

PEEL: Police effectiveness 2015

An inspection of Norfolk Constabulary



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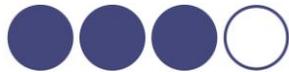
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Overview – How effective is the force at keeping people safe and reducing crime?

Overall judgment¹



Good

Overall HMIC judges Norfolk Constabulary to be good at reducing crime and keeping people safe. The constabulary is outstanding in the way it prevents crime and anti-social behaviour, with impressive recent reductions in anti-social behaviour across the county. Vulnerable victims are well-supported and the constabulary works well with partner organisations to investigate crime and manage offenders, including those involved in serious and organised crime. This is the first year HMIC has graded forces on their overall effectiveness so comparison of their year-on-year effectiveness is not possible.

Summary

Norfolk Constabulary is good at reducing crime and keeping people safe. The constabulary has a very strong focus on crime and anti-social behaviour prevention. It has directed significant resources to preventative work. The constabulary is actively involved in an impressive range of joint working arrangements, projects and initiatives to identify local priorities and community concerns and to make best use of police and partner organisations' joint resources to reduce crime and anti-social behaviour.

The constabulary is focused on identifying and supporting vulnerable victims and has invested heavily in this area. It responds well to victims of domestic abuse and missing children and continues to develop its approach to tackling child sexual exploitation.

It investigates crimes effectively, ensuring it has the right people with the right skills to fight crime and bring offenders to justice. The constabulary is focused on diverting offenders away from crime and we saw excellent examples of partnership working to this end. Norfolk has a good understanding of serious and organised crime and is working well to tackle this. The leadership has strong oversight of the constabulary's ability to respond to national threats, such as serious cyber-crime incidents and child sexual abuse. Its own arrangements for ensuring it can meet its national obligations in this regard (such as planning, testing and exercising) are effective.

¹ Outstanding, good, requires improvement or inadequate – see Annex A for definitions.

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



Outstanding

HMIC judges that Norfolk Constabulary is outstanding at preventing crime, anti-social behaviour and keeping people safe. This is consistent with the findings of HMIC's 2014 crime inspection.

Norfolk remains a low-crime area when compared to the rest of England and Wales. We found a clear commitment from both the constabulary and the police and crime commissioner to the importance of preventing crime and anti-social behaviour.

Norfolk Constabulary works extremely well with partner organisations to keep people safe and tackle anti-social behaviour at a strategic constabulary-wide level and in local neighbourhoods. There is a strong culture of preventative policing in Norfolk and a real commitment to proactively engage and work with partners to prevent crime and anti-social behaviour.

The constabulary has allocated significant resources to preventive work. It is actively involved in an impressive range of joint working arrangements, projects and initiatives to identify local priorities and community concerns and to make best use of police and partner organisations' joint resources to reduce crime and anti-social behaviour.

How effective is the force at investigating crime and managing offenders?



Good

Norfolk Constabulary's approach to investigating crime and managing offenders is good. This is consistent with the finding of last year's crime inspection. The constabulary has restructured the way it uses its resources to further improve services, but the constabulary could improve its effectiveness in some minor areas.

The constabulary's processes for the initial allocation and investigation of crimes work well. We found that the quality of subsequent investigations is good with appropriate supervision. Generally the right people with the right skills are used to investigate crime and keep victims safe. The constabulary has a wide range of accredited specialists to support more complex investigations and it recognises the value in providing appropriate training for detectives to ensure it maintains the right skills to consistently provide a good service.

Forensic and digital specialists support investigations well, and investment in staff and technology has reduced delays and improved the quality of service. The constabulary plans to introduce better management oversight when following up on forensic evidence. Similarly the constabulary needs to supervise better the arrest of those offenders who fail to surrender to police

The constabulary remains a safe county despite recent increases in recorded crime.

Norfolk Constabulary is innovative in its approach to partnership working and to trying out new projects and tactics to fight crime and protect communities. It continues to develop how it evaluates what works through its better policing collaborative.

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



Good

Strong leadership from both the constabulary and the PCC ensures that protecting vulnerable people is a priority. The public can be confident that many victims are well supported and victims are kept safe from harm. HMIC judges the constabulary's performance to be good.

The constabulary effectively identifies repeat and vulnerable victims and responds to them well. It also investigates crime committed against most vulnerable victims well, with generally the right level of expertise involved in the right complexity of investigation.

There is a clear, structured and well-supervised process for responding to reports that children are missing or absent. Work between professionals in

and court bail and those circulated as wanted nationally.

The constabulary works well with partner organisations to identify and divert vulnerable offenders away from the criminal justice system, and also with repeat and dangerous offenders to stop them re-offending.

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?



Good

Norfolk Constabulary is generally effective at identifying and tackling serious and organised crime groups in its area. This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

Norfolk Constabulary works effectively with Suffolk Constabulary to pool resources and provide a better service. It has a good understanding of the threat posed by serious and organised crime, it responds well to tackle it and continues to develop the involvement of partner organisations in its response. We saw good examples of effective work to disrupt organised crime and to protect vulnerable communities from

the multi-agency safeguarding hub (MASH) helps keep these children safe, and provides effective escalation should there be increased levels of risk. The constabulary has made a good start in ensuring it is well-prepared to tackle child sexual exploitation and has invested resources in this area.

Those officers who attend domestic abuse incidents have a good knowledge of how to assess risk and keep victims safe. They can refer to a helpful booklet and check list to ensure this process is done properly and HMIC found that they were well-supervised.

Norfolk Constabulary has made good progress since the HMIC domestic abuse inspection in 2014. For example, the constabulary has brought together those staff responsible for safeguarding victims and those who carry out specialist investigations.

being targeted by organised crime groups. It also has access to an extensive range of specialist policing capabilities provided by the Eastern Region Special Operations Unit.

