in the rate of anti-social behaviour in the country. However, the force needs to ensure that taking officers away from working in their communities to respond to emergencies is not having a negative effect on its ability to prevent crime from happening in the first place, to engage with local communities and to undertake local problem solving.[4]

Overall, Suffolk Constabulary investigates crimes and manages offenders effectively. The force implemented a new crime and intelligence system in October 2015. It is yet to realise the benefits of this investment fully and needs to take action to reduce the backlog of crimes awaiting closure.

The force is good at identifying vulnerable victims and works with a wide variety of different organisations to keep them safe. However, the force could do more to use preventative legislation such as court orders to protect victims of domestic abuse.

Suffolk and Norfolk Constabularies work closely together to provide an effective joint response to serious and organised crime. The force works with other organisations to identify and disrupt organised crime groups and is developing how it uses information held by partner organisations to deepen its understanding of this issue.

Suffolk Constabulary is well prepared to meet the threats outlined within The *Strategic Policing Requirement* and regularly tests its plans to ensure they are effective. The force is in a state of readiness to respond to an attack requiring an armed response, and reviewed this following the attacks in Paris in November 2015.

---

[4] A term used in policing where forces systematically identify and analyse crime and disorder problems, develop specific responses to individual problems and subsequently assess whether the response has been successful.

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 Suffolk?

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 3.6 percent in Suffolk compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 5.0 percent in Suffolk, 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 Suffolk, for the five-year period to 30 June 2016
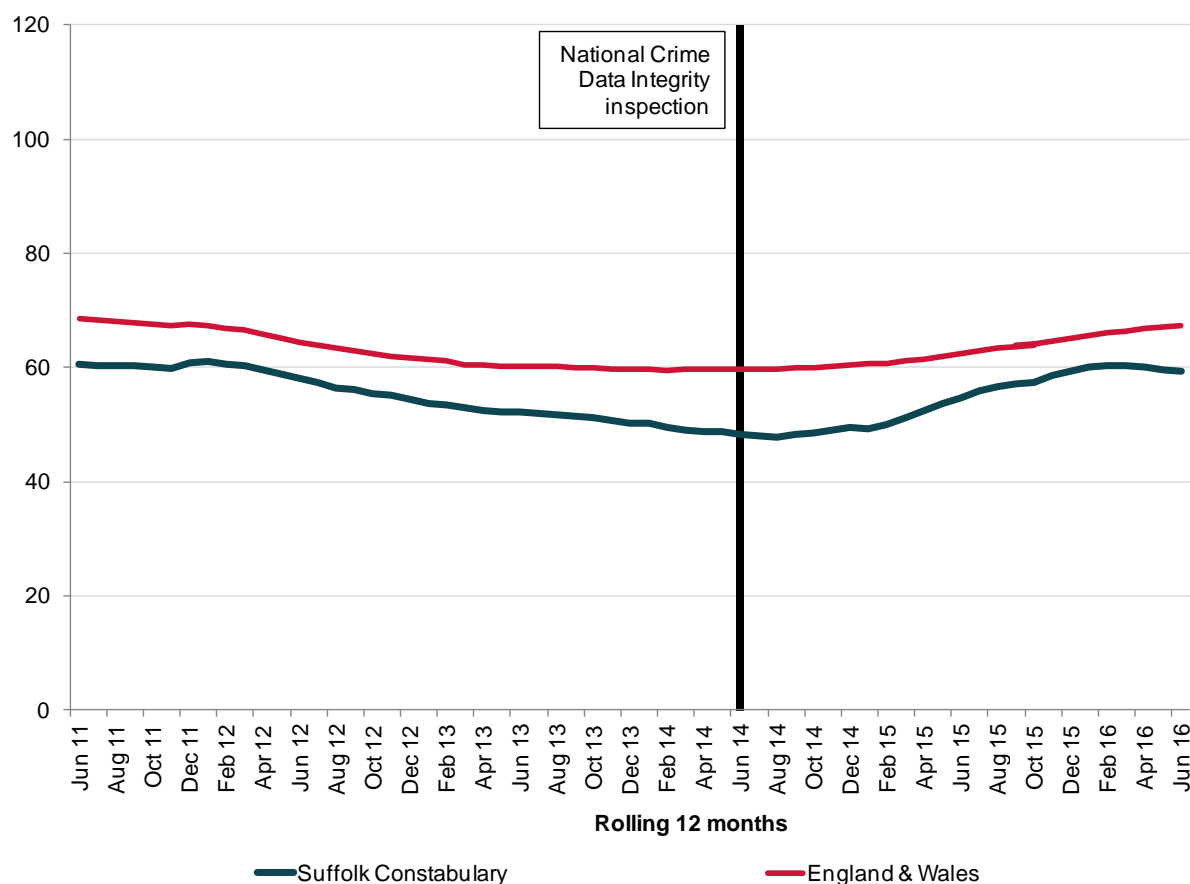
Source: Home Office data
For further information about these data, please see annex A

More recently, when compared with the previous 12-month period, police-recorded crime (excluding fraud) in Suffolk increased by 8.5 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 Suffolk 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 Suffolk, for the 12 months to 30 June 2016

Rates per 1,000 population	Suffolk Constabulary	England and Wales
Recorded crime (excluding fraud)	59.4	68.2
Victim-based crime	51.4	60.4
Sexual offences	2.4	1.9
Assault with injury	6.0	7.0
Burglary in a dwelling*	4.3	8.1

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population
Source: Home Office data
For further information about these data, please see annex A

Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015
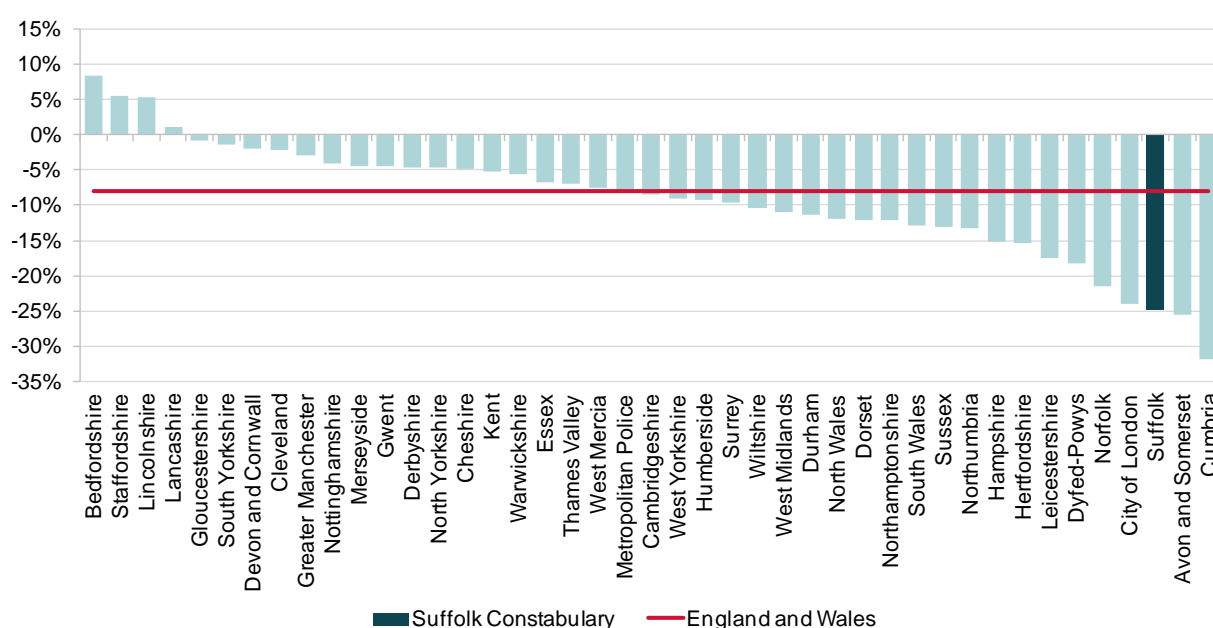
Source: Home Office data
For further information about these data, please see annex A

In the 12 months to 31 March 2016, Suffolk Constabulary recorded 21 incidents of anti-social behaviour per 1,000 population. This is 25 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 Suffolk Constabulary understand the risk posed to its communities?

Suffolk Constabulary states that local community policing remains a core element of the new policing model introduced in April 2016. The new model has been developed to ensure that the force is able to respond effectively to current and future demand. HMIC found that large numbers of local neighbourhood staff were being taken away from this important role to cover other duties. The force needs to ensure that this does not have a negative effect on the quality of its local community policing.

Under the new model, the safer neighbourhood teams (SNTs) are a mix of officers, PCSOs, special constables and volunteers who provide local community policing. This means that in every neighbourhood there is a named team of policing professionals dedicated to carrying out community engagement and prevention activity.

The new model is still being implemented, but HMIC is concerned to see a reduction in the size of the SNTs since HMIC's 2015 effectiveness report. We heard that the number of people allocated to local policing is lower than it should be because some officers had been taken away from their local policing role to support other teams, for example response teams. This means that there is a reduction in the amount of time the SNTs spend engaging with local communities and working with partner organisations to resolve local problems.

The force is aware that numbers in local policing are low, stating that it had prioritised those areas posing the greatest harm to the public, such as responding to emergencies and protecting vulnerable people. The force is undertaking a review of

how effectively it has implemented the new policing model, due to be published in December 2016, and is taking action to address the current high level of abstractions from the SNTs. HMIC will continue to monitor the situation and the effect on local communities.

At force level, Suffolk Constabulary has a good understanding of the threats facing the communities it serves. It is good at analysing both traditional crime threats (such as burglary and robbery) and emerging threats (such as child sexual exploitation and cyber-crime). It develops this understanding of threats with partner organisations to ensure as much information as possible is used to build up the best picture.

At a local level, officers have a good understanding of the communities they serve and their priorities. In HMIC's 2015 legitimacy report, HMIC said that officers and staff should have access to information about the various communities in Suffolk, to help them better understand the communities they serve. Local teams no longer complete local profiles, which recorded information on local communities, but instead use the Suffolk Observatory, a public online website, which contains a wide range of data, statistics and reports about Suffolk.[5] This a positive move, as the information can be shared on a timely basis and all partner organisations have access to and use the same information to identify and tackle local problems.

The force continues to make effective use of its own and partner organisations' intelligence to identify the threat or risk of harm within communities, using national intelligence model6 products to map local crime trends. Local neighbourhood teams access and maintain a 'harm register'. This register is a central repository for problem-solving plans, analytical products and information on victims who are vulnerable, persistent offenders and victims of domestic abuse. This means that there is a single location for the storing of important information to support local policing.

How does Suffolk Constabulary engage with the public?

