Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services

PEEL: Police effectiveness 2017

An inspection of Surrey Police

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Force in numbers

Calls for assistance

Incidents per 1,000 population 12 months to 30 June 2017

Surrey Police	England and Wales
174	282

Anti-social behaviour

Anti-social behaviour (ASB) incidents per 1,000 population 12 months to 31 March 2017

Surrey Police	England and Wales
21	31

Change in ASB incidents 12 months to 31 March 2016 against 12 months to 31 March 2017

Surrey Police	England and Wales
-23%	-0.05%

Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2017

Surrey Police	England and Wales
57	77

Change in recorded crime 12 months to 30 June 2016 against 12 months to 30 June 2017

Surrey Police	England and Wales
+14%	+14%

Crime outcomes*

	Surrey Police	England and Wales
Charged/summonsed	8%	10%
Evidential difficulties: suspect identified but victim does not support action	12%	13%
Investigation completed but no suspect identified	49%	48%

Domestic abuse

	Surrey Police	England and Wales
Domestic abuse incidents per 1,000 population 12 months to 30 June 2017	11	15
Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2017	11%	11%

Organised crime groups

	Surrey Police	England and Wales
Organised crime groups per 1 million population as at 1 July 2017	42	47

***Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2017. For further information about the data in this graphic please see annex A.**

Risk-based inspection

HMICFRS adopted an interim risk-based approach to inspection in 2017 in order to focus more closely on areas of policing where risk to the public is most acute.[1] Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Surrey Police was assessed against the following areas in 2017:

- Investigating crime and reducing re-offending;
- Protecting vulnerable people;
- Tackling serious and organised crime; and
- Specialist capabilities.

Judgments from 2016[2] remain in place for areas which were not re-inspected in 2017. HMICFRS will continue to monitor areas for improvement identified in previous inspections and will assess how well each force has responded in future reports.

[1] Full details of the interim risk-based approach are available from the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based

[2] The 2016 effectiveness report for Surrey Police can be found on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-surrey

Effectiveness overview

Judgments

Overall effectiveness 2017 **Good**

Question	Grade	Last inspected
Preventing crime and tackling anti-social behaviour	Good	2016
Investigating crime and reducing re-offending	Good	2017
Protecting vulnerable people	Good	2017
Tackling serious and organised crime	Good	2017
Specialist capabilities	Ungraded	2017

Summary

Surrey Police is good at keeping people safe and reducing crime.

The force has made good progress since our 2016 effectiveness inspection, particularly in its investigations, which have improved considerably. The force's standard of investigations is now consistently good, with comprehensive plans, effective supervision and regular victim contact in the vast majority of cases. The force's approach to re-offending could be improved through a greater emphasis and more co-ordinated approach to apprehending people who are wanted by the police.

The force continues to be good at protecting people and supporting vulnerable victims, with the protection of vulnerable people a clear priority for all staff throughout the force. Members of staff in the force control room are able to identify vulnerable people, and officers and staff deal with incidents appropriately, putting effective safeguarding measures in place where necessary. The force has improved its response to victims of domestic abuse and has effective partnership arrangements in place, with a well-established multi-agency safeguarding hub.

Surrey Police is good at tackling serious and organised crime. The force manages organised crime groups in line with national guidance, using specialist regional resources when necessary. The force is good at investigating and disrupting serious and organised crime and works well with Sussex Police as part of a collaborative arrangement to determine and manage the most serious threats to both forces. However, the force could do more to deter people from participating in organised crime, and to evaluate its activities in this area.

Surrey Police has the necessary arrangements in place to fulfil its national responsibilities, and to respond to an attack requiring an armed response.

Investigating crime and reducing re-offending

Good

Initial investigation

The quality of initial investigation by Surrey Police is good. The force has recently streamlined its control room risk assessment process, now only using THRIVE[3] as its risk assessment tool. This ensures that there is a more consistent approach to the management of threat, harm and risk when responding to calls. Calls are graded effectively by control room staff, and officers and staff are given sufficient time at incidents to identify and secure evidence during the 'golden hour'.[4]

Non-urgent calls are put through to the occurrence management unit for allocation to investigators, and a significant proportion of investigations are dealt with by telephone. We found these to be of a good standard, covering all relevant lines of enquiry. There is no formal crime allocation policy, but the 'guiding principles' used by the force ensure that investigations are generally allocated to appropriately skilled individuals. However, in response to previous errors that were made, and in order to identify and rectify any mistakes, several layers of checking have been put in place over time. This has over-complicated the way that incidents and crimes are dealt with from the outset. Simplifying the process would make it quicker and more effective, providing a better service to the public.

The way that the force deals with fraud investigations is acceptable. The force currently has a limited overview of the true extent of fraud across Surrey, but has recently set up a working group to tackle fraud, focusing on improving investigative outcomes (such as charge or no further action) and the prevention of fraud. The force has invited the City of London Police to complete a peer review, the results of which were awaited at the time of the inspection.

The force responds to vulnerable victims of fraud through its Operation Signature programme; staff are trained to make an assessment of victims of fraud investigations for any vulnerability, and to ensure that staff in the multi-agency

[3] The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

[4] Golden hour refers to the time after a crime has been committed during which there is maximum potential for recovery of forensic evidence.

safeguarding hub (MASH)[5] are made aware of additional safeguarding measures to be put in place where necessary. Obtaining any data from force IT systems is difficult, as the force uses different computer systems that do not work together. However, the force's figures show it received 182 referrals from the National Fraud Intelligence Bureau[6] in the 12 months to 30 June 2017, which were assessed centrally and allocated for investigation according to the complexity of the case. We found that the force had a good understanding of the skills of its staff and on occasion, officers in area policing teams (APTs) were allocated to more complex crimes (such as fraud) if their supervisor felt it was appropriate to their skill level.