HMIC's crime inspection in 2014 identified the need for greater clarity in the responsibilities and management of tackling organised crime groups.

The constabulary has largely addressed this and has raised awareness among frontline staff of organised crime groups operating in their area.

We found robust arrangements to oversee the constabulary's national policing responsibilities, and to test its responses.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

Norfolk Constabulary England and Wales

161

350



Crime

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2015

Norfolk Constabulary England and Wales

52.2

63.0

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2014

Norfolk Constabulary England and Wales

45.1

60.3

Changes in recorded crime (excluding fraud) 12 months to 30 June 2014 against 12 months to 30 June 2015

Norfolk Constabulary England and Wales

+15.7%

+4.5%

Changes in recorded crime (excluding fraud) 12 months to 30 June 2010 against 12 months to 30 June 2015

Norfolk Constabulary England and Wales

+7.4%

-12.6%



Charge rate

Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 30 June 2015

Norfolk Constabulary England and Wales

20.8%

16.0%



Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2015

Norfolk Constabulary England and Wales

26.9

32.9

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2014

Norfolk Constabulary England and Wales

31.5

36.2



Domestic abuse

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

Norfolk Constabulary England and Wales

11.4%

10.0%

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2014

Norfolk Constabulary England and Wales

9.9%

8.5%



Organised crime groups

Organised crime groups per million population as at 30 June 2015

Norfolk Constabulary England and Wales

53.5

74.7



Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015

Norfolk Constabulary England and Wales

89.3%

83.8%

Introduction

The public expects their local police force to:

- Prevent crime and anti-social behaviour and, when crime occurs, to investigate it properly and provide support to victims.
- Use appropriately trained officers and staff and approved practice when investigating crime, gathering evidence and building cases to ensure offenders are brought to justice.
- Support victims of crime by responding to calls for service, identifying and putting in place the right help at the first point of contact, keeping them informed and consulting them about the possible outcomes of their case.
- Ensure that vulnerable people who might not have been a victim of crime are identified and given appropriate support, for example people at risk of domestic abuse, children at risk of sexual exploitation and missing or absent children.
- Understand and be prepared to respond to threats beyond their own force boundaries, including national threats such as terrorism, serious and organised crime and cyber-crime.
- Work effectively with local partner organisations and other bodies to prevent all types of crime and re-offending and to protect the public.

HMIC's annual inspections into police effectiveness, efficiency and legitimacy (PEEL) consider whether forces keep people safe and reduce crime (how effective a force is), whether these activities are being carried out at the most appropriate cost (how efficient a force is), and how forces are ensuring they have the confidence of their communities (the public legitimacy of a force).

All forces are subject to significant cost reductions; this is reflected in our efficiency reports published in October 2015. The judgments we are making in this effectiveness report are made understanding the financial challenges forces are facing. Reports on the efficiency and legitimacy of Norfolk Constabulary are available from the HMIC website (www.justiceinspectors.gov.uk/hmic/).

HMIC's effectiveness inspections make an assessment of how well forces are preventing and investigating crime and anti-social behaviour; tackling serious and organised crime; and protecting victims and those who are vulnerable. These are the most important responsibilities for a police force, and are the principal measures by which the public will judge the performance of their force and policing as a whole.

Our effectiveness inspection focused on the overall question: "How effective is the force at keeping people safe and reducing crime?"

To answer this question we looked at four in-depth questions, three of which are discussed in more detail within this report:²

1. How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?
2. How effective is the force at investigating crime and managing offenders?
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, including its arrangements for fulfilling its national policing responsibilities?

During our inspection, we collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of the force. We also surveyed and interviewed representatives from partner organisations to gather evidence about the effectiveness of their working relationships with the force. We interviewed chief constables and chief officers and held focus groups of officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work. This report sets out the findings from this wide-ranging inspection of Norfolk Constabulary.

² HMIC inspected forces on questions 1, 2 and 4 between September and November 2015. Question 3 was inspected between June and August 2015, and a separate report was published in December 2015 (available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-norfolk/). In 2014, in preparation for the PEEL programme, forces were inspected to assess how effective they are at cutting crime (available from: www.justiceinspectorates.gov.uk/hmic/publications/crime-inspection-force-reports/).

How effective is the force at preventing crime and 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 can be cheaper and more effective than investigating crime, and it makes society a safer place. The police cannot prevent crime on their own; other statutory and non-statutory bodies have a vital role to play. Police effectiveness in this matter is therefore dependent on their ability to work closely with other partner organisations to understand local problems and have access to a wide range of evidence-based interventions to resolve them.

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

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 comparable indication of performance across all forces. Crime rates are reported as a 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 (e.g. theft) and non victim-based crime (e.g. possession of drugs). More than two-thirds of forces showed an annual increase in total police recorded crime (excluding fraud) in the 12 months to 30 June 2015. 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 national inspection of crime data in 2014.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to 30 June 2010, police recorded crime (excluding fraud) for the 12 months to 30 June 2015 increased by 7 percent in Norfolk compared with a reduction of 13 percent across all forces in England and Wales.