Suffolk Constabulary understands the importance of involving the public in its decision making and priority setting and uses a range of methods to do so. The force currently uses different ways to seek the views of local communities. These include new district websites that contain details of local priorities, the identities of the SNTs, forthcoming events, and information on how to subscribe to regular social media

---

[5] For more information, see: www.suffolkobservatory.info/

[6] The national intelligence model is a well-established and recognised model within policing that managers use for setting strategic direction, making prioritised and defendable resourcing decisions, allocating resources intelligently, formulating tactical plans, assigning tasks, co-ordinating the resulting activity and managing the associated risks. It is important to note that the model is not just about crime and not just about intelligence – it is a business and decision-making model that can be used for most areas of policing. It provides a standardised approach to gathering, co-ordinating and disseminating intelligence that can be integrated across all forces and law enforcement agencies.

stories as well as how to secure a more traditional face-to-face meeting. As the policing model was introduced, a series of local meetings across the county between local policing inspectors and the public took place to explain the model and to listen to concerns from the public.

The force has good arrangements in place to ensure that community engagement identifies local concerns effectively. Problems are identified by the SNTs and discussed at public meetings held at various locations across the county. The force, the local authority and other organisations review these different issues, agree the priorities, and work together to share information and allocate resources. The new policing model aims to improve the force's understanding of local communities by bringing together information from organisations such as the local authority, parish councils and local councillors.

Suffolk Constabulary has introduced a number of specialist roles within local policing to improve how it works with other organisations and how it engages with those sections of the community which are less likely to contact the police. Officers in each policing area have been given specific responsibility for issues such as: people suffering from mental health problems; the retail and licensing business sector; young people; victims of domestic abuse; tackling crime and anti-social behaviour, particularly vulnerable communities such as the elderly; and those who suffer multiple problems and often have problems getting support, such as street drinkers. These roles were introduced as part of the new policing model and, once established, should provide the force with a more detailed understanding of the communities it serves.

Members of the community are actively involved in assisting the force to provide local policing effectively. For example, the force has a well-managed youth cadet scheme and is increasing its use of volunteers, including the special constabulary. The force currently has 16 voluntary cadet leaders and 359 volunteers, of whom 223 are members of the special constabulary. It uses volunteers in a range of roles, including the CCTV control rooms in Felixstowe and Sudbury, and has 19 volunteers on horseback across the county who patrol remote areas and report any suspicious activity.

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.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a decrease in public satisfaction with Suffolk Constabulary. Some 401 people were interviewed and 49 percent were very or fairly satisfied with local policing in their area. This is an 11 percent decrease on 2015.[7]

Does the force have a problem-solving approach?

Suffolk Constabulary is effective in how it works with partner organisations to solve local problems and has recorded a large reduction in anti-social behaviour (ASB) incidents in England and Wales over the 12-month period from 31 March 2015 to 31 March 2016.

The force is part of the Better Policing Collaborative[8] which brings together government bodies and academics with the police to evaluate plans and activities to determine 'what works' best in any given situation. The force, together with Norfolk Constabulary and the Better Policing Collaborative has developed a master's degree course in evidence-based practice[9] provided through the University of Suffolk. There are currently eight students on the course, with a further four due to begin in September 2017.

Problem-solving plans are of good quality but they are stored on two different internal computer systems that are not linked; this makes it difficult for the force to identify or share best practice. The force has informed us that it will transfer its problem-solving profiles onto a single system in 2017 to provide a consistent approach and make them available to the entire organisation. The local neighbourhood harm register provides a way of drawing together the problem profiles, analytical products and other information, making it available to other organisations.

The force works well with other partner organisations and has a structured approach to how it identifies and tackles issues of local concern, based on the nationally recognised SARA[10] and VOLT[11] models. Those in the SNTs are knowledgeable and

---

[7] 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.

[8] The Better Policing Collaborative is a joint venture with a number of universities and the organisation Skills for Justice.

[9] https://www.uos.ac.uk/courses/pg/msc-crime-and-community-safety-evidence-based-practice

[10] An acronym for scanning, analysis, response, and assess. The process is aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour.

[11] VOLT is an acronym for victim, offender, location and tasking. This draws together relevant information to understand problems better and allow for meaningful action to be taken to resolve them.

skilled in problem solving and experienced in working with a wide range of partner organisations to resolve issues together.

An example is Operation Studle, the response to increasing incidents of anti-social behaviour (ASB) near a care home in which a number of elderly and vulnerable people live. Police worked with the care home and local authority to identify the offenders, use CCTV footage and apply for a community protection notice[12] as well as enforce local tenancy agreements about acceptable behaviour. The co-ordinated activity among partner organisations led to a reduction in reported ASB incidents.

A further example is where the SNT worked with partner organisations to address the offending of a number of young women/girls who were regularly arrested for shoplifting and being drunk and disorderly. Officers worked with the 'Girls to Women' programme, managed through the Suffolk Youth Offending Service.[13] Specialists worked with the girls to provide drug prevention advice and improve their self-esteem to prevent re-offending as part of a local community resolution.[14]

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

Suffolk Constabulary is good at using a range of approaches to tackle crime and anti-social behaviour. Safer neighbourhood teams (SNTs) are actively involved in a range of activities and initiatives. They draw on a wide range of legal powers, enforcement tactics and community interventions to pursue criminals, prevent crime and help offenders turn away from criminal lifestyles.

The force is committed to early interventions and helping people to lead positive lifestyles. The force makes good use of community resolutions as an alternative to prosecuting offenders in some cases; typically, these are less serious cases where young offenders have been implicated and there is little likelihood of them re-offending. Community resolutions include: a written or face-to-face apology; repairing damage to property; cleaning graffiti; or unpaid work in the community.

---

[12] A community protection notice is aimed at preventing unreasonable behaviour that is having a negative effect on the local community's quality of life. Any person aged 16 years or over, or any business, can be issued with a notice which requires the behaviour to stop and, if necessary, reasonable steps to be taken to ensure it is not repeated in the future.

[13] Suffolk Youth Offending Service works with young people who are at risk of offending and those who have offended and been sentenced through the court to divert people away from crime and ASB and reduce re-offending.

[14] A community resolution is an alternative way of dealing with less serious crimes, allowing officers to use their professional judgment when dealing with offenders. It can be used for offences such as low-level public order, criminal damage, theft and minor assault.

Given the large decrease in incidents of anti-social behaviour, it is surprising that the force makes slightly less use of specialist powers aimed at reducing such incidents than other forces in England and Wales. Specifically, the force makes little use of criminal behaviour orders[15] and civil injunctions,[16] with a slightly higher use of community protection notices and dispersal powers.[17] The force needs to ensure that it is using these powers effectively.

The force has local meetings with good representation from partner organisations to identify and effectively target action against locally identified problems. There are good examples of successful targeted activity on a wide range of issues. For example, a community protection notice issued on a shop selling strong alcohol to members of the street drinking community led to a reduction in incidents of drunkenness and ASB. In another example, a closure notice on a building that was a focal point for young people to commit crime and ASB led to a reduction in incidents.

Safer neighbourhood teams play an active role in safety plans which support victims who are vulnerable and other individuals who are repeatedly victimised. Staff arrange to install alarms and other technical aids to help protect people from abuse. Officers and police community support officers (PCSOs) know these people well and how victimisation affects them. Their role in helping communities to be more resistant to crime is important.

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

Suffolk Constabulary evaluates police activity to understand 'what works' and, as mentioned above, is part of the Better Policing Collaborative which brings together government bodies, academics and the police to evaluate plans and activities to identify effective tactics across a range of policing issues. The force also makes regular use of the College of Policing 'What Works' centre, which shares good practice across the police service.

At force level, there is a very strong evidence-based approach to understanding and evaluating policing operations, but this is less evident at the tactical/local level, with many problem-solving plans not being evaluated so that others can learn from what works. While the force does undertake evaluation of some local initiatives, evaluation

---

[15] A criminal behaviour order can be imposed, following a criminal conviction, to prohibit an offender from doing anything described in the order. It may also require an offender to do anything described in the order.

[16] A civil injunction is granted by a court against a person and can prohibit an individual from engaging in certain activities or visiting specific locations as well as requiring them to participate in certain acts. In certain circumstances the court may add a power of arrest if the individual breaches the injunction.

[17] A dispersal power gives the police the power to disperse individuals or groups causing or likely to cause anti-social behaviour in public places.

of problem-solving plans and tactics is not consistent, with no central repository to store this learning. The planned upgrade to the force's crime and intelligence system will enable the force to store problem-solving plans in one location, making it easier to ensure that they are consistently evaluated and to share any learning across the organisation and with partner organisations. This is an area highlighted in HMIC's 2015 effectiveness report, and the force needs to take action to address it.

HMIC is satisfied that PCSO duties are in line with national guidance; although there are occasions when they are asked to protect crime scenes for forensic examination or assist with crime enquires, these are not common occurrences. These tasks are carried out in their community areas, and they are not drawn away to other areas to conduct tasks that they are not trained to do.

Summary of findings

Good

Suffolk Constabulary is good at preventing crime, tackling anti-social behaviour and keeping people safe.

The force understands the threats facing its communities. Safer neighbourhood teams are at the core of its community engagement and work closely with the public, gathering information and acting on local priorities. However, the force should ensure that taking officers away from working in communities to respond to emergencies is not having a negative effect on this work.

The force is effective at problem solving with partner organisations to protect communities and victims. It should ensure that it makes the best use of the powers available to tackle crime and anti-social behaviour and that it evaluates its activities consistently to identify what works and shares this learning internally and with partner organisations.

The safer neighbourhood teams have particular responsibilities for keeping vulnerable people in their neighbourhoods safe, including by working with partner organisations. The force has recently introduced specialist roles and volunteers to ensure effective engagement with those who find it difficult or are less likely to engage with the police.

The force is using a range of approaches very effectively to tackle crime and anti-social behaviour and has one of the biggest reductions in anti-social behaviour in the country.

Areas for improvement

- The force should evaluate and share effective practice routinely, both internally and with partner organisations, to improve its approach continually to the prevention of crime and anti-social behaviour.

- The force should ensure that local policing teams routinely engage with local communities and undertake structured problem solving alongside partner organisations in order to prevent crime and anti-social behaviour.

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

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

How well does the force bring offenders to justice?

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

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat[18] 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

---

[18] 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.

Figure 4: Proportion of outcomes assigned to offences recorded in Suffolk Constabulary, in the 12 months to 30 June 2016, by outcome type[19,20]

Outcome number	Outcome type / group	Suffolk Constabulary	England and Wales
1	**Charged/Summonsed**	**10.6**	**12.1**
4	**Taken into consideration**	**0.1**	**0.2**
	Out-of-court (formal)	**3.2**	**3.2**
2	Caution - youths	0.5	0.4
3	Caution - adults	2.2	2.3
6	Penalty Notices for Disorder	0.4	0.6
	Out-of-court (informal)	**6.7**	**3.6**
7	Cannabis/Khat warning	0.7	0.9
8	Community Resolution	6.0	2.8
*	**Prosecution prevented or not in the public interest**	**1.6**	**1.8**
	Evidential difficulties (victim supports police action)		
15	Suspect identified	7.4	8.3
	Evidential difficulties (victim does not support police action)	**10.7**	**13.8**
16	Suspect identified	8.4	10.6
14	Suspect not identified	2.3	3.2
18	**Investigation complete – no suspect identified**	**38.5**	**47.4**
20	**Action undertaken by another body / agency**	**3.2**	**0.6**
21	**Further investigation to support formal action not in the public interest**	**0.1**	**0.1**
	Total offences assigned an outcome	**81.9**	**91.3**
	Not yet assigned an outcome	**18.1**	**8.7**
	Total	**100.00**	**100.00**

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

---

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

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

Source: Home Office crime outcomes data
For further information about these data, please see annex A

In the 12 months to 30 June 2016, Suffolk Constabulary's use of 'action undertaken by another body / agency' was among the highest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Overall, the outcomes in Suffolk are broadly similar to those in England and Wales. However, the force has a slightly lower proportion of offences assigned a charge/summonsed outcome than England and Wales as a whole. The force attributes this to its high use of community resolutions,[21] leading to a higher proportion offences being assigned an out-of-court informal outcome.