Investigation quality

Surrey Police has greatly improved the quality of its investigations. In each of our 2014, 2015 and 2016 effectiveness inspections, Surrey Police was judged to require improvement in this area. In April 2016, the force implemented its 'Policing in Your Neighbourhood' operating model, making major changes to how the force operates. Since then, response officers from APTs have been responsible for investigating crimes they attend, rather than handing them on to investigators. We were pleased to see that the force had made considerable progress with the quality of investigations. Most investigation plans are comprehensive and there is effective supervision in place, with victim contact information included. The standard of investigations was consistently found to be good, and APT officer workloads were manageable. Teams dealing with more complex cases, such as the criminal investigations department (CID) and safeguarding and investigation unit, have higher numbers of cases on their workloads than APT officers, but the majority of staff felt their workloads were manageable.

In the 2016 effectiveness inspection, HMICFRS concluded that the force should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure investigations were not delayed. The force has made considerable financial investment in this area and should be commended for having no backlog at all for digital evidence retrieval at the time of the 2017 inspection.

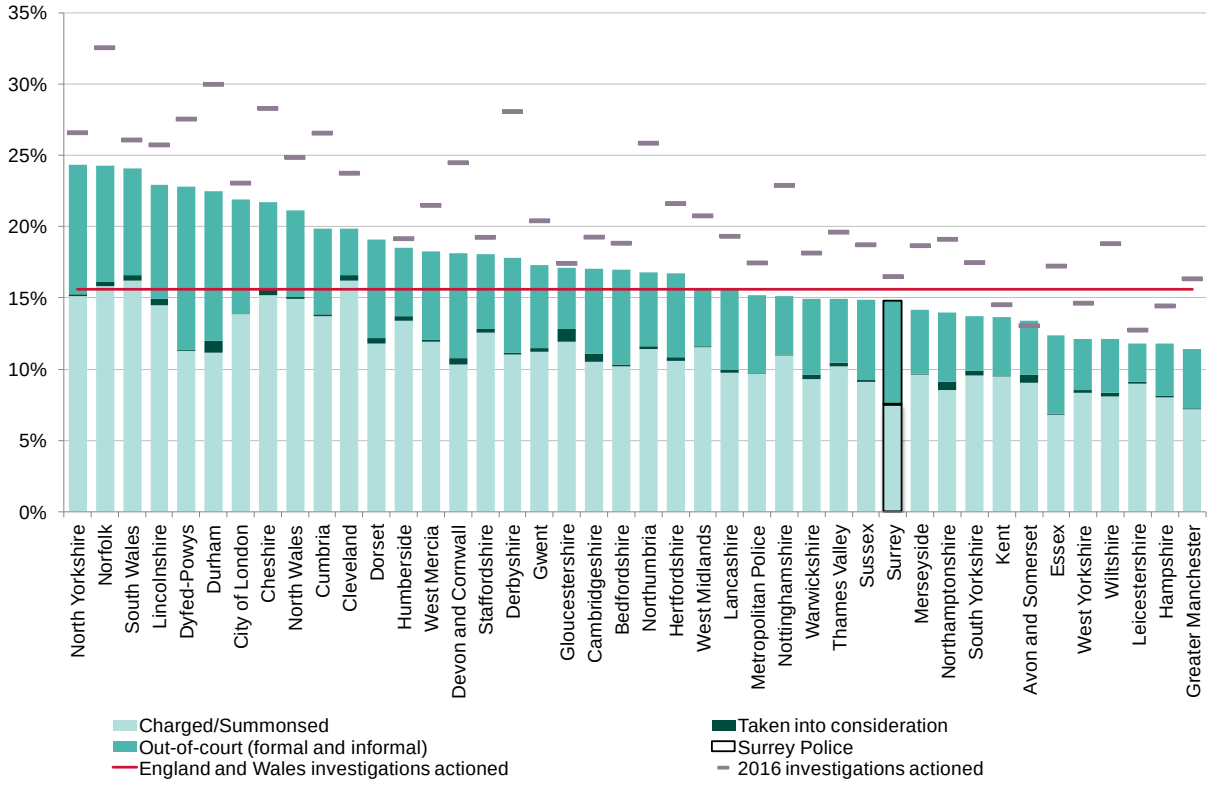
The force is broadly in line with the England and Wales rate for investigations finalised where there are evidential difficulties, and the victim does not support police action even though a suspect has been identified (outcome 16). HMICFRS carried

[5] A multi-agency safeguarding hub (MASH) is a location in which staff from the police, local authority and other safeguarding agencies share data, research and decision making about local children and adults who are vulnerable; the purpose is to ensure a timely and joined-up response for children and vulnerable adults who require protection.

[6] The National Fraud Intelligence Bureau is a police unit based at City of London Police responsible for gathering and analysing intelligence relating to fraud and financially-motivated cyber-crime.

out a file review of 60 investigations and found that the outcomes had been incorrectly applied in five cases. We found there was still some confusion among staff about which outcome codes to apply, but the force is aware of the problem and has clarified the wording for officers, which it believes has had a positive effect.

Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017[7],[8]



Source: 2016 and 2017 Home Office Outcomes Data
For further information about this data, please see annex A

Reducing re-offending

Surrey Police's approach to re-offending requires improvement; HMICFRS is disappointed that only limited progress has been made since the 2016 effectiveness inspection. The process for tracking down named suspects is not as effective as it should be. High-risk cases are discussed at daily management meetings, and responsibility for any arrest is given to the local APT, but officers told us it was unclear who was responsible for ensuring that arrests were made. We examined records of individuals that had been circulated on the police national computer as wanted, and found that little was done between periodic reviews, although we did

[7] Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

[8] Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore figures for England and Wales will differ from those published by the Home Office. For further information about this data, please see annex A.

find evidence of some officers actively seeking their 'own' suspects, in relation to investigations which they were conducting. Requests from other forces to make arrest attempts in Surrey – some for serious offences – are not fulfilled with sufficient speed.

The force recognises it should do more to manage foreign national offenders (FNOs), and has plans in place, co-ordinated under an FNO strategy group and an FNO threat group. When a foreign national is arrested, automated checks for overseas convictions are made through the force's custody process. However, there is a compliance rate of only 29.8 per cent for referrals to the Immigration Enforcement[9] command and control unit, compared with the estimated England and Wales rate of 56.8 percent. This means that Surrey Police currently is not fully exploiting all opportunities with partners to manage FNOs through removal or deportation.