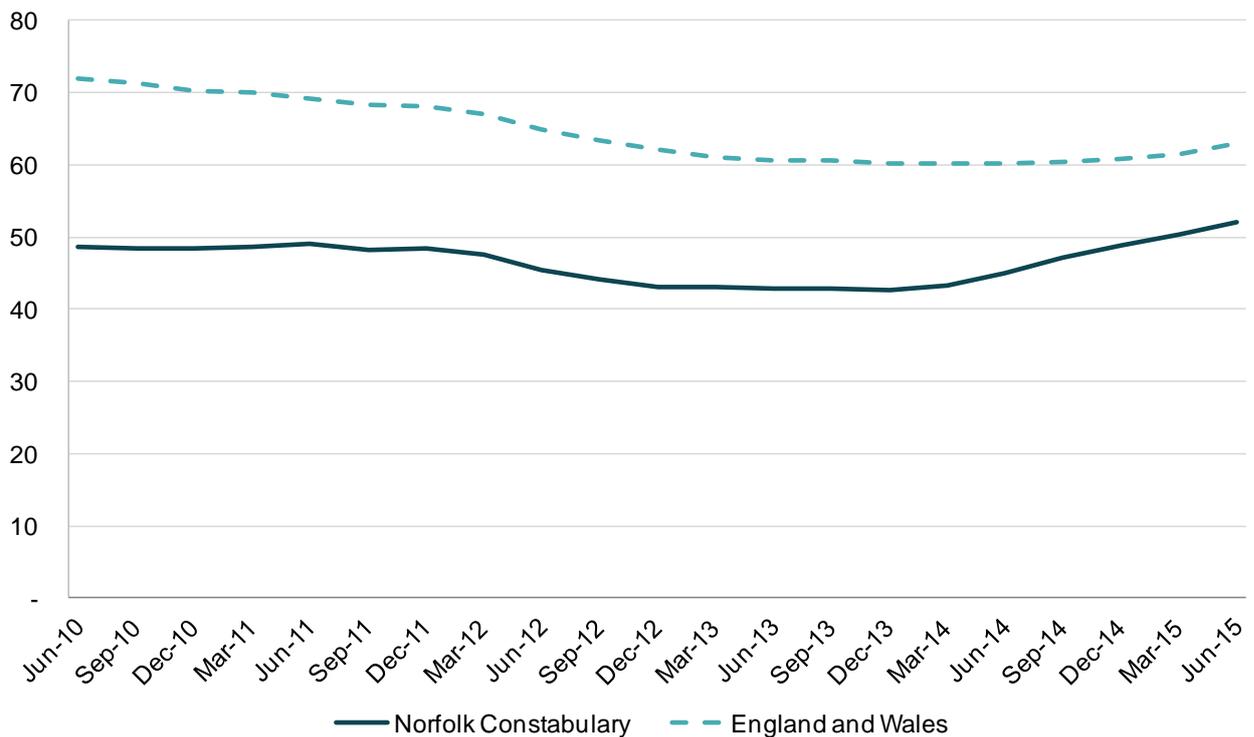
Over this same period, victim-based crime (i.e. crimes where there is a direct victim such as an individual, a group, or an organisation) showed no change in Norfolk, compared with a reduction of 12 percent across England and Wales.

When compared with the previous year, police recorded crime (excluding fraud) in Norfolk increased by 16 percent for the 12 months to 30 June 2015. This is compared with an increase of 4 percent across England and Wales over the same period.

Norfolk remains a safe place to live, work and visit despite the recent increase in recorded crime. The constabulary attributes some of this increase to a renewed focus on accurately recording crime following HMIC's Crime Data Integrity

inspection, published in August 2014. During this inspection, we reviewed we reviewed 94 incidents reported to Norfolk Constabulary and found that the constabulary recorded 68 out of 79 crimes correctly.³ The constabulary has responded to our findings and improved the way it records crimes reported by the public. The constabulary has also been proactive in its attempts to encourage vulnerable victims, such as those suffering from domestic abuse, to report incidents to police.

Figure 1: Police recorded crime rates (per 1,000 population) for the five year period to 30 June 2015



Source: Home Office data

The volume 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.

Figure 2 shows crime and anti-social behaviour rates in Norfolk (per 1,000 population) compared with England and Wales.

³ *Crime Data Integrity - Inspection of Norfolk Constabulary*, HMIC, 2014. Available from: www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/crime-data-integrity-norfolk-2014.pdf

Figure 2: Police recorded crime rates (per 1,000 population) for the 12 months to 30 June 2015

Rates per 1,000 population	Norfolk Constabulary	England and Wales
Recorded crime (excluding fraud)	52.2	63.0
Victim-based crime	44.2	56.0
Sexual offences	1.8	1.6
Assault with injury	5.5	6.3
Burglary in a dwelling*	3.6	8.4
Anti-social behaviour incidents*	26.9	32.9

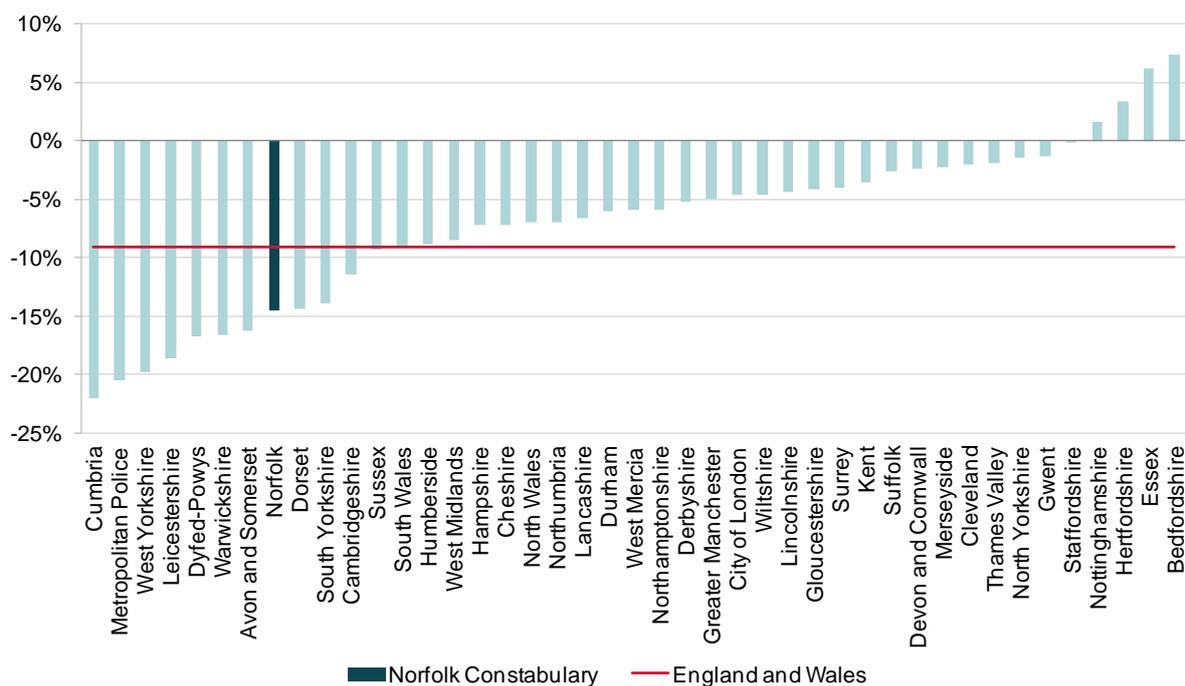
Source: Home Office data, HMIC data return