The proportion of offences where the victim does not support police action is slightly lower than the proportion for England and Wales. This suggests that the force's investigative processes to support victims are working well.

Of concern is the high proportion of offences that have not been assigned an outcome, which is covered later within this report.

How effective is the force's initial investigative response?

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

Control room response

Suffolk Constabulary is good at providing an initial investigative response. In April 2016, it implemented a new way of organising itself and changed how it allocated resources and initially investigated crimes. When calls are received in the force control room, call takers use a structured approach to understand the needs of the

---

[21] A community resolution is an alternative to formal criminal prosecution. It is a way of dealing with less serious crimes, allowing officers to use their professional judgment when dealing with offenders. It can be used for offences such as low level public order, criminal damage, theft, and minor assaults. Community resolution will enable victims to have quick resolutions and closure to their crime; offenders will receive speedy justice.

caller and prioritise the force response. This approach is known as THRIVE.[22] Those in the control room are trained in how they apply the approach, and supervisors check and review the actions of call takers to ensure the correct action is taken, and provide additional support and training where required.

HMIC assessed a number of calls and, overall, the force applies THRIVE correctly and call takers assess calls thoroughly, accurately record information and evidence, and determine the appropriate response. However, we found that the rationale for THRIVE is not always recorded on the incident log and call handlers could do more to provide advice consistently on the preservation of evidence and offer crime prevention advice.

Calls for an immediate or prompt police response are managed through the force control room; calls that are suitable for resolution over the phone or a planned response are managed by the incident and crime management hub. Staff within this team are knowledgeable and highly committed, dealing with a high but manageable workload. They undertake additional quality assurance checks to identify vulnerable victims and can refer incidents back to the control room if it is felt that a more prompt response is required. Incidents being investigated or managed by this team are appropriate for a telephone or scheduled response.

The introduction of THRIVE has led to call takers spending longer on the telephone to assess the call accurately and decide on the most appropriate response. At the time of its introduction, the force had not increased sufficiently the number of call takers and this means that there are delays in the force's ability to answer non-emergency (101) calls from members of the public. The force is currently unable to state how many of these calls are abandoned by members of the public but it is now increasing the number of people working within the control room and is planning to improve telephony equipment in 2017. This means it will be more flexible and efficient in how it uses resources to answer calls from the public.

How well do response officers investigate?

The quality of response officers' initial investigation is good. The force uses an eight-point plan as a guide to ensure its workforce conduct effective investigations; this includes the availability of fingerprints or other forensic evidence, the safety of victims, tracing witnesses and identifying suspects. The police service refers to these priorities as the 'golden hour' principles; it is crucial to get the golden hour right immediately following a crime in order to ensure that all lines of enquiry can be followed up in the later stages of the investigation. It also provides an opportunity for the force to develop an effective relationship with the victims of crime, whose trust

---

[22] 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.

and confidence in the police is essential for effective investigations. All frontline officers have been trained in these principles and are aware of their significance.

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. Our file review found that in the vast majority of cases investigative opportunities were taken in a timely manner and we found evidence that supervisors routinely and effectively reviewed investigations and directed enquiries as appropriate.

There are occasions when cases have to be handed over from one investigator to another; it is important that this process ensures a smooth transition of responsibilities and that all necessary immediate action has been completed before this takes place. The eight-point investigation plan provides a structure to support this. In Suffolk, the incident management unit (IMU) is responsible for handovers, and procedures work well. In-depth evidential reviews are conducted by supervisors before investigations are handed over; this reduces the possibility of important lines of enquiry being overlooked. Our file review also found strong supervision of handovers and cases being assigned to correct investigators with the appropriate level of skills.

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

Suffolk Constabulary investigates crimes effectively and has made progress since HMIC's 2014 crime report and the 2015 effectiveness report in improving the quality of its investigations.

Our file review found that the force consistently conducts effective investigations across a range of crime types. Supervisors routinely provide clear direction and ensure lines of enquiry are pursued and actions completed.

The force consistently allocates crimes to those with the appropriate skills to investigate them. The process for the allocation of investigations is based on threat, risk, harm and complexity rather than crime type alone. The allocation of investigations in this way works well and there is effective involvement by supervisors. There are adequate arrangements in place to ensure that crimes can be re-allocated, for example, where it is felt that the investigation requires more specialist skills.

Investigation workloads varied significantly between different teams, with response officers investigating between four and eight crimes, neighbourhood support teams investigating approximately 20 crimes and CID officers investigating between 12 and 15 more serious offences. Those within the incident and crime management hub held a greater investigative workload of between 40 and 60 crimes each. We found that supervisors were aware of the workload of their teams and monitored it regularly to ensure that investigations progressed in a timely manner.

Effective supervision is being hampered by the large number of reported crimes that await a decision to close the investigation. The force has recently implemented a new crime-reporting platform which shows officers the crimes they are responsible for investigating. The incident management unit (IMU) is a joint unit with Norfolk Constabulary; one part of its remit is the final quality assurance and closure of investigations, but at the time of the inspection there were over 3,000 that were awaiting the unit's attention. A final endorsement that all lines of enquiry have been exhausted before an investigation is closed is an important supervisory function; the force is aware of this and is currently working to improve this position.

Managing the investigation while a decision is awaited creates unnecessary work for officers and staff. In the year to 30 June 2016, as indicated in figure 4, Suffolk had 18.1 percent of its offences reported for that year awaiting an outcome; this compares with 8.7 percent of offences for England and Wales as a whole.

Overall, staff are appropriately trained to enable them to investigate the crimes allocated to them effectively. However, there is inconsistency in the level of training provided to those working within the custody investigation unit (CIU). While some of those officers and staff had a plan to develop their skills, this did not apply to all within the unit. The force recognises the need to develop and maintain the highest level of investigative skills among its workforce and has a joint career pathway with Norfolk Constabulary for those aspiring to become detectives. This pathway includes an attachment to the CIU. However, the force should ensure that all those who are investigating offences have the necessary skills and experience to undertake the investigations allocated to them.

Support to investigations

Many investigations are becoming increasingly reliant on securing evidence from computers, mobile phones and tablets. Historically, police forces have found that forensic examination of these devices has been time-consuming and led to investigations being unnecessarily protracted. Suffolk Constabulary has invested in new technology to download evidence digitally and shares a high-tech crime unit with Norfolk Constabulary; this ensures that there is greater capacity available to manage these responsibilities. HMIC visited the unit and found it to be impressive; it has the ability to download data from several machines, and there were low numbers of devices awaiting examination. The ability to analyse devices quickly to secure evidence provides effective and timely support to investigations. The unit is managing demand effectively and, at the time of our inspection, there were 49 devices across Suffolk and Norfolk awaiting examination. This is low compared with the England and Wales rate.[23]

Each of the force's custody suites and policing areas is equipped with facilities which can download digital evidence. A mobile facility for digital recovery is also being piloted; this allows officers using legal powers to search premises to assess the evidential value of devices found without having to remove the items for examination. These developments are improving the standards of investigations and making them more efficient.

Supporting victims

Suffolk Constabulary is making progress in addressing the areas identified in HMIC's 2015 effectiveness (vulnerability) report to ensure that victims are kept at the centre of its investigations, but there is more to do to ensure that the force consistently complies with the obligations set out in the Code of Practice for Victims of Crime. There is a new victim strategy, additional training called 'Think Victim' is provided to officers, and supervisors and inspectors are required to check compliance with the code routinely. We found that officers have a sound appreciation of the code and were able to explain the different levels of the understandings they should have with victims on how they should be supported during the course of investigations.

The crime-reporting system generates automatic reminders for officers to make contact with victims during an investigation. In the investigations reviewed by HMIC, many of the victims had either opted out of the requirement to be kept up to date periodically with the progress of enquiries or were being contacted every 28 days, which is the system's default setting. HMIC considered that this may be because victims are not being made fully aware of the benefits of the code.

---

[23] The joint unit had 0.07 devices per 1,000 population awaiting examination compared with the England and Wales rate of 0.28 devices per 1,000 population.

We also found inconsistencies in offering victims the opportunity of making a victim personal statement;[24] these statements make courts aware of the psychological effect on victims of their experiences. This means that victims have the opportunity to explain how the crime has affected them, which strengthens their voice in the criminal justice system.

Of those who have been the victim of a crime in Suffolk in the 12 months to 30 June 2016, 83.3 percent were satisfied with their whole experience with the police. This is the same as the victim satisfaction rate for England and Wales over the same period. However, victim satisfaction in Suffolk had dropped to 84.8 percent for the 12 months to 30 June 2015, from 87.7 percent in 2014.

The force has identified this reduction and has undertaken research to understand the reasons why satisfaction with the overall experience of victims is falling. A new board has been established, chaired by a chief officer, to develop its understanding further and take appropriate action to improve the level of satisfaction expressed by victims.

The percentage of cases not investigated further because the victim did not support police action is important, as it indicates how well the force has supported victims and kept them engaged in the investigation process. Suffolk has a lower proportion of victims not supporting police action than other forces in England and Wales, which is positive.

---

[24] A written record of the impact of the crime on the victim, which the victim can choose to make at the same time as a witness statement, to explain in his or her own words the effect of the crime; may be read aloud at any court hearing and/or considered before sentencing.