The force has several initiatives aimed at reducing re-offending; for example, the force identifies any serving or former armed forces personnel in custody, and refers them to the SSAFA[10] charity, which can offer support for issues including housing, employment, and drug misuse. The force also has a new approach to domestic abuse offender management, using a risk matrix, called CONE,[11] which uses data analysis to predict offences. The CONE pilot focuses on the perpetrator rather than the victim, and enables the force to put preventative measures in place. It will be reviewed after six months. However, HMICFRS is disappointed to see that there is less emphasis on proactively preventing re-offending in the integrated offender management (IOM) scheme.[12] This was identified as an area for improvement in 2016, but little progress has been made. The size of the IOM cohort has since decreased to 85 offenders, 54 of whom were in prison at the time of the inspection. There is a high re-offending rate among offenders within the force's IOM scheme (65 percent in the 12 months to 30 June 2017, according to data provided by the force, compared to an England and Wales rate for similar schemes of 37 percent). There is a culture of 'catch and convict' amongst IOM managers, with less emphasis on prevention and rehabilitation. The force should evaluate the measures it has in place to reduce re-offending.

[9] Part of the Home Office, Immigration Enforcement is responsible for preventing abuse, tracking immigration offenders and increasing compliance with immigration law. It works with partners such as the police to regulate migration in line with government policy, while supporting economic growth.

[10] Formerly known as the Soldiers, Sailors, Airmen and Families Association.

[11] Complex Offender Nominal Enforcement.

[12] 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.

Areas for improvement

- The force should ensure that people who are circulated as being wanted on the police national computer, people who fail to appear on police bail, named and outstanding suspects, and suspects identified through forensic evidence, are swiftly found and arrested.
- The force should consider widening its approach to integrated offender management, in order to maximise the reduction of threat, harm and risk. There should be clear measures of success which enable the force to evaluate how effective it is at protecting the public from prolific and harmful offenders.

Protecting vulnerable people and supporting victims

Good

Identifying vulnerability

Surrey Police is good at identifying people who are vulnerable through their age, disability, or because they have been subject to repeated offences, or are at high risk of abuse. The force uses the National Police Chiefs' Council's guidance to identify vulnerable people and is currently developing a strategy for protecting them.
The force control room has systems in place to identify repeat callers, and staff are able to identify vulnerable people, including victims of domestic abuse, at the first point of contact, through comprehensive research and appropriate questioning. Officers and staff consistently demonstrate a good understanding of vulnerability, and of their responsibility to protect people from harm. Staff have received training to understand 'hidden harm', such as coercive control and so-called honour-based abuse, and the force has a process in place at its daily management meetings to consider its response to vulnerable victims. The force gains an understanding of the nature and scale of vulnerability across Surrey through the information required on its '39/24' form (to assess vulnerability at incidents where mental health problems are identified), which must be submitted to the multi-agency safeguarding hub (MASH) whenever any officer or member of staff identifies vulnerability at any incident. The detail provided is then assessed and shared with partner organisations such as health and social care.

Call-handlers in the control room use the THRIVE risk assessment process when dealing with calls for service, which helps them determine the appropriate police response. In order to help control room staff better understand threat, risk and harm, the force has introduced a quality assurance process that randomly samples six calls taken by every member of staff every quarter. The incident log is checked against the recording of the call by an independent assessor, to ensure any risk has been identified. This process is clearly improving the force's identification of threat and risk.

Initial response

Surrey Police's initial response to incidents involving vulnerable people is good. The force has a clear and effective process for assessing vulnerability and risk using standardised assessment tools such as the DASH[13] risk assessment for victims of domestic abuse, which helps to identify immediate safeguarding actions. The force has an accreditation process for the use of DASH risk assessments, to ensure that staff use the system correctly, and risk assessments are consistently applied. We found that immediate safeguarding is carried out appropriately. Supervisors review the forms to ensure they are correct, and to identify hidden crimes. The HMICFRS file review found that supervisors consistently used a local assessment model: CHECK (Child/Adult, Household, Environment, Culprit (suspect) and Knowledge) for investigations involving vulnerable victims.

The force recognises that its domestic abuse arrest and charge rates are both declining, while its use of voluntary attendance[14] for suspects of domestic abuse has increased. In response, it has introduced a domestic abuse framework. This was launched in June 2017, citing best practice and holding divisional commanders to account for improved performance. Body-worn video cameras are now used by the majority of officers, and the force has also invested in bespoke training for all frontline officers and staff, including input from a domestic abuse survivor, and from the author of the DASH risk assessment process. In the 12 months to 30 June 2017, the domestic abuse arrest rate in Surrey was 39.3 arrests per 100 domestic abuse-related offences. This is below the England and Wales rate for the same period (45.5 arrests per 100 domestic abuse-related offences). However, data provided by the force during fieldwork for October 2017 shows that the arrest rate has increased. There has been a corresponding decline in the use of voluntary attendance for domestic abuse suspects. In the 12 months to 30 June 2017, the voluntary attendance rate was 14.7 per 100 domestic abuse-related offences, compared to an England and Wales rate of 7.0. However, additional data provided by the force for October 2017 indicates that this rate has fallen. The force is confident that its response to domestic abuse will continue to improve.