***Anti-social behaviour data is from the constabulary's data return and the rate for burglary in a dwelling is the rate per 1,000 households, not population.**

HMIC has chosen these types of crime to indicate offending levels in the constabulary area. We are not judging the effectiveness of the constabulary on police recorded crime rates only.

In the 12 months to 30 June 2015, Norfolk Constabulary recorded 23,618 incidents of anti-social behaviour. This is 14 percent fewer incidents than the constabulary recorded during the previous 12 months. When considering all forces across England and Wales, there were 9 percent fewer incidents in the 12 months to 30 June 2015, than recorded during the previous 12 months.

Figure 3: Percentage change in the volume of anti-social behaviour incidents, by force, comparing the 12 months to 30 June 2015 with the 12 months to 30 June 2014



Source: HMIC data collection

The number of incidents of anti-social behaviour has seen a greater reduction than many forces, as can be seen in Figure 3. The constabulary attributes this, in part, to extensive prevention work as well as now recording more anti-social behaviour incidents as crimes.

How well does the force work to prevent crime and anti-social behaviour, and keep people safe?

How well is the force prioritising the prevention of crime and anti-social behaviour?

Norfolk Constabulary demonstrates a very strong commitment to preventing crime and anti-social behaviour and keeping communities safe. Reducing crimes that cause the most harm and reducing the impact of anti-social behaviour are both priorities in the police and crime commissioner’s police and crime plan for Norfolk. Senior police leaders work constructively with other organisations, to develop joint plans to tackle crime, anti-social behaviour and community concerns.

We found a very clear focus on identifying and supporting the most vulnerable within the county. Officers and staff are clear about the importance to the constabulary of protecting vulnerable victims and preventing crime and anti-social behaviour. They are involved in a wide variety of prevention activities involving numerous partner organisations across the county.

How well are resources allocated to prevent crime and anti-social behaviour?

Norfolk Constabulary has made a significant investment in allocating resources to prevent crime and anti-social behaviour. Local policing is provided through 49 safer neighbourhood teams (SNTs) covering the county. Each team has dedicated beat managers and police community support officers (PCSOs), who provide a local and visible presence within the community and work alongside local communities and partner organisations to better understand community priorities and concerns. This enables the constabulary to jointly agree and set local priorities, which ensures that pooled resources are used to best effect in tackling crime and anti-social behaviour in each neighbourhood. This joint planning and the strength of the police's local knowledge and willingness to engage are valued by partner organisations.

In addition to the local neighbourhood partnership work within the SNTs there is also a multi-agency operational partnership team (OPT) covering each district council area in Norfolk. OPTs have a specific remit to reduce crime and anti-social behaviour, and are an excellent example of good partnership working. These arrangements are in the process of being developed further into what will be known as 'early help hubs' with additional partner involvement. HMIC will monitor its progress with interest.

Norfolk Constabulary has an established 'safer schools partnership' in which it works together with schools and pupils in educational and preventive programmes. The constabulary has dedicated police resources placed permanently in the nine schools across Norfolk identified as requiring most support. Each of the other 42 schools has an officer visit for one day each week.

How well is the force using a broad range of effective tactics to prevent crime and anti-social behaviour?

There is a strong culture of crime prevention in Norfolk and the constabulary uses a broad range of tactics to prevent crime and anti-social behaviour and keep people safe. SNTs and OPTs are actively involved in a range of activities and initiatives, making effective use of the wide range of police powers and tools to prevent crime and anti-social behaviour and keep people safe. These include: anti-social behaviour powers; disruptive tactics and, restorative justice interventions, to tackle offending behaviour and to reduce re-offending.

The constabulary recognises the importance of properly evaluating its tactics to prevent crime and anti-social behaviour in order to find out what works and ensure that services are providing good value for money. The chief constable chairs an evidence-based policing board at which innovative bids to tackle anti-social behaviour, prevent crime and protect the most vulnerable people are discussed. Officers and staff can bid for resources to try new approaches if they can demonstrate that the money is likely to lead to better outcomes.

Norfolk together with Suffolk Constabulary has recently entered into a three year contract with the 'better policing collaborative'⁴ which includes training for staff to conduct evidence-based evaluations and undertake research to better understand which tactics lead to the best outcomes and whether or not they provide value for money. This will enable the constabulary to focus its resources based on evidence of what works.

The constabulary plans to share its learning with the College of Policing to enable other forces to benefit from the research.

The constabulary proactively promotes problem solving amongst its staff and holds a competition to identify the 'problem solver of the year' with the winner representing the police at a three-day conference to share knowledge and experiences. This conference is funded by external organisations and attended by a wide range of policing bodies and organisations.

How well does the force work with partners to prevent crime and anti-social behaviour, and keep people safe?

How committed is the force to working with partner organisations?