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force[25,26]
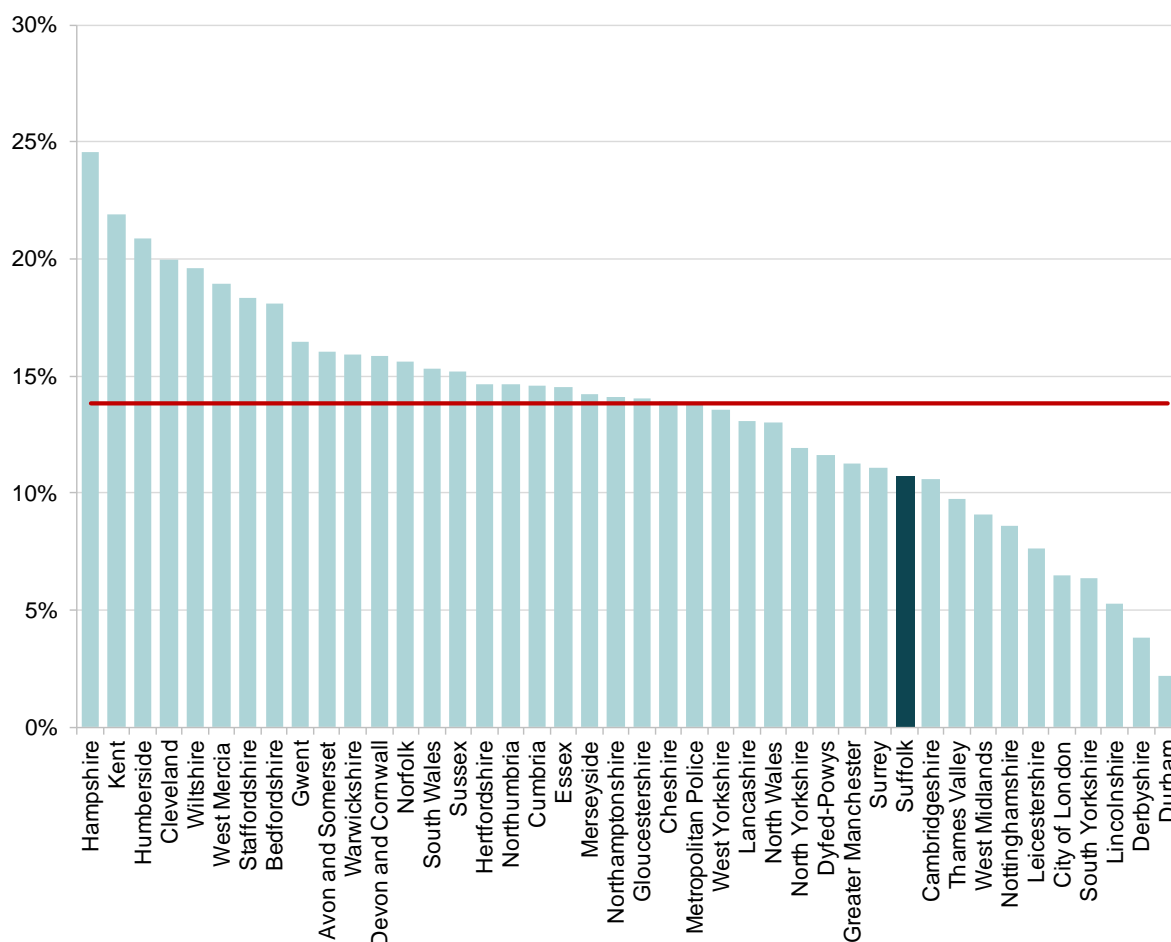
Source: Home Office crime outcomes data
For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Suffolk Constabulary recorded 10.7 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and, consequently, these figures are subject to change over time.

---

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

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

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?

Suffolk Constabulary pursues known suspects and makes efforts to identify foreign national offenders who may pose a risk to the public and there are robust operational procedures in place to ensure that wanted people are arrested promptly.

The force makes frequent use of the Association of Chief Police Officers Criminal Records Office (ACRO).[27] ACRO was founded in 2006 and facilitates the exchange of criminal records with European and other signatory nations. It is important that police forces make use of this facility when foreign nationals are arrested. If an individual's offending history in other countries is not known to police forces in England and Wales, it is difficult to make an accurate assessment of their likelihood of re-offending or the level of harm they might present to the public.

The force's use of ACRO is encouraging, but there are some inconsistencies. Statistics held by the force show that not all foreign nationals arrested over a 12-month period were checked against the database. This is because foreign nationals who are arrested on subsequent occasions are not always re-checked. HMIC has some reservations about this practice; low-cost air travel means that a foreign national could visit his or her home country frequently and could commit further offences during the course of these visits. To be certain that the force is aware of foreign nationals' full offending histories, HMIC believes that they should be subject to ACRO checks on every occasion that they are arrested.

The force has robust processes in place to arrest those offenders identified through forensic examination quickly, but HMIC detected some anomalies in the administration of this process. The force uses a tracker system to monitor the action taken from the moment that suspects are identified by fingerprints, DNA or other means. At the time of the inspection, the force submitted data showing that 303 forensic examinations resulting in a named suspect were awaiting action. The force has a 30-day time limit to progress forensic examination from the point of an identification being made to action being taken, supplemented by a mandated 10-day time limit for the arrest of suspects. HMIC saw evidence of the force working effectively to arrest suspects identified by forensics, during the force daily management meetings and during neighbourhood team briefings.

---

[27] 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.

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

Suffolk Constabulary is effective in protecting the public from the most harmful offenders.

In relation to the most prolific offenders who pose a risk to the public, the force recognises that a joint approach by all organisations involved in criminal justice is important. The force has long-established integrated offender management (IOM)[28] arrangements in place and works closely with other organisations with the common goal of rehabilitation and resettlement.

Suffolk has a joint IOM scheme with Norfolk Constabulary, called the 180 programme. In Suffolk, there are three IOM teams, based at Ipswich, Lowestoft and Bury St Edmunds. In Ipswich, the 180 team is co-located with the National Probation Service and the Community Rehabilitation Company. Staff work effectively with other agencies to discuss arrangements to manage individuals on the scheme. At the time of our inspection, there were 131 individuals on the IOM programme, a slight increase from the previous year.

In many of the IOM schemes that HMIC inspects in forces, the cohort of offenders mainly includes individuals who have committed acquisitive crimes: acquisitive crimes are offences which include property being stolen, for example burglary, robbery and shoplifting. In Suffolk, violent offenders are included in the cohort, but this does not extend to domestic abuse perpetrators, who are managed through a separate process known as Operation Comfort, although the force is discussing with partner organisations whether to expand the scheme to include this type of offender.

HMIC found the 180 teams to be dedicated, committed and enthusiastic. Offenders are selected for the programme following a discussion among all relevant organisations. Re-offending rates are carefully monitored by the force; for the 12 months to 30 June 2016, the re-offending rate for offenders managed by the 180 programme was 46 percent. This compares with a re-offending rate of 57 percent across England and Wales as a whole.

The force identifies and monitors those who pose the greatest risk to the community very well; it prepares thoroughly to manage the behaviour of dangerous offenders and sex offenders. Suffolk Constabulary works closely with other organisations within nationally recognised multi-agency arrangements known as MAPPAs.[29] This

---

[28] 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.

[29] 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.

ensures that the risks associated with each offender are thoroughly assessed, there is active management of each of them and effective use is made of legal powers to curb their offending behaviour. There are three teams across Suffolk, which manage sex offenders across the county, overseeing 718 registered sex offenders of whom three are very high risk and 107 high risk.[30]

Sexual harm prevention orders (SHPOs)[31] and sexual offences prevention orders (SOPOs)[32] are designed to protect the public from serious sexual harm by placing restrictions on offenders; these can include use of the internet, entry into employment that involves access to young people or having unsupervised contact with anyone under the age of 18. The force makes good use of this legislation; if offenders fail to comply with the conditions, this constitutes a criminal offence. The force issued 86 SHPOs in the 12 months to 30 June 2016. There were four breaches of SHPOs and 18 breaches of SOPOs. The force can demonstrate that, when an offender breaches an order, he or she is quickly arrested and taken back before the courts.

Suffolk Constabulary's MAPPA arrangements are well managed. They are used by the force and partner organisations to monitor those offenders assessed as presenting a high risk to the public and to stop them re-offending. Partner organisations within MAPPAs feel that the arrangements work well. Officers from the force's public protection unit who work with MAPPAs are skilled and accredited, and their workload is manageable. Knowledge of local sex offenders is good among frontline staff. Information is provided to frontline staff through the internal briefing system, and there is good evidence to show that local officers help manage offenders effectively.

---

[30] Figures correct at time of inspection but can vary as people move into or out of the county.

[31] Sexual Harm Prevention Orders (SHPOs) can be applied to anyone convicted or cautioned for a sexual or violent offence. They can place a range of restrictions on individuals depending on the nature of the case, such as limiting their internet use, preventing them from being alone with a child under 16, or preventing travel abroad.

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

Summary of findings

Good

Suffolk Constabulary is good at investigating crime and managing offenders. Those answering calls from the public in the force's control room are well trained and thorough in assessing calls for service.

Crime investigations are conducted to a high standard, and officers ensure evidence is collected and preserved effectively. The force identifies and monitors those who pose the greatest risk to the community very well and it prepares thoroughly to manage the behaviour of dangerous offenders and sex offenders. The force has an impressive high-tech crime unit with Norfolk Constabulary and has invested in new technology and training to ensure that evidence can be secured from smartphones and other devices to support prosecutions.

The introduction of a new crime-reporting system has presented some challenges in the management of crime, and there were many investigations that were awaiting closure at the time of our visit.

The force has made some progress in ensuring it complies with the obligations to victims set out in the Code of Practice for Victims of Crime, but needs to do more to ensure it applies the code consistently across the organisation. The force retains good levels of victim satisfaction but recognises that these have reduced over the last two years and has plans in place to address this.

Suffolk Constabulary is good at protecting the public from the most prolific, serious and dangerous offenders. Its integrated offender management scheme is well managed and fully supported by partner organisations.

Areas for improvement

- The force should reduce the backlog of crimes awaiting closure in the incident management unit.

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

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?

Suffolk Constabulary has made good progress since HMIC's 2015 effectiveness (vulnerability) report. In that report, we judged Suffolk Constabulary as good at keeping people safe and reducing crime but identified some important areas needing improvement to ensure that the force protected those who were vulnerable and supported victims.

In response to our findings, the force has:

- improved its investigation of cases involving vulnerable victims and increased the number of specialists in the child protection and rape investigation teams to ensure workloads are more manageable and are properly supervised to ensure timely and effective investigations;

- improved its response to missing children by providing clarity to frontline officers and supervisors on their roles and responsibilities and introduced a missing person co-ordinator to oversee and quality assure the assessment of risk and safeguarding action; and

- planned the introduction of body-worn video for frontline officers in 2017 to improve the initial investigation of cases involving vulnerable victims by providing evidence of injuries and crime scenes.

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

Suffolk Constabulary is good at identifying those who are vulnerable and assessing their level of risk and need. The force deploys its resources appropriately to incidents that involve people who are vulnerable, and its grading policy for incidents is directly linked to the assessment of vulnerability conducted by staff in the force control room. There are good quality assurance processes in place to ensure that the assessment of risk and the force's response is appropriate.

The force has developed 'problem profiles' of the main areas of risk, including a pictorial assessment of the prevalence of child sexual exploitation in the county. A problem profile is developed using intelligence and information to understand a particular crime type or emerging issue better. Bringing together data and intelligence in a profile can help a force to identify victims, reveal gaps in knowledge and recognise opportunities to prevent crime and reassure the public. There is some evidence of data from other organisations being included in the force's profiles – for example, hospital admissions relating to drug abuse and information from other services regarding child sexual exploitation – but this should be developed still further. An assessment of these important areas could be considerably enhanced with better use of data from a wide range of partner organisations.