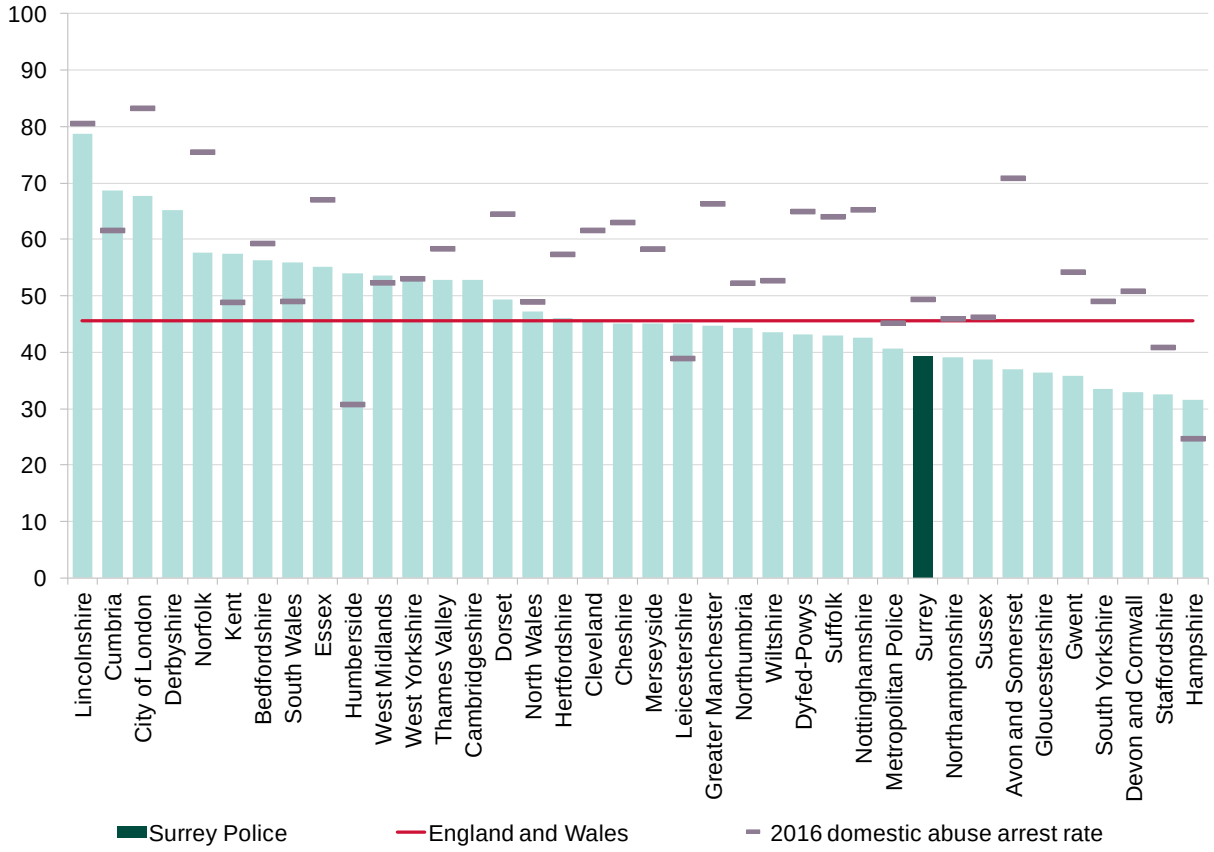
The rate of arrest for domestic abuse-related offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not linked directly to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other

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

[14] A voluntary attendance is a police station interview when the 'volunteer' attends to assist the police with an investigation and they are not under arrest. Volunteers have the right to access independent legal advice and are free to leave the police station at any time unless and until they are arrested.

potential forms of action (for further information, please see annex A). HMICFRS has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017[15],[16]



Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data[17]
For further information about this data, please see annex A

The force now provides an enhanced service to victims of domestic abuse through dedicated PCSOs who attend every call, either with the initial attending officer, or afterwards. They have been given additional training in domestic abuse, and are accredited DASH risk assessors, working with partners to offer ongoing support and guiding victims towards organisations that can help and support them.

[15] Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide 2017 domestic abuse arrest data. Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data.

[16] North Yorkshire Police was unable to provide comparable domestic abuse arrest data. Therefore, it has been removed from the graph. For further information, please see annex A.

[17] The Home Office has provided HMICFRS with data on domestic abuse-related offences recorded in the 12 months to 30 June 2017. These data are more recent than those published by the Office for National Statistics.

HMICFRS found this to be an innovative practice that is well received by frontline officers who recognise that this benefits victims.

Mental health

Surrey Police is effective at identifying and supporting people with mental health conditions. Mental health practitioners provide support and assistance to Surrey Police round the clock, seven days each week. During the working day, mental health professionals in the MASH are available to officers for advice, and from 4.00pm to midnight there is a dedicated mental health professional in the control room. The force does not have a street triage team.[18] After midnight, there is a telephone advice line available for officers to call. This partnership arrangement is currently being evaluated, but it is anticipated that this, together with other measures introduced, such as officer training and the use of 'safe haven' cafés (see below), is why there has been a reduction in the force's use of section 136 of the Mental Health Act.[19] It is also very rare for police custody units to be used as a place of safety for people with mental health problems in Surrey. In the 12 months to 30 June 2017, there were 2.5 uses of custody as a place of safety per 1 million population, compared to an England and Wales rate of 17.5 uses per 1 million population. Staff in the force control room consistently make effective decisions in relation to how to support people with mental health conditions, assisted by the support and advice provided by the mental health professional working with them.

The force also supports officers and staff through an advisory mental health app on their mobile handheld devices, and there are policies in place for mental health situations such as the use of section 135 of the Mental Health Act[20] and absconders from hospital. The service-level agreement in relation to the conveyance of mental

[18] Street triage is a partnership scheme between police and mental health professionals to provide advice and support for people experiencing mental health crisis. This advice can include an opinion on a person's condition, or appropriate information sharing about a person's health history. The aim is, where possible, to help police officers make appropriate decisions, based on a clear understanding of the background to these situations. This should lead to people receiving appropriate care more quickly, leading to better outcomes and a reduction in the use of section 136. It is not necessarily street-based but can be control room-based or via a help line.

[19] Section 136 of the Mental Health Act 1983 enables a police officer to remove, from a place other than where they live, someone who they believe to be experiencing a mental health crisis and in need of immediate care and control, and take them to a place of safety – for example, a health or social care facility, or the home of a relative or friend. In exceptional circumstances (for example if the person's behaviour would pose an unmanageably high risk to others), the place of safety may be police custody. Section 136 also states that the purpose of detention is to enable the person to be assessed by a doctor and an approved mental health professional (for example a specially trained social worker or nurse), and for the making of any necessary arrangements for treatment or care.