The commitment to partnership working in Norfolk is a real strength of the constabulary and helps it to provide a quality policing service to its communities and keep people safe. Norfolk Constabulary has strong and well-developed relationships with a wide range of partners, who are jointly committed to reduce crime and anti-social behaviour and to keep people safe. The constabulary works with a broad range of partners and voluntary organisations at constabulary-wide and local levels.

Local partners are positive about the quality of engagement with the police, and particularly value the fact that the officers they engage with are sufficiently skilled and empowered to support partnership decision-making.

There are clear governance structures with chief officers overseeing partnership work and joint prevention activity through the community safety, local safeguarding and criminal justice boards.

The constabulary recognises the benefits of physically locating police staff with staff from partner organisations to get more effective information sharing and joint working. The constabulary, together with a range of partners, is developing the concept of co-locating agencies to form 'early help hubs' within the county. These hubs are aimed at providing early intervention and ensuring the right support is available to fight crime and provide help as soon as someone needs it, thus preventing problems before they reach a crisis point.

⁴ The "Better Policing Collaborative" is a joint venture of a number of universities as well as the organisation, Skills for Justice.

How well does the force share and use information with partners to prevent crime and anti-social behaviour?

Norfolk Constabulary is effective at sharing information with partners at a range of levels. At a strategic level, there are formal arrangements such as the multi-agency risk assessment conferences (MARACs),⁵ the multi-agency safeguarding hub (MASH)⁶ and Community Safety Partnerships where this takes place.

As part of our field work, HMIC observed two MARAC meetings. We found good partner representation and excellent information-sharing through what is evidently a positive and constructive process. We also observed effective information-sharing and joint working within the MASH and a willingness by Norfolk Constabulary to continue to improve its processes such as its recently revised process of sharing information with local authority children's services.

The constabulary already has a range of partners working alongside police officers and staff. This positive approach to co-location of various organisations means that information is shared quickly amongst a wide range of agencies and their collective resources used to better effect to prevent crime and anti-social behaviour and to support those in need.

HMIC also found good examples of effective information exchange and joint working within the '180 degree' integrated offender management (IOM)⁷ scheme and the potentially violent person programme, where the police work closely with probation services and other organisations to manage the risk posed by the most harmful offenders and to prevent reoffending.

At a local policing level, the constabulary regularly shares information within partnership meetings where the police and partners come together to identify and resolve local problems of crime and disorder.

There are a number of joint-funded posts providing improved information sharing with partners. These include joint-funded community safety analysts, accessing and analysing partner information to provide an improved picture to inform decision-making in relation to strategic priorities as well as directing operational activity.

⁵ A MARAC is a monthly meeting of professionals from agencies such as police, social services, health, education, probation, women's aid and independent domestic violence advisors who meet to share information and agree actions in order to manage risk in the most dangerous of cases.

⁶ A MASH co-locates safeguarding agencies and their data to facilitate more effective joint working in respect of vulnerable people.

⁷ IOM brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

How well is the force working with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods?

Norfolk Constabulary works extremely well with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods. There were 14 percent fewer incidents of anti-social behaviour in the 12 months to 30 June 2015 than recorded during the previous 12 months. While some of this reduction can be attributed to changes in the way the constabulary records incidents, the constabulary is actively pursuing an extensive array of programmes and initiatives working with partners to tackle crime and anti-social behaviour in local neighbourhoods.

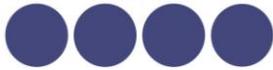
The constabulary and partners are effective in their efforts to identify local problems and set local priorities. Each policing district holds safer neighbourhood action panels or attends local parish council meetings to identify priorities and direct activity and resources towards issues of local concern. Locally, operational partnership teams attend a monthly anti-social behaviour action group involving a wide range of partners, including local authority, family focus, housing providers and local beat managers. The focus of these meetings is on problem areas and high risk anti-social behaviour cases.

The constabulary uses a risk assessment tool which enables a graded response to incidents of anti-social behaviour. Incidents requiring more specialist skills or the involvement of other agencies are referred to the operational partnership team (OPT). Trends in crime and anti-social behaviour are discussed daily within safer neighbourhood teams (SNTs) and resources allocated towards prevention. Repeat incidents are referred to the multi-agency OPTs for a joint approach to solving the problem such as the engagement of the local authority or housing providers.

The constabulary participates in an impressive list of effective local partnership activities and joint initiatives to tackle anti-social behaviour and keep communities safe; examples include:

- working with the local Salvation Army to help support the homeless and reduce incidents of anti-social behaviour;
- provision of training to GPs to raise awareness of domestic abuse;
- working with Norfolk Fire and Rescue Service on a range of community safety initiatives;
- working with the Troubled Families programme to jointly tackle the issues experienced by a small number of families with complex problems; and
- 'Scan Net', which brings the police and business community together to reduce offending within the night time economy and has led to a reduction in underage drinking and a robust approach to incidents of disorder to make town centres a safer place.

Summary of findings



Outstanding

HMIC judges that Norfolk Constabulary is outstanding at preventing crime, anti-social behaviour and keeping people safe. This is consistent with the findings of HMIC's 2014 crime inspection. Norfolk remains a low-crime area when compared to the rest of England and Wales. We found a clear commitment from both the constabulary and the police and crime commissioner to the importance of preventing crime and anti-social behaviour.

Norfolk Constabulary works extremely well with partner organisations to keep people safe and tackle anti-social behaviour at a strategic constabulary-wide level and in local neighbourhoods. There is a strong culture of preventative policing in Norfolk and a real commitment to proactively engage and work with partners to prevent crime and anti-social behaviour.

The constabulary has allocated significant resources to preventive work. It is actively involved in an impressive range of joint working arrangements, projects and initiatives to identify local priorities and community concerns and to make best use of police and partner organisations' joint resources to reduce crime and anti-social behaviour. The constabulary remains a safe county despite recent increases in recorded crime.