In addition to the careful questioning by call takers, the force has technological solutions to identify historical information relating to the caller, the venue they are calling from and the type of service they have previously required. This ensures that their needs are more readily understood by call takers, and that the service provided is in line with their immediate circumstances. The force makes use of flags and warning markers, which alert staff to individuals or addresses which are of specific interest.

Suffolk Constabulary has adopted some innovative approaches to learning from national incidents to test and improve its response to vulnerable victims. In light of the murder of Breck Bendar[33] in 2014, the force conducts a series of 'mystery calls' to the force control room to assess whether the call taker accurately assesses the risk posed. The learning from this is currently being assessed by the force to ensure its future response is effective at safeguarding children online.

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-

---

[33] Breck Bednar was a 14-year-old boy, from Caterham, Surrey, who loved technology and online gaming. He was groomed via the internet and murdered on 17 February 2014 by someone he met online. The Breck Foundation was formed to raise awareness of playing safely while using the internet.

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,[34] and the remainder use their own definition.

Suffolk Constabulary uses the government's Code of Practice for Victims of Crime definition of a vulnerable victim, which is:

> 'You are eligible for enhanced entitlements under this Code as a vulnerable victim if:
>
> (a) You are under 18 years of age at the time of the offence, or
>
> (b) 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.'

In Suffolk Constabulary, the workforce across the organisation consistently demonstrated a good understanding of vulnerability.

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 5.9 percent of all recorded crime in Suffolk was identified as having a vulnerable victim, which is below the England and Wales figure of 14.3 percent.

---

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

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016[35]
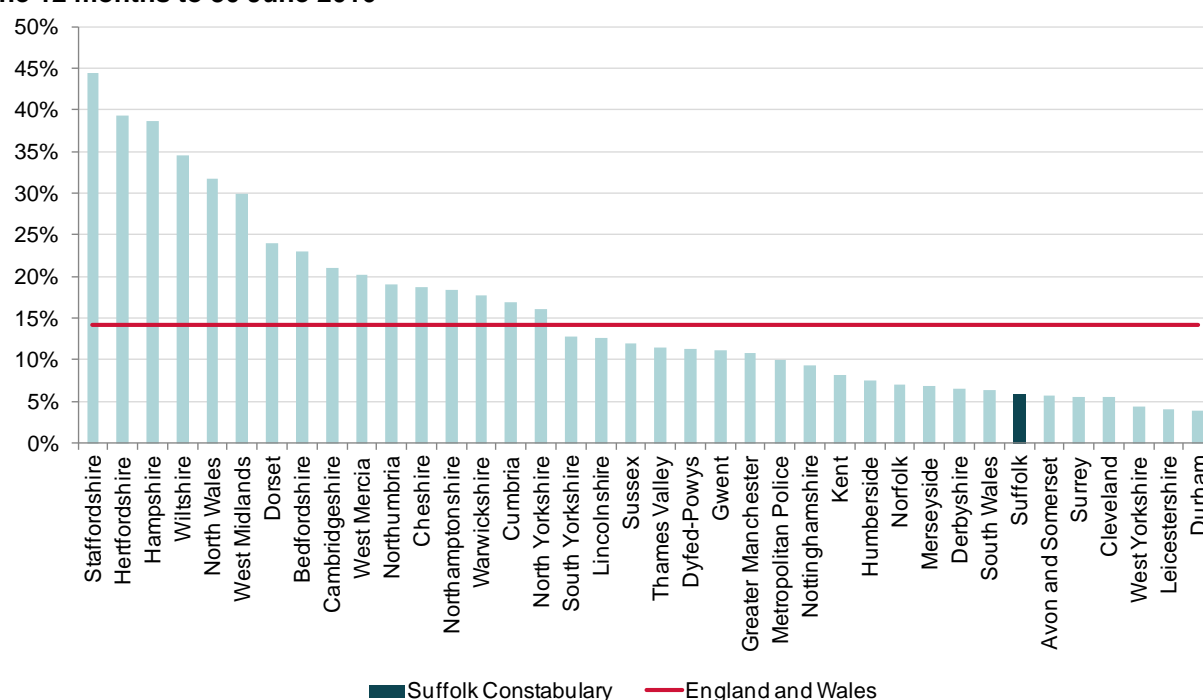
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

HMIC found that the officers and staff we spoke to had a good understanding of what makes a person vulnerable and the action they need to take to keep them safe. Our review of crime investigations found that victims were identified correctly and appropriate action taken to keep them safe. We found the investigations we reviewed to be effective, with clear lines of enquiry and active involvement by supervisors. The force recognises that it is failing to record vulnerability correctly on its force computer systems, hence only 5.9 percent of recorded crimes being flagged to identify a vulnerable victim in the 12 months to 30 June 2016. It is recognised that there is a need to take action to address this. In the 12 months to 30 June 2016, 2.8 percent of command and control incidents in Suffolk were flagged to identify mental health issues. This is in line with the 2.4 percent for England and Wales as a whole. The force responds well to people suffering mental health issues. It uses mental health practitioners on patrol alongside officers and has expanded its response to include mental health practitioners who work alongside call takers in the force control room. This ensures that people with mental health issues are identified quickly and receive the appropriate level of support.

Since April 2016, the force has changed the way it responds to non-urgent calls for assistance. These are now dealt with through the incident and crime management

---

[35] 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.

hub and some incidents managed by this unit are dealt with using a planned appointment system with the victim or witness. Incidents involving vulnerable victims are dealt with in a timely and appropriate manner. Reassuringly, we found that victims of domestic abuse were consistently visited by an officer to ensure injuries and an accurate assessment of risk were recorded.

Suffolk Constabulary continues to train and use its workforce to identify vulnerability across a range of issues and has recently introduced the role of 'champions' as part of its new policing model. These champions are located in local policing areas and cover issues such as mental health, domestic abuse, young people and people who are frequently missing or absent from home. The intention is that they will provide a point of contact for frontline officers to seek advice and guidance on these issues and help share good practice across the organisation. The force has also delivered additional training to its workforce on mental health awareness through the College of Policing's online training package, and trained over 800 of its workforce on domestic abuse.

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?

Suffolk Constabulary is good at assessing risk correctly and keeping victims safe. Frontline officers and staff who attend incidents and reports of crime have a good understanding of what makes people vulnerable and the action they need to take to protect them.

The force has established processes to ensure that officers' response to vulnerable victims is appropriate and reflects their needs; these include conducting risk assessments and identifying measures to keep them safe. The force works with a variety of different organisations in order to protect and support those who are vulnerable.

The force has improved how it responds to missing children. Frontline officers understand the link between missing children and the risks of child sexual

exploitation and human trafficking. The missing person co-ordinator works closely with partner organisations to safeguard missing children. A monthly meeting is held with a wide range of partner organisations including health, education, the youth offending team, safeguarding teams, outreach services and Ofsted. This meeting is used to discuss the top ten highest-risk children who are or frequently go missing and to develop joint plans to provide effective safeguarding measures to protect them. There are good examples where support has been provided to ensure a more stable home life and reduce instances of the child going missing.

Frontline staff follow a clear process when assessing risk and addressing the nature of a victim's vulnerability. For domestic abuse incidents, staff identify safeguarding measures using a risk assessment tool called a domestic abuse, stalking and harassment (DASH)[36] form. Officers complete a form at all domestic abuse incidents: 15,425 domestic abuse risk assessment forms were completed in the 12 months to 30 June 2016.

The assessment of risk is completed promptly and in the presence of the victim to allow officers and staff to assess the demeanour and welfare of the victim as well as record any injuries accurately. This is of particular importance where victims of domestic abuse are subject to coercion or control by the perpetrator.

The force has limited access to body-worn video cameras to take digital images at the scenes of crime. Irrefutable evidence of the extent to which vulnerable victims have been subjected to violence is an efficient means of ensuring the courts are fully aware of the seriousness of the offence. This evidence can also assist prosecutors secure convictions if victims are reluctant to testify. Such cameras are currently only available to a small number of officers; the force has announced its intention to introduce more devices during 2017/18. This will enhance officers' ability to record evidence, particularly at domestic abuse incidents, as this type of evidence is proving highly effective in bringing about better outcomes for victims.

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 Suffolk increased by 8 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 9 percent of all police-recorded crime in Suffolk, compared with 11 percent of all police-recorded crime across England and Wales.

---

[36] DASH (domestic abuse, stalking and harassment) is a risk identification, assessment and management model. 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.

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 Suffolk Constabulary, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 64 arrests made in the same period. This is above the England and Wales rate of 51 arrests per 100 domestic abuse offences. However, this has fallen from 73 arrests per 100 domestic abuse offences recorded in the 12 months to 31 March 2015.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016[37]
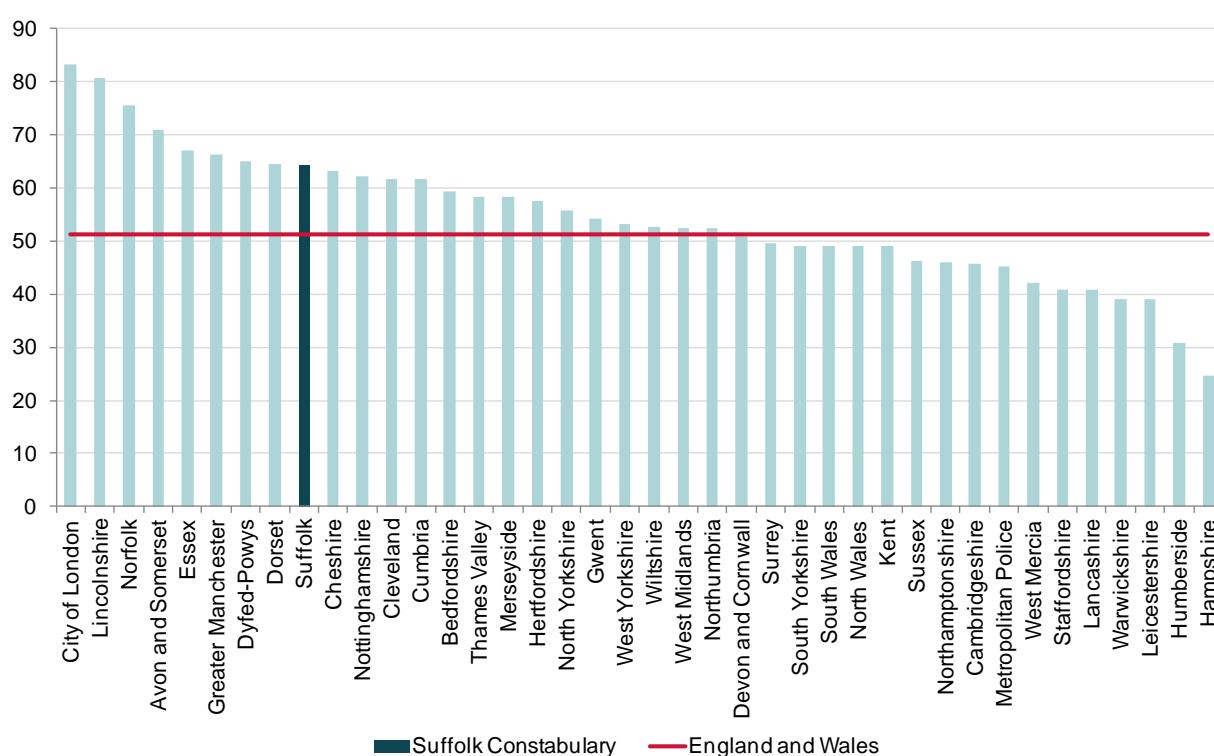
Source: HMIC data return, Home Office data
For further information about this data, please see annex A

In Suffolk, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 22 charges made in the same period.[38] This is in line

---

[37] The arrest rate is calculated using a common time period for arrests and offences. However, it should be noted 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.