[20] Under section 135 a justice of the peace may issue a warrant to allow a constable to enter private premises and detain someone suspected of suffering from mental health problems.

health patients specifies that South East Coast Ambulance Service Foundation Trust should transport people detained under section 136 of the Act to a place of safety such as the local section 136 suite, but the Trust is not always able to respond. Frontline staff understand their responsibilities in relation to mental health, and although they have not yet received specific training on the full range of mental health conditions, they have received training on understanding their responsibilities under sections 135 and 136 of the Mental Health Act. Officers routinely complete '39/24' forms, which assess vulnerability at incidents in which mental health problems are identified. These are submitted to the MASH, where mental health practitioners work with the police to provide safeguarding and support.

Surrey has a number of 'safe haven' cafés with nurses available from 6.00pm to 11.00pm. These cafés offer a drop-in service to support people with mental health conditions, and are promoted by officers and staff. The force also has the Surrey high-intensity partnership programme, with a dedicated police officer. This is a partnership scheme developing specific care plans to improve the response to people in a 'crisis cycle', who regularly seek police assistance as well as the services of other partner organisations.

Investigating crimes involving vulnerable people

Surrey Police generally investigates crimes involving vulnerable people well. The majority of investigations involving vulnerable victims are conducted thoroughly, and handovers are of a good standard in most cases. Crimes are allocated to appropriately skilled specialist staff, and those we spoke to felt that the force had prioritised safeguarding and investigation, recognising the capacity and capability required for the role. The safeguarding and investigation unit investigates crimes involving sexual offences, domestic abuse, children and vulnerability. Staff have received additional training and undergo continuing professional development; their own welfare is considered routinely with the support of the occupational health unit. Workloads, and compliance with the Code of Practice for Victims of Crime,[21] are monitored by supervisors, who ensure that workloads are manageable and victims regularly updated. Similarly, the workloads of staff dealing with registered sex offenders (RSOs) are manageable, and the number of outstanding monitoring visits to RSOs is low.

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

The force makes good use of legal powers to protect victims of domestic abuse such as domestic violence protection notices (DVPNs)[22]. In the 12 months to 30 June 2017, 225 DVPNs were authorised – an increase from the same period the previous year. In the same period, the force applied for 215 domestic violence protection orders, of which 192 were granted. This represents a rate of 2.6 DVPOs per 100 domestic abuse-related offences, which is high compared to the England and Wales rate. Surrey Police also makes effective use of Clare's Law, with 'right to know' and 'right to ask' disclosures made broadly in line with the England and Wales rate.[23]

Partnership working

Police works effectively with partner organisations to protect vulnerable people. For example, there is a domestic abuse commissioning group covering the county of Surrey, for which partners have collectively compiled a needs assessment covering all agencies. This forms the basis of a joint commissioning strategy, which ensures that there is a collective response to victims of domestic abuse, and links to a domestic abuse delivery group, which is co-chaired by Surrey Police and health service partners.

The force has a single MASH for the area, which is now well established and works well. The 39/24 forms assessing risk and vulnerability, submitted by the police, are sent to the MASH for assessment, and are then forwarded to relevant agencies for further safeguarding action. A recent review of 500 of the 39/24 assessments that had been submitted as low-risk found that a small percentage did not identify any risk or vulnerability. The force is working to understand this better, and is keen to get the balance right, ensuring victims receive appropriate support and safeguarding, without being overly risk averse.

The force has effective multi-agency public protection arrangements (MAPPA)[24] in place, working with probation and other agencies to protect the public from dangerous offenders. Regular multi-agency risk assessment conferences

[22] Domestic violence protection notices (DVPNs) may be issued by an authorised police officer to prevent a suspected perpetrator from returning to a victim's home and/or contacting the victim. Following the issue of the DVPN, the police must apply to magistrates for a domestic violence protection order (DVPO). The DVPO will be granted for a period of up to 28 days.

[23] Clare's Law, or the domestic violence disclosure scheme, has two functions: the 'right to ask' the police about a partner's previous history of domestic abuse or violent acts; and the 'right to know' – police can proactively disclose information in prescribed circumstances.

[24] Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

(MARAC)[25] also take place on a monthly basis. While Surrey Police is not a statistical outlier, the force recognises that its referral rate to MARAC is lower than the England and Wales rate (for the 12 months to 31 March 2017, Surrey referred 15 cases per 10,000 adult females to MARAC, compared to an England and Wales referral rate of 35) , and this recognition has featured in its domestic abuse action plan and framework. The force has increased its referral rate to MARAC by 5.2 per cent in the 12 months to 31 March 2017, compared to the same period the previous year.

[25] A multi-agency risk assessment conference (MARAC) is a meeting where information is shared on the highest risk domestic abuse cases between representatives of local police, health, child protection, housing practitioners, independent domestic violence advisors, probation and other specialists from the statutory and voluntary sectors.

Tackling serious and organised crime

Good

Understanding threats

Surrey Police has a good understanding of both emerging and traditional serious and organised crime threats. It uses structured processes, which include undertaking a MoRiLE[26] risk assessment – a model to help police forces manage risk in a consistent way. The force shares a strategic threat assessment jointly with Sussex Police. From this assessment it has identified several priorities for 2017/18: child sexual exploitation and abuse; modern slavery; human trafficking and organised immigration crime; cyber-crime; and drug-related harm. These are all included in the force's control strategy, which sets out and communicates the operational priorities for the force and sets the long-term priorities for crime prevention, intelligence and enforcement. Local serious and organised crime profiles[27] are produced with divisional community safety partnerships, which are working well at a local level, with serious and organised crime as a standing agenda item.