Norfolk Constabulary is innovative in its approach to partnership working and to trying out new projects and tactics to fight crime and protect communities. It continues to develop how it evaluates what works through its better policing collaborative.

How effective is the force at investigating crime and managing offenders?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take their concerns as victims seriously, 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. The risk posed by those who are identified as being the most prolific or dangerous offenders must also be properly managed (in partnership with other organisations), to minimise the chances of continued harm to individuals and communities.

HMIC referred to national standards and best practice in examining how well the force allocates and investigates both complex and non-complex (e.g. burglary, robbery and assault) crime, including the full range of ways police officers and staff can gather evidence to support investigations (these include the more traditional forensics, such as taking fingerprints, as well as digital sweeps to find evidence of online abuse, for instance).

We also looked at how well the force works with partners to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, and dangerous and sexual offenders.

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 'sanction detections', the new outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime. The new broader framework (now containing twenty 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.

Given the work involved in amending police force crime-recording systems to accommodate fully the new outcomes framework, two forces have not yet been able to provide a full year of data for all new outcomes types. Norfolk Constabulary, however, has been providing the Home Office with full data since July 2014. The complete range of new outcome types will be used in future HMIC inspections, once all forces have provided a full year of data. Figure 4 shows only those outcome types for which full data is available for all forces in England and Wales.

Figure 4: Outcomes recorded in the 12 months to 30 June 2015 for all police recorded crime (excluding fraud)^{8 9 10}

Outcome type/group	Norfolk Constabulary Number of outcomes	Rate	England and Wales Number of outcomes	Rate
Charged/Summoned	9,517	20.8	577,678	16.0
Taken into consideration	488	1.1	21,318	0.6
Out-of-court (formal)	3,486	7.6	165,384	4.6
Caution - youths	611	1.3	19,703	0.5
Caution - adults	2,441	5.3	115,000	3.2
Penalty Notices for Disorder	434	0.9	30,681	0.8
Out-of-court (informal)	2,925	6.4	159,915	4.4
Cannabis/Khat warning	678	1.5	41,964	1.2
Community resolution	2,247	4.9	117,951	3.3

Source: Home Office crime outcomes data

Outcomes are likely to differ from force to force for a number of reasons. Certain offences are more likely to be concluded without offenders being prosecuted; typically including types of crime such as cannabis misuse. If this type of crime is particularly prevalent in a force then it is likely that the level of 'cannabis/khat¹¹ warning' outcomes would be greater.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas, locally-based community resolutions are likely to be more prevalent than elsewhere. Norfolk Constabulary has one of the highest rates for both 'caution – youths' and 'caution – adults', of all forces in England and Wales.

⁸ Rate based on number of outcomes recorded in 12 months to 30 June 2015 divided by number of offences recorded in 12 months to 30 June 2015.

⁹ For a full commentary and explanation of outcome types please see *Crime Outcomes in England and Wales 2014/15*, Home Office, London, July 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/445753/hosb0115.pdf

¹⁰ Community resolutions are an out-of-court disposal the police can use to deal with anti-social behaviour and low-level crime. 'Taken into consideration' is when an offender admits the commission of other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

¹¹ 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.

How well does the force investigate crime and keep victims safe and informed?

How well does the force initially investigate and allocate cases?

It is important that when the police are called to an incident they respond in a timely manner, with officers or staff who are trained and competent to keep people safe, and who can take steps to apprehend offenders and investigate the circumstances if a crime has occurred. An effective initial response by the police increases the likelihood of a successful outcome for both the victim and the criminal justice system. Subsequent investigation by detectives and other specialist police staff also needs to be well managed and resourced.

Norfolk Constabulary is good at allocating cases appropriately and conducting the initial investigations. The constabulary has a clear and well-understood way of allocating crimes to those with the necessary skills and expertise to investigate them with a clear focus on supporting the victim.

HMIC also found in its 2014 crime inspection that Norfolk Constabulary was good at investigating offending with an emphasis of putting the victim at the heart of its investigation. In 2015, we reviewed a further 43 investigations involving a vulnerable person. We found that generally, investigations are promptly allocated to those with the necessary skills and experience. The resulting investigations are of a high standard, and clearly focused on the needs of the victim.

An investigation starts when the information is received by police, usually via a telephone call into the constabulary's contact and control room. The constabulary introduced recently an assessment process known as THRIVE (threat, harm, risk, investigation, vulnerability and engagement) within the contact and control room. The technique provides the staff receiving calls for police services with a way of making a fully-informed decision about the relative risk to the individual victim, the level of threat, and the opportunities to investigate a crime. This is a positive step and recognises that some victims are more vulnerable than others. It enables the constabulary to make a decision on the police response needed based on the needs of the victim rather than the type of crime being reported. The constabulary has commissioned two independent reviews by other police forces to ensure that it is applying the process appropriately.

To continually improve the quality of its investigations, the constabulary has invested in two days refresher training for frontline officers on the importance of the initial investigation. To date, 75 percent of the identified staff have completed this training.

Supervision of the initial investigation is clear and thorough. Once a crime has been reported, there is a clear process to allocate the investigation to a supervisor who will oversee the case and direct the actions required to investigate the crime.

How well does the force investigate different types of crime?

Norfolk Constabulary is good at investigating different types of crime. It has set up local, dedicated investigation teams where officers carry a manageable, but higher, workload than their shift-working colleagues and the crime types allocated to them are appropriate to their skills and experience. In addition to this, each custody centre includes a custody investigation unit. The staff in these units are experienced in taking over and investigating non-complex crimes, allowing response officers to more quickly return to other duties, once they have arrested and brought an offender into custody.