[38] The charge rate is calculated using a common time period for charges and offences. However, it should be noted that each charge is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation.

with the England and Wales rate of 23 charges for every 100 domestic abuse related offences. However, this does represent a decrease in the rate of charges in Suffolk, from 33 arrests for every 100 domestic abuse related offences in the 12 months to 31 March 2015.

Overall, we found the force is effective in the action it takes to safeguard victims of domestic abuse and bring perpetrators to justice. However, the force needs to understand why the arrest and charge rates for domestic abuse are lower than last year.

Frontline staff have a good understanding of the importance of dealing with domestic abuse incidents correctly and are aware of high-risk domestic abuse victims within their local area. Each local policing area maintains a harm register which contains details of domestic abuse victims and associated safeguarding plans, which means that local officers play an active role in supporting vulnerable victims.

Overall, frontline staff have a good understanding of the need to carry out safeguarding actions immediately for victims of domestic abuse and they are trained on the options available and know where to go for further advice. Safeguarding plans include the use of panic alarms and closed circuit cameras to protect the victim at home. Mental health professionals ensure that those suffering from mental illness are dealt with by the most appropriate agency that can develop care plans to protect them and others from harm. The introduction of the missing person co-ordinator has improved how the force works with other partner organisations to identify and support children who regularly go missing and provides a single point of contact for support and advice across the organisation.

The force recognises the complexity of dealing with allegations of so-called honour-based abuse, human trafficking and child sexual exploitation and has created a human trafficking and exploitation team to provide specialist support to victims, improve the quality of complex investigations and provide advice to others in the organisation.

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).

Suffolk Constabulary is good at investigating offences involving vulnerable victims and working with external partner organisations to keep victims safe. The force continues to increase resources in areas involving vulnerable victims and has recently secured funding for an additional 25 detectives for its public protection unit, which covers the human trafficking, rape investigation and child abuse investigation teams.

Prior to and during our fieldwork, we reviewed a number of investigations involving a vulnerable victim. Overall, vulnerability is identified correctly and the majority of investigations are effective and supervised well.

In HMIC's 2015 effectiveness (vulnerability) report, we identified that workloads within the specialist child protection and rape investigation teams were high, which affected the timeliness and effectiveness of the investigations. The force quickly addressed this issue and increased the number of people within these teams. In this inspection, we checked this issue and found that caseloads are manageable, investigations are well structured and there is good supervision. Overall, the rape investigation and the child abuse investigation teams provide a high-quality investigation for victims, and safeguarding measures are effective.

Oversight of rape and other serious sexual offence investigations is effective and the rape scrutiny panel involves both police and staff from other organisations to provide valuable oversight of the quality of rape investigations. Every four months, the panel scrutinises a random selection of rape investigations where a decision has been made not to prosecute. This is used to identify learning and enhance the quality of investigation of rape offences. The force also has groups in relation to serious sexual offences and uses peer reviews from other forces to improve the service it provides. Learning from this approach has been used in the publication of an investigation management guide for those investigating offences against vulnerable victims.

Suffolk Constabulary needs to do more to ensure that it investigates incidents of stalking and harassment effectively. The force has a joint interim stalking and harassment policy with Norfolk Constabulary that closely follows national guidance; however, it could be more explicit about the need to engage with victims and seek their views. Local arrangements for the issuing and recording of police information notices (PINs) are in place. PINs are notices issued to individuals advising them that their behaviour constitutes stalking or harassment and that, should they refuse to desist, they are liable to prosecution.

The force has an officer who is the single point of contact for stalking and harassment cases. We found that the officer clearly understands stalking and harassment as an issue and promotes awareness among the workforce. The force is developing an application to the police and crime commissioner to secure funding to train the independent domestic violence advocates (IDVAs) to support victims of such incidents.

We reviewed a small number of stalking and harassment cases where a PIN had been issued and judged that more could be done to ensure that they had been issued appropriately. Overall, our review of stalking and harassment case files found that the investigations in these cases were less effective than for other offences.

All medium and high-risk DASH forms are subject to secondary assessment by specialist staff within the multi-agency safeguarding hub (MASH),[39] while standard risk is managed locally and overseen by supervisors. Victims considered to be at high risk are allocated an IDVA to provide specialist support. The police and crime commissioner has responded to the high demand on the IDVA service and increased the number of IDVAs from eight to 11 across the county. IDVAs work in the same building and have access to the same computer system as the domestic abuse team to ensure information is shared quickly to support victims of domestic abuse better.

The force is conducting a pilot with Norfolk Constabulary to reduce the number of DASH forms being completed; it no longer requires them to be completed for domestic abuse incidents that do not involve intimate partners, such as those that involve parents and children. The force needs to reassure itself that vulnerable victims are being appropriately identified and necessary safeguarding measures are taken.

HMIC examined the force's use of legal powers to protect victims. In the 12 months to 30 June 2016, the force applied for 20 domestic violence prevention notices (DVPNs),[40] of which 17 were authorised by a superintendent. In the same 12-month period, the force applied to a court for 17 domestic violence prevention orders (DVPOs),[41] of which 16 were granted. This is a reduction of nine DVPOs granted from the previous year.

---

[39] 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.

[40] 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.

[41] 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

The current use of DVPOs and DVPNs is low when compared with many other forces in England and Wales, and has reduced since HMIC's 2015 effectiveness (vulnerability) report. The existing force policy on domestic abuse does not include the use of these preventative tactics and is currently being updated. This needs to be completed quickly to ensure that victims of domestic abuse are afforded the protection of these powers.

The workforce is aware of DVPOs and DVPNs as a tactic to protect victims. However, it considers them to be often time-consuming and overly burdensome to complete, with few consequences for breaching them. The force needs to ensure that it is making appropriate use of these powers to protect victims of domestic abuse.

Suffolk Constabulary also uses the domestic violence disclosure scheme (Clare's Law).[42] In the 12 months to 30 June 2016, the force used the 'right to ask' if a partner has a violent past 52 times and the 'right to know' 197 times. Clare's Law applications are received and reviewed by the MASH, where they are considered and a decision made to disclose or not. The decision period in right-to-know cases, which generally follow a domestic abuse incident, should be short, especially as often it forms part of the safeguarding plan for the victim. We reviewed a number of right-to-know cases and found the disclosure took place on average three weeks from the initial request. At present, disclosure decisions are made in the MASH, with limited involvement of other organisations. The force plans to move responsibility for the decision to the monthly multi-agency risk assessment conference (MARAC)[43] as set out in national guidance, but is concerned that this will cause unacceptable delays and hence risk, given the current increase in MARAC referrals.

The force contributes effectively to multi-agency work with partner agencies to safeguard vulnerable victims. The county has a single MASH in Ipswich at which all the appropriate partner organisations are represented. The MASH is used as a central referral hub to assess vulnerability across a wide range of areas such as: missing persons, domestic abuse, child sexual exploitation, child abuse, adult abuse, so-called honour-based violence, and female genital mutilation. All new referrals,

---

victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

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

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

including medium and standard-risk domestic abuse cases, are considered at a daily morning meeting by the partner organisations and police. The initial response to individual cases is discussed at the meeting and actions set in train to safeguard the victim. For cases that come in during the day, the MASH is able to facilitate a quick review, aided by the relevant organisations being located within the same building, enabling the quick exchange of information to support effective decision making.

The force chairs the county MARAC, which is held weekly. In the 12 months to 31 March 2016, there were 1,498 MARAC referrals across the county. This represents a 21 percent increase in referrals when compared with the previous year. Although the force is unable to explain the increase in referrals fully, it suggests an increase in awareness among its own workforce and that of other organisations. The MARAC co-ordinator is confident that the current meeting structure is able to manage the increase in demand and is operating within the current national guidelines.

The force recently completed a county-wide review of how the police and partner organisations manage domestic abuse across the county. Together with partner organisations, the force is developing the concept of 'one front door', making reporting of domestic abuse easier, with all referrals co-ordinated by the MASH. Assistance has been sought from SafeLives,[44] with Suffolk being one of a small number of pilot areas to develop this approach.

The force provides specialist support to the victims of sexual abuse. The county has a single sexual assault referral centre (SARC) near Ipswich; there are currently three full-time independent sexual violence advisers (ISVAs) to work with and support victims, and the force has recently secured funding from NHS England to provide an additional five ISVA support workers. The force regularly seeks feedback from victims using the SARC and ISVA service. Victim surveys are routinely conducted and responses reviewed by the manager of the SARC facility to drive forward improvements.

Victims of domestic abuse

Suffolk Constabulary's response to domestic abuse is effective and its support to victims of high, medium and standard-risk domestic abuse is good. Positive action is taken at the scenes of domestic abuse, which contributes to the force's high arrest rate for domestic abuse perpetrators, but it needs to understand why the number of people arrested has fallen since last year.

The risk for victims of domestic abuse is assessed using the DASH form, which is completed in the presence of the victim. The force needs to ensure that the pilot it is currently running to reduce the number of DASH forms completed does not inadvertently mask risk to individuals.

---

[44] SafeLives is a charity working to end domestic abuse and support victims. It works with the police and other agencies to provide guidance and support to improve services.

The importance of dealing with domestic abuse correctly is recognised throughout the organisation, with appropriate quality assurance processes in place to ensure that the investigation of offences and the safeguarding of victims is effective.

There is structured joint working with other organisations, leading to better outcomes for victims. The MASH is working well and offers a highly professional service to victims. The force continues to look at how it can develop the service the police and partner organisations provide to victims and has recently agreed to take part in the 'one front door' pilot, making it easier for victims of domestic abuse to report incidents and obtain support. This pilot is due to commence in March 2017.

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.[45]

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

---

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

Figure 8: Rate of outcomes recorded in the 12 months to 30 June 2016 for domestic-related offences in Suffolk Constabulary[46]

Outcome type / group	Suffolk Constabulary	England and Wales
Charged / Summonsed	21.7	23.2
Caution – adults	7.1	5.6
Caution – youths	0.4	0.3
Community resolution	2.5	1.4
Evidential difficulties prevent further action; victim supports police action	22.2	24.1
Evidential difficulties prevent further action; victim does not support police action	38.5	35.4

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

In the 12 months to 30 June 2016, Suffolk Constabulary's use of outcomes for domestic abuse flagged offences was in line with those in England and Wales as a whole; however, those cases where there are evidential difficulties and the victim does not support police action are slightly higher than the England and Wales rate. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

The force continues to look at how it can improve the service it provides to victims of domestic abuse and those who have suffered serious sexual assault. The force and police and crime commissioner (PCC) have commissioned research to understand better why such victims do not support police action and have introduced a pilot scheme in a local GP surgery where IDVAs work with other care providers to improve how victims are supported.