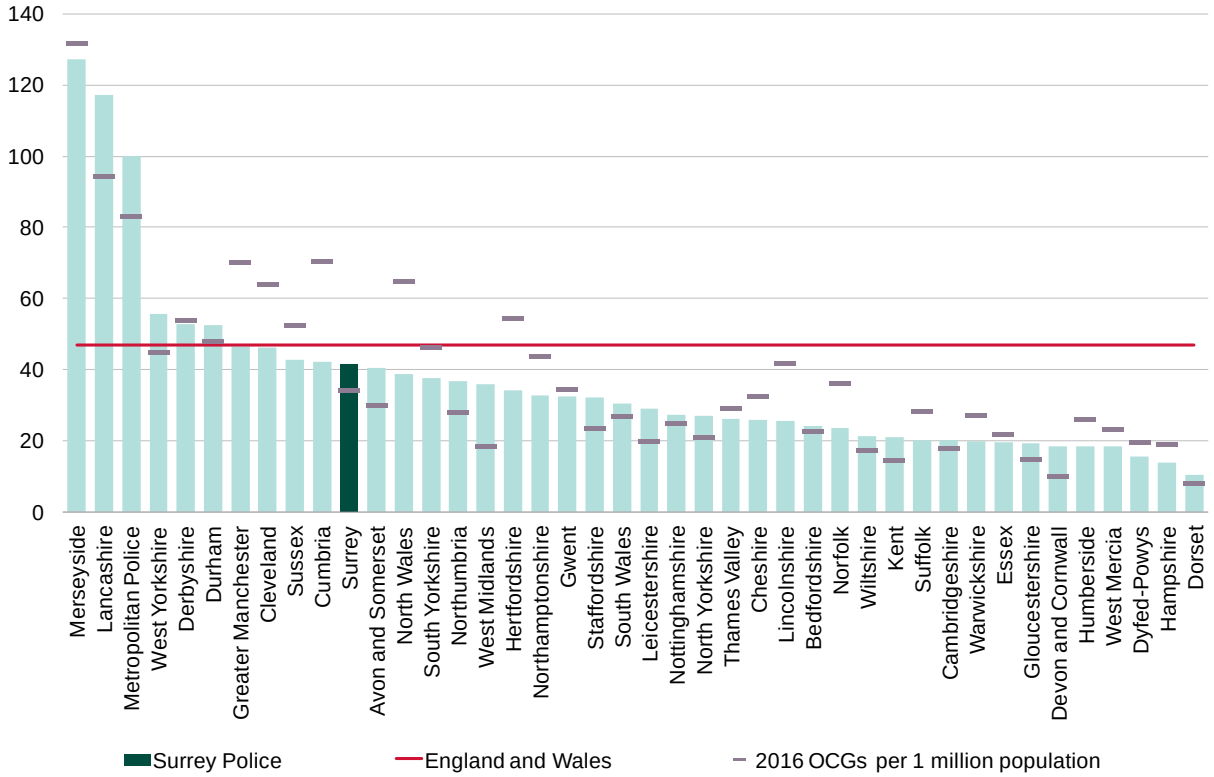
Surrey Police has a central intelligence unit working 24 hours each day, seven days each week, supported by a central research analysis unit, and there are also divisional intelligence teams. However, the force recognises that there is no single overview of intelligence and associated threats within Surrey. The creation of a force intelligence bureau is part of the force's agreed change programme and will be implemented in summer 2018. The number of intelligence submissions in relation to modern slavery and child sexual exploitation has increased, but the overall number of force intelligence submissions has fallen by 30 percent and the force is trying to understand why this is. Neighbourhood officers are aware of organised crime groups (OCGs) in their areas, and submit intelligence in relation to their activity.
The formation of a force intelligence bureau would support the identification of new OCGs through scanning of force-wide intelligence submissions.

[26] MoRiLE is the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes that most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

[27] Local profiles should be produced by each police force area. Forces should use them to develop a common understanding among local partners of the threats, vulnerabilities and risks, provide information on which to base local response and local action plans, support the integration of serious and organised crime activity into day-to-day policing, local government and partnership work, and allow a targeted and proportionate use of resources.

The force identifies, maps and scores OCGs in accordance with national guidelines; as at 1 July 2017, there were 41.6 OCGs per 1 million population in Surrey – an increase from 34.0 per 1 million on 1 July 2016. The force archives OCGs appropriately when they are dismantled or no longer active.

Figure 3: Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017[28]



Source: 2016 and 2017 HMICFRS data return
For further information about this data, please see annex A

[28] The City of London Police has been removed from the graph as its organised crime group data are not comparable with other forces due to its size and its wider national remit. For further information, please see annex A.

Disrupting and investigating serious and organised crime

Surrey Police is effective at disrupting and investigating serious and organised crime. The force manages and prioritises its activity at divisional and force levels. It works closely with Sussex Police to identify cases that require support from the South East Regional Organised Crime Unit (SEROCU). All active OCG investigations are co-ordinated through a management plan based on the national '4Ps' approach (prevent, pursue, protect, prepare) set out in the government's serious and organised crime strategy.[29] The force has recently convened its first serious and organised crime partnership board meeting to provide direction and oversight of activity force-wide in relation to serious and organised crime. This is currently police-led, but the force hopes it will become partnership-led in due course; it is too early to say how effective this will be.

The force assigns lead responsible officers (LROs) to each OCG, who take responsibility for tackling OCGs over the long term. Each LRO is appointed geographically, but also taking into account capability and capacity. LROs are held to account at divisional meetings, and also by the assistant chief constable for serious organised crime at the force tasking and co-ordination meeting, where they are selected to present their management plans. LROs are provided with training and continuing professional development for the role. Staff are confident in their role, and are aware of the range of tactical resources available to them, having obtained both overt and covert assistance from partner agencies, as well as assistance from local policing teams.

Some drug-dealing networks operating in Surrey are using 'county lines',[30] and we found evidence of the force disrupting this activity. For example, Operation Viking, in East Surrey, is an overt response to county lines, and has been in place since April 2017, resulting in 97 arrests and 114 charges in relation to drug supply.
However, the force should improve the way it measures the success of such operations, so that it can learn from what works and spread good practice. Evaluation processes and impact assessments are limited, and the force would benefit from recording best practice to support staff such as LROs.