HMIC reviewed a sample of files and continuing investigations, and found that the vast majority of all non-complex crime investigations carried out by officers from the safer neighbourhood teams, response and local CID are of good quality. All crimes we reviewed were appropriate for the level of training and experience of the investigating officer. Supervision is good with clear evidence that supervisors are actively involved in setting appropriate investigation plans for the investigating officer to follow, and overseeing cases as they progress.

Norfolk Constabulary allocates the investigation of more complex cases to specialists who have received additional training. The constabulary has recently taken the positive step of bringing investigations and victim safeguarding into a single department. This is in recognition of the need to ensure that pursuing the offender runs side by side with the need to keep victims safe.

HMIC also examined a small sample of more complex investigations, all of which had been allocated appropriately, to officers with the necessary skills. Again all were well-supervised with clear evidence of supervisory update and investigation plan, as well as the victim contract and regular victim updates.

Norfolk Constabulary recognises the importance of ensuring staff have the necessary skills and expertise to carry out effective investigations. It has developed a career pathway for those officers wishing to become qualified detectives. The constabulary actively monitors the need for training to ensure that staff are trained appropriately for the roles they undertake.

The constabulary, in collaboration with Suffolk Constabulary, provides forensic services through a joint unit serving both constabularies. Crime scene investigators and the forensic department provide a good level of service to victims of crime and have clear timescales in relation to attendance and examination. The constabulary monitors performance at regular intervals against a range of criteria such as attendance and the number of people identified by their fingerprints or DNA.

HMIC found that the constabulary makes effective, appropriate and consistent use of forensic specialists to support its investigations, with clear evidence of the full range of forensic opportunities being considered to secure the best outcome from an investigation. We found effective supervision, with clear supervisory involvement in

decision-making and prioritisation. The constabulary forensic examination and reporting is timely and supports investigations well.

The constabulary has in place monitoring mechanisms to ensure the prompt arrest of suspects. This is primarily through daily management meetings at the local and constabulary level. These daily meetings provide an opportunity to review incidents over the past 24 hours and allocate resources. In addition, specialist departments have developed their own processes for monitoring and tracking outstanding suspects, such as the child abuse and rape investigation teams.

The constabulary recognises that it could do more to manage, track and ensure the arrest of named suspects identified through forensic evidence. While this is done within specialist teams, it is not routinely managed in relation to non-complex investigations. Investigating officers are routinely notified of the identification, but there is limited managerial oversight of the process which followed to arrest a suspect. The constabulary has plans to introduce a new forensic monitoring system which it expects to address this issue.

We identified a similar issue in relation to those suspected of committing non-complex crime, who failed to surrender on police or court bail and those circulated as wanted on the police national computer (PNC). The current lack of rigorous oversight of these areas could lead to offenders remaining at large for longer than necessary, albeit the risk posed to the public was low in the cases we reviewed.

How well does the force gather digital evidence?

Increasingly, crime in England and Wales is committed online and through the use of digital devices such as tablets, computers or mobile phones. All forces have to retrieve data from these devices and examine them for evidence; staff, in what may be known as high tech crime units (HTCUs), carry out these examinations.

The constabulary has invested in its own technology to support the recovery of digital evidence from devices such as mobile phones. Each of its custody suites and districts now has access to a device which can collect this type of evidence. This has significantly reduced the time taken to obtain evidence in more routine enquiries as investigators can recover evidence themselves without needing to wait for specialist support from the HTCUs. The provision of these devices has also reduced the time victims are without their mobile phones, thereby improving the level of service provided by Norfolk Constabulary.

Norfolk has a joint HTCUs with Suffolk Constabulary. This joint unit has also recently invested in resources and new technology to download data and information from computers and other devices. Since this investment, the unit has been meeting the national standards for the time taken to examine these devices. HMIC acknowledges the progress that both constabularies have made in reducing backlogs within the unit to improve the service it provides in supporting investigations.

The constabulary has also recognised the changing nature of crime and the increasing use of technology to commit offences. It intends to extend the role of

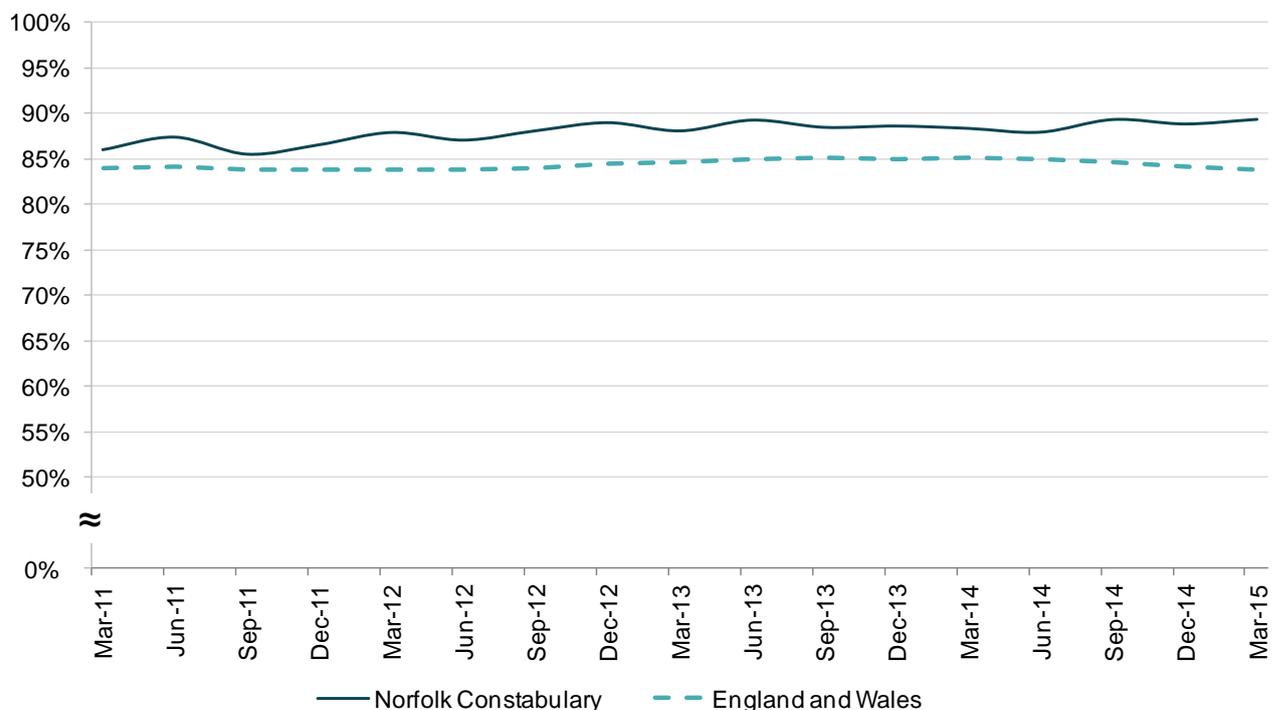
volume crime investigator to include examination of mobile devices as further support to investigators.