HMIC's 2015 effectiveness (vulnerability) report commented on the need for the force to improve its initial investigation of cases involving vulnerable victims by ensuring that responding officers have access to photographic and/or video recording equipment to take evidence of injuries and scenes, and the force plans to provide officers with body-worn video in 2017. This will enable the force to secure evidence of domestic abuse in those instances where the victim declines to support police action.

---

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

Summary of findings

Good

Suffolk Constabulary has made good progress since HMIC's 2015 effectiveness (vulnerability) report. It is good at protecting those who are vulnerable from harm, and supporting victims. Officers and staff in the control room are effective at identifying risk and they deploy resources appropriately to incidents that involve people who are vulnerable.

The force responds well to the immediate and longer-term needs of vulnerable victims and it works with a variety of different organisations in order to protect those who are vulnerable.

Staff across the organisation have a good understanding of vulnerability and what they need to do to protect vulnerable people. The force is effective at investigating offences involving vulnerable victims; however, its use of powers including Domestic Violence Protection Notices (DVPNs) and Domestic Violence Protection Orders (DVPOs) could be increased and improved on.

The force's support to victims of high, medium and standard-risk domestic abuse is good, with positive action at the scene, structured joint agency safeguarding and good outcomes for victims. Both the arrest rate and subsequent charge/summons rate for domestic abuse incidents have reduced since last year, however, and the force needs to understand the reason for this and take appropriate action.

Areas for improvement

- The force should review its current use of preventative legislation, particularly DVPOs and DVPNs, to ensure it is making effective use of these powers to safeguard victims of domestic abuse.

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

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

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

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

Suffolk and Norfolk constabularies work together under the leadership of an assistant chief constable to provide an effective joint response to serious and organised crime.

HMIC advised the force in 2015 to make better use of data held by partner organisations to enhance its serious and organised crime local profile; the force was also asked to develop a joint board with other organisations to address organised crime.

Some progress has been made in relation to these comments. For example, health service data on hospitalisations caused by drugs misuse have been included in the profile. Also, good assessments exist in relation to child sexual exploitation, human trafficking and drugs misuse. This progress is encouraging, but the profile is now overdue for review, which the force plans to complete in January 2017.

There is now a local joint structure in place with responsibility for tackling serious and organised crime. This board has good representation from the local authorities, the construction industry, the fire service, HM Prisons and a victims-based charity that supports non-English speakers.

The force is making an increased use of the Government Agency Information Network (GAIN).[47] The GAIN network facilitates the sharing of information for the purpose of law enforcement; participating organisations include HM Revenue & Customs, the Department for Work and Pensions, and Action Fraud. An officer is present from GAIN at the monthly organised crime group (OCG) management meetings, which is a positive step forward and gives the force access to the intelligence and enforcement powers of partner organisations.

During our fieldwork, we spoke to several frontline officers who knew of individuals and OCGs operating in their area. This is a significant improvement from HMIC's 2014 crime inspection, where we found limited involvement among frontline staff. Officers are able to put intelligence on OCGs and individuals onto the force systems, which means that it is more likely that a full picture of the activities of these groups is known to the force.

The force has identified senior officers within local teams to act as lead responsible officers (LROs), who are responsible for developing intelligence on OCGs operating in their areas and supporting activity to disrupt them, briefing and involving local staff where appropriate. We found that these officers had a sound understanding of their role and how they contributed to disrupting serious and organised crime within their area. It is evident that the force has acted positively on our findings in HMIC's 2015 effectiveness report and has made good progress in developing a proportionate response to the threat posed by serious and organised crime.

The force is taking steps to better understand new and emerging threats such as human trafficking and cyber-crime.It has established a cyber unit and completed an initial assessment of this area. Analysts are working alongside advisers on cyber-crime and human trafficking to develop plans to disrupt the activity of OCGs. These plans are based on the nationally-recognised operating model of the 4Ps[48] approach set out in the Home Office serious and organised crime strategy.[49] Our review of the force's use of the 4Ps model revealed that the force mostly focused on the pursue and prevent elements, but we did find evidence of the prepare and protect elements

---

[47] 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.

[48] 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.

[49] *Serious and Organised Crime Strategy*, HM Government, October 2013, Cmnd 8715. Available at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/248645/Serious_and_Organised_Crime_Strategy.pdf

in a number of operations, including operations against OCGs involved in modern-day slavery, human trafficking, indecent images and drugs.

The force is also represented on the modern slavery[50] co-ordination group at the Eastern Region Special Operations Unit (ERSOU).

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it undertakes a nationally standardised 'mapping' procedure. This involves entering the details of the group's known and suspected activity, associates and capability into a software program which assigns a numerical score to each OCG. This places them into one of several bands which reflect the range of severity of harm the group can cause. Suffolk Constabulary maps OCGs thoroughly in accordance with national guidance. All OCGs are mapped at a monthly joint force intelligence meeting, but in line with HMIC recommendations, agreement is being sought to move the OCG mapping capability to ERSOU to improve quality and consistency across the region.

As at 1 July 2016, Suffolk Constabulary was actively disrupting, investigating or monitoring 28 organised crime groups (OCGs) per one million of the population. This compares with 46 OCGs per one million of the population across England and Wales, but HMIC found that the force understands and is responding to the threat posed by OCGs within the county and that its procedures for mapping OCGs are thorough and conform to national best practice.

---

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

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016[51]
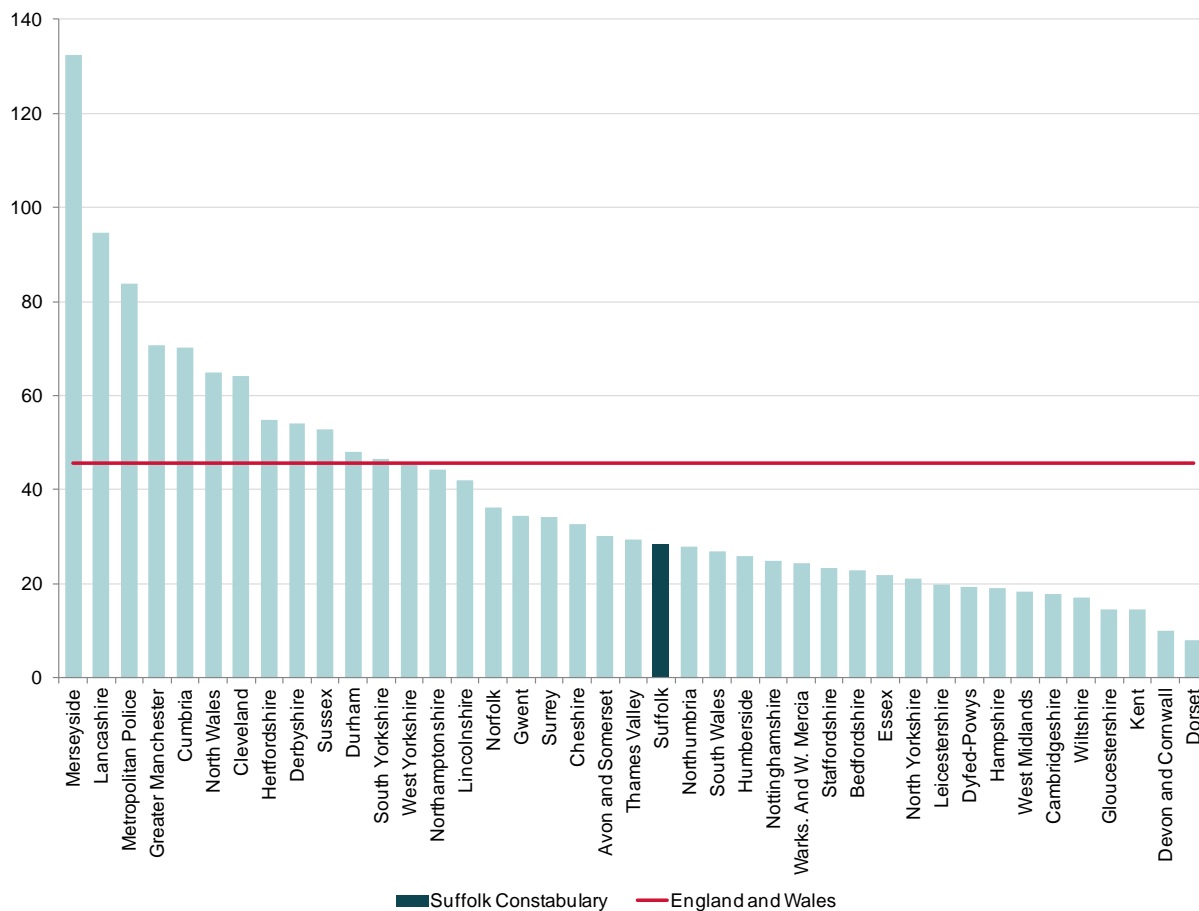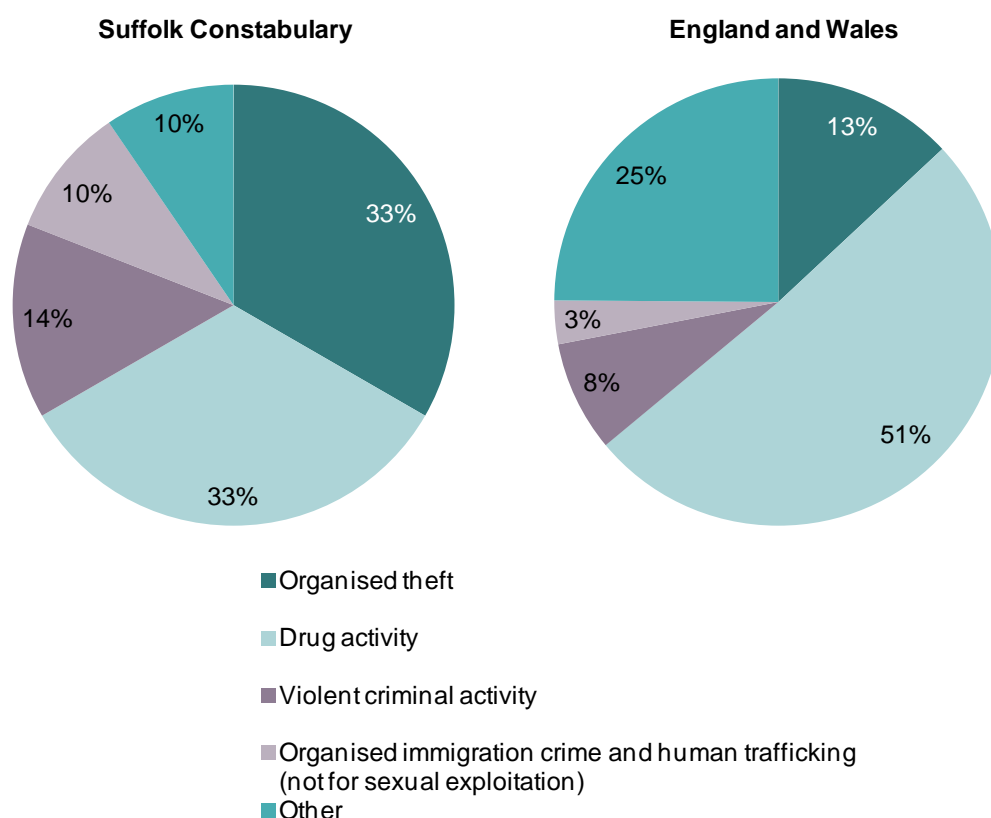

Source: HMIC data return
For further information about these data, please see annex A

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

---

[51] 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 10: Active organised crime groups by predominant crime type in Suffolk, as at 1 July 2016

Suffolk Constabulary

England and Wales

- Organised theft
- Drug activity
- Violent criminal activity
- Organised immigration crime and human trafficking (not for sexual exploitation)
- Other

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

Since July 2016, the force has expanded its approach to identifying and tackling OCGs to focus on emerging crime types such as human trafficking and sexual exploitation, demonstrating a greater understanding of the effect of these types of crime.