[29] Government strategy to deal with the challenges we face from serious and organised crime. More information is available at: www.gov.uk/government/publications/serious-organised-crime-strategy

[30] The term 'county lines' describes organised drug-dealing networks expanding – usually from large cities into smaller towns – in order to exploit new markets and evade police detection. This activity is often accompanied by violence and intimidation, as new groups compete with locally-established drug dealers.

limited evidence of the force trying to deter young people from being drawn into organised crime, but it has recently appointed a Prevent co-ordinator for this purpose. As the serious and organised crime partnership board had only met once at the time of our inspection, partnership-driven prevention and deterrence projects had not yet had a chance to develop. The force might benefit from a partnership prevention strategy. The force is aware of some groups of young people committing low-level crime and anti-social behaviour in some areas of Surrey, which it is addressing; however, these groups do not meet the definition of 'urban street gangs'.[31]The force has not identified any urban street gangs in Surrey.

The force uses serious crime prevention orders (SCPOs) and ancillary orders to prevent serious and organised criminals from offending while they are in prison or after their release. At the time of our inspection, a total of 19 SCPOs were in place, and there had only been two further applications in the 12 months to 30 June 2017 (only one of which was granted). This represents an application rate of 1.8 SCPOs per 100 OCGs (active and archived), which is lower than the England and Wales rate. When offenders are in their last eight months in prison, they enter the lifetime management programme, and the force works with probation and the prison service to ensure a co-ordinated response when they are released.

Areas for improvement

- The force should take steps to identify those people who are at risk of being drawn into serious and organised crime, and ensure that preventative projects are put in place with partner organisations to deter them from offending.
- The force should improve its understanding of the effect of its activity against serious and organised crime, and ensure that it learns from experience to maximise the disruptive effect of its activity.

[31] Urban street gangs and many other gangs evolve into organised crime groups (OCGs). Gangs tend to be less organised than OCGs and more concerned with perpetuating a threat of violence or harm across a particular geographical area related to the gang's main activities (Serious and Organised Crime Act 2015)

Specialist capabilities

Ungraded

National policing responsibilities

The Strategic Policing Requirement (SPR)[32] specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Surrey Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force works jointly with Sussex Police to respond to the national threats; assistant chief constables from both forces lead programmes to develop the forces' capabilities in relation to each of them.

The force has established a comprehensive training programme; training exercises are routinely completed with other organisations to examine the joint response to civil emergencies and other disasters. The force has recently completed an exercise with local authorities and the health service to test its response to a terrorist attack at Gatwick Airport. Both forces also participate in an annual training exercise with other local forces; this specifically examines how well large numbers of officers can be mobilised in response to large-scale civil disorder.

Firearms capability

We inspected how well forces were prepared to manage firearms attacks in our 2016 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a firm focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The *Code of Practice on the Police Use of Firearms and Less Lethal Weapons*[33] makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the

[32] The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners. *The Strategic Policing Requirement*, Home Office, March 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

[33] *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Surrey Police operates joint arrangements with Sussex Police to provide armed policing. The force has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance.[34] The force last reviewed its APSTRA on 22 September 2017.

The designated chief officer scrutinises the APSTRA closely, and formally approves its content, which includes the levels of armed capability and capacity that the threats require. His decisions and the rationale on which they are based are clearly auditable.

The force has begun a programme to increase the availability of ARVs, and a clear justification for this decision had been set out in the force APSTRA.

[34] College of Policing authorised professional practice on armed policing available at: www.app.college.police.uk/app-content/armed-policing/?s

Annex A – About the data

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

Where HMICFRS collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they provided us, to ensure the accuracy of the evidence presented. For instance:

- Data that forces submitted were checked and queried with those forces where data were notably different from other forces or were internally inconsistent; and
- All forces were asked 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 within this annex. The source of Force in numbers data is also set out below.

Methodology

Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so 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-2016 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

HMICFRS surveyed the police workforce across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of assigned tasks. This survey was a non-statistical, voluntary sample which means that results may not be representative of the workforce population. The number of responses varied between 16 and 1,678 across forces. Therefore, we treated results with caution and used them for identifying themes that could be explored further during fieldwork rather than to assess individual force performance.

Ipsos MORI survey of public attitudes towards policing

HMICFRS commissioned Ipsos MORI to survey attitudes towards policing between 21 July and 15 August 2017. 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 300 and 321 individuals in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey are available on our website:

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

Review of crime files

HMICFRS reviewed 2,700[35] police case files across crime types for:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our 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. We randomly selected files from crimes recorded between 1 January 2017 and 31 March 2017 and assessed them against several

[35] 60 case files were reviewed in each force, with the exception of the Metropolitan Police Service, West Midlands Police and West Yorkshire Police where 90 case files were reviewed.

criteria. Due to the small sample size of cases selected per force, we did not use 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 HMICFRS with data or the data supplied by the forces were not comparable.

Calls for assistance (including those for domestic abuse)

These data were collected directly from all 43 geographic police forces in England and Wales. In 2017, the data requested from forces contained a different breakdown of occurrences where the police were called to an incident.

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 2017 and are taken from the October 2017 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, except fraud offences, recorded by all police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Data referring to police-recorded crime should be treated with care, as recent increases may be attributed to the renewed focus on the quality and compliance of crime recording since HMICFRS' national inspection of crime data in 2014.