The force records and assesses the threat from urban street gangs through the monthly OCG meeting process. Where an urban street gang is identified, it is scored and managed in a similar way to OCGs. At the time of our inspection, Suffolk Constabulary had no recorded urban street gangs, although their prevalence is prone to fluctuate. The force also works intensively to research criminals that exploit 'county lines';[52] these are offenders who operate in areas away from their home address on the premise that they are less likely to be identified and pursued by the local police.

---

[52] County lines or 'going country' means groups or gangs using young people or vulnerable adults to carry and sell drugs from borough to borough, and across county boundaries. It is a tactic used by groups or gangs to facilitate the selling of drugs in an area outside the area they live in, reducing their risk of detection. This issue is affecting all London boroughs and its effect can be seen in the Home Counties and many other towns and cities.

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.

Suffolk Constabulary has a strong and effective response to serious and organised crime. Every month it reviews OCGs, supported by analytical reports that score the OCGs against national criteria to assess the risk and harm they could cause to communities. On a monthly basis, the force meets to consider where it needs to allocate resources, both officers and equipment, in order to tackle OCG criminality. In local policing areas, OCGs are managed by lead responsible officers (LROs) who oversee and direct local activity throughout their active lifespan as part of a 4Ps approach. LROs in Suffolk are capable and have a good understanding of their responsibilities.

The force regularly disrupts and investigates serious and organised crime in collaboration with a range of partner organisations. The local organised crime joint board is the strategic forum and it has the remit of deepening a joint understanding of OCG activity and promoting joint action to disrupt the harm that OCGs cause in Suffolk.

We found examples of the force working effectively to disrupt OCGs, including Operation Numerate which involved the identification, arrest, conviction and subsequent imprisonment of three individuals responsible for a total of 51 burglaries across Suffolk, Norfolk and Cambridgeshire, and Operation Putt which involved a Romanian organised crime group exploiting women sex workers, and led to the conviction of two males.

Specialist support to disrupt OCGs can be readily obtained, either by formal request to the OCG management meeting or, if required quickly, by a case being made at the force's morning daily management meeting. The force retains a level of specialist capacity; for example, each OCG is allocated a digital media investigator, and the force has a joint surveillance capability with Norfolk Constabulary. The force has good links with ERSOU, which provides a range of additional capabilities such as intelligence development and other covert policing tactics. This regional team can enhance the force's capabilities and help it produce a more accurate and detailed picture of serious and organised criminality.

Suffolk Constabulary works closely with the National Crime Agency (NCA); the force has a strong focus to develop intelligence on OCGs involved in human trafficking and refers an increasing number of cases to the NCA for enforcement action. The

force also has strong links with ERSOU's prison liaison function; this is an important function, as the behaviour of prisoners and the associations they develop while serving sentences are valuable in determining the likelihood of them re-offending on release. HMIC has some concern that the force itself is making some of these enquiries, which appears to be an overlap with ERSOU's role and a duplication of effort.

In 2015, HMIC made recommendations that a number of forces develop action plans to maximise joint working with regional organised crime units (ROCUs). The force has not produced a specific plan but stated that it is addressing HMIC's comments in a wider change programme. HMIC's considers that this will not be sufficient to address our recommendations comprehensively.

The force uses the national framework to assess the success of its efforts to disrupt OCGs; activity is considered against the national scale, which measures disruption in terms of major, moderate, minor, none and negative on a monthly basis. Of the five disruptions from 1 January 2016 to 30 June 2016, one was assessed as major, three as moderate and one as minor.

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.

Suffolk Constabulary is good at preventing serious and organised crime but could do more to prevent young people from becoming involved in organised criminality and to protect people from serious and organised crime, by giving these two important areas the same focus as pursuing criminals.

Suffolk Constabulary works closely with communities to help prevent young people from being drawn into gangs or organised criminality. Youth programmes are prevalent and include outreach work, the Prince's Trust and assigning its cadet force to work with young people who are likely to be disenfranchised. The force also engages actively with Suffolk Family Focus, the brand name for the government's troubled families' programme[53] in Suffolk. This programme provides support for children in households where criminal lifestyles are common.

---

[53] A programme of targeted intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify

The force works well with a variety of media and communication channels to promote successful investigations of OCGs. These include local TV, radio and social media broadcasts to make local residents aware of the tough stance the constabulary takes on criminality.

Preventative legislation is used by the force to curb the offending of prominent OCG members. Serious crime prevention orders (SCPOs)[54] enable the police to impose conditions on an individual's financial, property or business dealings and prohibit their contact with criminal associates.

Prison intelligence officers, managed by ERSOU, ensure that all prisoners linked to organised crime within prisons are tracked through the prison system and that the force is notified at least four weeks before their release. The prison intelligence officers conduct exit interviews with these prisoners and pass this information on to the force. However, the force could do more to involve the relevant lead responsible officer (LRO) in this notification, to help them develop action plans for released prisoners.

The release of prisoners features prominently in how the force manages OCGs; however, there is little evidence of engagement with other organisations to develop a 'lifetime' approach to offender management. This means that opportunities to divert individuals away from further offending are being missed.

Summary of findings

Good

Suffolk and Norfolk constabularies work together under the leadership of an assistant chief constable in providing a proportionate and effective response to tackle serious and organised crime.

A recently formed local organised crime joint board provides a focus for this task and brings a range of organisations together to disrupt organised crime. The force plans

---

'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

[54] 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. SCPO fact sheet available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/415969/Fact_sheet_-_SCPOs_-_Act.pdf

to refresh its serious and organised crime local profile in conjunction with partner organisations in January 2017.

The force actively manages criminals by imposing conditions on their financial, property and business dealings, and local policing teams have a good knowledge of organised crime within their communities.

The force is taking steps to understand newer and emerging threats such as human trafficking and cyber-crime better and maps OCGs thoroughly in accordance with national guidance. Specialist support to disrupt serious and organised crime can be quickly accessed and there are good links with the regional organised crime unit (ROCU). The force needs to ensure it minimises duplication with those services provided at regional level.

The force could do more to work with communities to help prevent young people from being drawn into gangs or organised criminality and to enhance its approach to the lifetime management of organised criminals.

Areas for improvement

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

- The force should enhance its approach to the lifetime management of criminals to limit their offending.

How effective are the force's specialist capabilities?

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

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

The *Strategic Policing Requirement* (SPR)[55] 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.

Suffolk Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. An assistant chief constable is responsible for this responsibility, which provides a firm level of oversight.

The force's assessment of SPR threats and its plans to respond to them are detailed and cover a wide range of areas including investigative capabilities, logistics and joint working with other organisations. HMIC found evidence that the force takes part in regular exercises to test its operational capabilities in relation to these threats. These include joint mobilisation with Norfolk Constabulary to Sizewell B, a major exercise in a shopping centre in Norwich and testing the response to a cyber attack on the force's ICT infrastructure.

The force also routinely assesses its ability to gather and mobilise large numbers of officers should this be necessary to support the policing of large-scale events such as protests.

---

[55] 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

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.

Suffolk Constabulary completes an annual armed policing strategic threat and risk assessment (APSTRA) to enable it to understand and respond to identified threats. The assessment is in line with national guidance and codes of practice. The force updated its APSTRA after the Paris terrorist firearms attack in 2015 and has specifically considered the implications for Suffolk. The force's threat assessment is reasonably well developed and it is using bespoke software to develop 3D plans of venues as part of this work.

Suffolk Constabulary 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 is actively working to ensure it has appropriate response plans in place.

Suffolk and Norfolk constabularies are not part of the national armed policing uplift programme; however, as a result of its threat assessment the force has improved its firearms capability by increasing the skills base of its armed officers. Additional firearms instructors have been recruited to support this increase in capability.

The force has carried out joint firearms training programmes with other forces and is a signatory to a memorandum of understanding (MOU) between the eastern region forces.[56] The MOU provides for the movement of firearms officers across the region if there is an operational need. Control room supervisors are accredited to take command of the deployment of firearms officers and they are supported by firearms team leaders who are available to them on a 24-hour basis.

---

[56] The eastern region forces signed up to the memorandum are: Cambridgeshire, Bedfordshire, Hertfordshire, Norfolk, Suffolk, Essex and the Ministry of Defence Police.

Summary of findings

Ungraded

Suffolk Constabulary has sound and detailed plans to mobilise in response to the threats set out in the *Strategic Policing Requirement*. It regularly tests these plans and makes amendments following the lessons learned from operational exercises.

The force has recently reviewed its assessment of threat, risk and harm and it is using bespoke software to develop 3D plans of venues. The force is not part of the national armed policing uplift programme to increase the capability and capacity of trained firearms officers but has nevertheless enhanced the capabilities of its armed officers.

Areas for improvement

- The force should ensure that its armed policing threat and risk assessment considers and specifies plans to deal with attacks on places that attract large crowds.

Next steps

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

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

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

Annex A – About the data

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

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

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

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

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

Methodology

Data in the report

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

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

Population

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

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

Survey of police staff

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

Ipsos MORI survey of public attitudes towards policing

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

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

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

Review of crime files

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

Force in numbers

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

Calls for assistance (including those for domestic abuse)

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

Recorded crime and crime outcomes

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

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

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

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

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

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

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

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

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

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

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

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

Anti-social behaviour

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

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

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

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

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

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

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

Domestic abuse

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

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

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

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

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

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

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

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

Victim satisfaction

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

- initial contact;

- actions;

- follow-up;

- treatment plus the whole experience.

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

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

Figures throughout the report

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Anti-social behaviour' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

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

Please see 'Domestic abuse' above.

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

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

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

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

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

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

Please see 'Domestic Abuse' above.

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

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

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

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

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

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

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

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

Please see 'Organised Crime Groups' above.

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

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

Numbers may not sum to 100 percent due to rounding.