Suffolk Constabulary was unable to submit 2017 outcomes data to the Home Office due to data quality issues, relating to the changing of its crime recording system to Athena. Therefore Suffolk Constabulary has been excluded from the England and Wales figure.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2017 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. Therefore these data are subject to change, as more crimes are assigned outcomes over time;

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the Home Office data hub (HODH) on a monthly basis. All other forces provide these data via a manual return also occurring on a monthly basis;

- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. This means they no longer issued 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. These three pilot forces continued to operate in accordance with the pilot conditions since the pilot ended in November 2015. Other forces subsequently also limited their use of some out of court disposals. Therefore, the outcomes data should be viewed with this in mind;

- Direct comparisons should not be made between general crime outcomes and domestic abuse-related outcomes. Domestic abuse-related outcomes are based on the number of outcomes for domestic-abuse related offences recorded in the 12 months to 30 June 2017, irrespective of when the crime was recorded. Therefore, the domestic abuse-related crimes and outcomes recorded in the reporting year are not tracked, whereas the general outcomes are tracked; and

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2017, Home Office, July 2017. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/633048/crime-outcomes-hosb0917.pdf

Anti-social behaviour

These data are obtained from Office for National Statistics data tables (year ending 31 March 2017), available from:

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

All police forces record incidents of anti-social behaviour (ASB) reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Forces record incidents under NSIR in accordance with the same victim-focused approach that applies for recorded crime, although these data are not subject to the same 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 ASB incidents (for example, local authorities and social landlords), but incidents reported to these agencies will not generally be included in police data.

When viewing this data the reader should be aware that Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2015-16 the force could not identify whether these were ASB or other types of incident. These incidents have been distributed pro rata for Warwickshire, so that two percent of ASB incidents in the reporting year for 2015-16 is estimated.

Domestic abuse

Data relating to domestic abuse-flagged offences is obtained through the Home Office for the 12 months to 30 June 2017. These are more recent data than those previously published by Office for National Statistics. The Home Office collects these data regularly and requires all forces to record accurately and flag domestic abuse crimes. Domestic abuse flags should be applied in accordance with the Home Office Counting Rules[36] to ensure consistency across forces, and within published data sets.

Data relating to domestic abuse arrests and outcomes were collected directly from all 43 geographic police forces in England and Wales.

Further information about the domestic abuse statistics and recent releases is available from:
www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017

When viewing this data the reader should be aware that North Yorkshire Police was unable to give the Home Office comparable data on domestic abuse-flagged crimes. The force extracted data for HMICFRS on the powers and outcomes used to deal with these offences by using an enhanced search. This search examined additional factors (such as the victim / suspect relationship) and included a keyword search to identify additional domestic abuse crimes which may not have been flagged.
The force used a simpler search, which identified domestic abuse crimes by flagging alone, to extract data it supplied to the Home Office. As North Yorkshire Police's data on domestic abuse are not comparable with other forces, we have excluded the data.

[36] Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

Organised crime groups (OCGs)

These data were collected directly from all 43 geographic police forces in England and Wales. 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.

As at 1 July 2017 City of London Police had recorded 46 OCGs. However during the inspection we found that only six OCGs were within the force's geographical area and the remaining 40 were part of the National Fraud Intelligence Bureau's remit.

Figures in the report

Not all forces' reports will contain all the figures we mention in the sections below. This is because some forces' data was incomplete or not comparable with England and Wales data, and in 2017 HMICFRS undertook risk-based inspections.
More details about our risk-based approach can be found here:
www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based

Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017

These data were collected directly from all 43 geographic police forces in England and Wales. HMICFRS collected data on anti-social behaviour powers, including:

- criminal behaviour orders;
- community protection notices;
- civil injunctions; and
- dispersal orders.

Together these powers form the anti-social behaviour (ASB) powers considered in this report.

The Crime and Policing Act 2014 introduced ASB powers which can be applied by both local authorities and the police. The ASB powers data provided in this report covers police data. Therefore, results should be treated with caution as they may not include instances where local authorities exercised these powers.

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

- Bedfordshire Police, Greater Manchester Police and the Metropolitan Police Service were unable to provide data on anti-social behaviour powers as the data are not held centrally within each force;

- Greater Manchester Police was unable to provide any 2016 ASB use of powers data. Greater Manchester Police intends for its new integrated operational policing system to incorporate recording of ASB powers;
- Suffolk Constabulary was only able to provide data for the southern area of the force in 2017. Therefore its data are excluded;
- The forces highlighted above are not included in the figure or in the calculation of the England and Wales rate;
- Gloucestershire, Hertfordshire, Humberside and Merseyside forces were only able to provide partial 2017 ASB use of powers dat;
- Gloucestershire Constabulary and Hertfordshire Constabulary were unable to obtain data regarding the number of civil injunctions as their local authorities lead the application of these;
- Humberside Police was unable to provide data on community protection notices and civil injunction notices as its local authorities lead the application of these. The force does not collect data on criminal behaviour orders and dispersal orders; and
- Merseyside Police was unable to provide data on dispersal orders as these orders are attached to individual crime files.

Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017

Please see 'Recorded Crime and Crime Outcomes' above.

Suffolk Constabulary was unable to provide 2017 crime outcomes data.
Dorset Police was unable to provide 2016 crime outcomes data. Therefore, these forces' data are not included in the figure.

Dorset Police was unable to provide 2016 crimes outcome data, because it had difficulty 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.

Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017

Please see 'Domestic abuse' above.

- 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 2017 in this calculation. It is also possible to have more than one arrest

per offence. In addition, the reader should note the increase in police-recorded crime which affected the majority of forces over the last year. This may mean arrest rates are 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. HMICFRS 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 reader should be aware of the following:

- Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide domestic abuse arrest data. North Yorkshire Police was unable to provide comparable domestic abuse crime and arrest data, so a rate could not be calculated. Therefore, these forces are not included in the figure.

- Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data. Therefore, these forces do not have 2016 data included in the figure.

When viewing domestic abuse arrest data for 2016, the reader should be aware of the following:

- Cambridgeshire Constabulary was unable to provide 2016 domestic abuse arrest data due to a recording problem that meant it could only obtain accurate data from a manual audit of its custody records.

- Lancashire Constabulary had difficulty 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 the 2016 data provided to HMICFRS would be marginal and that these are the most reliable data it can provide.

Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017

Please see ‘Organised crime groups’ above.

Organised crime group data from City of London Police are not comparable with other forces. Therefore, its data are not included in the figure.

For data relating to 2016 the number of OCGs in Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per 1 million population rate is based upon their areas’ combined population. For the 2017 data Warwickshire Police and West Mercia Police force split their OCGs into two separate force areas.