Digital evidence is also gathered by the constabulary’s safeguarding children online team (SCOLT) in which the constabulary has invested further resources in recognition of this growing area of demand.

How satisfied are victims of crime with the service provided by the force?

Of those who have been the victim of a crime in Norfolk in the 12 months to 31 March 2015, 89.3 percent were satisfied with their whole experience with the police. This is higher than the national victim satisfaction rate of 83.8 percent over the same time period. The victim satisfaction rate in Norfolk for the 12 months to 31 March 2015 is broadly in line with the previous year’s rate, while it is significantly higher than the rate for the 12 months to 31 March 2011.

Figure 5: Percentage of victims satisfied with the overall service provided by the police, for the four year period to 31 March 2015



Source: Home Office data provided by forces

The police and crime commissioner regularly holds the chief constable to account on performance during the monthly police accountability forums which are open to the public.

Norfolk, together with Suffolk Constabulary, is conducting a joint public survey to understand better the service it needs to deliver. This will be repeated in around three years’ time and will enable both constabularies to assess how far the action taken has improved public satisfaction.

How well does the force identify and manage offenders to prevent re-offending?

How well does the force divert offenders away from crime?

Norfolk Constabulary effectively identifies and diverts offenders out of the criminal justice system, where appropriate, to prevent further offending.

The constabulary is one of the highest users of community resolution in England and Wales. Community resolution is an alternative way of dealing with less serious crimes which allows officers to use their professional judgment when dealing with offenders, and enables victims to have quick resolutions and closure to their experience.

The list of community resolution options available to officers in Norfolk was set by the police and crime commissioner after consultation with the public. Examples of community resolution include:

- mediation (for example, to resolve a neighbour dispute);
- a written or face-to-face apology;
- repairing damage to property or cleaning graffiti; or
- doing unpaid work in the community.

Norfolk and Suffolk constabularies both use the Norfolk and Suffolk criminal justice liaison and diversion service which operates from the custody centres across both counties. The service involves police and partners who help individuals by providing them with the necessary support to change their behaviour and prevent them re-offending.

The constabulary also works with the Youth Offending Service through the 'challenge for change' programme aimed at diverting young offenders under the age of 18 away from crime and the criminal justice system by addressing their behaviour and preventing them from reoffending or becoming involved in more serious criminality.

How well does the force deal with repeat offenders?

Norfolk Constabulary effectively identifies repeat offenders and works with other organisations to prevent them re-offending.

Norfolk and Suffolk constabularies work together to reduce offending among the most persistent and problematic offenders through their integrated offender management scheme, known as the 180 scheme. The scheme involves police staff working alongside the national probation service, the community rehabilitation company with links to housing, drugs and alcohol workers. The most persistent and problematic offenders are identified and effectively managed jointly by partner organisations working together with early action being taken to prevent further offending.

The constabulary monitors the effectiveness of the scheme including how many times participants re-offend. As of September 2015, the constabulary's own monitoring shows that the IOM scheme demonstrated a 60 percent reduction in crime committed by participants on the scheme. The constabulary is in the process of developing a range of more sophisticated measures to better assess the effectiveness of the scheme.

While the number of people the constabulary has referred to the scheme is increasing, there are proportionately fewer Norfolk offenders on scheme than in other force areas. In addition there is a strong focus on offenders who commit serious acquisitive crime,¹² rather than on the broader spectrum of offending, which is not in line with the constabulary's priorities. To address this, the constabulary plans to review the scheme, ensuring that it supports the organisation's focus on protecting vulnerable people and the development of a range of performance indicators to better reflect the contribution of the scheme.

How well does the force deal with sexual and other dangerous offenders?

The constabulary has well-defined processes for identifying and monitoring sex offenders, through its public protection specialist team and the multi-agency public protection arrangements (MAPPA) in place in Norfolk. Skilled and accredited staff use appropriate plans to reduce the risk from registered sex offenders, with clear supervision and governance arrangements.

The total number of registered sex offenders in the county has increased by 10 percent in the 12 months to 1 July 2015. However the number, and proportion, of these identified as very high risk has decreased, from 83 offenders to 35.

The constabulary attributes the reduction in the number of high risk offenders to the implementation of a new national assessment tool.¹³

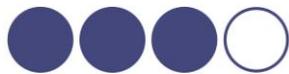
¹² Serious acquisitive crime is defined as domestic burglary, car crime (theft of a vehicle and theft from a vehicle) and robbery.

¹³ Active Risk Management System (ARMS): a structured risk assessment process that takes account of changes in an offender's life as they happen.

Norfolk Constabulary follows the national guidance on managing sexual offenders and violent offenders and has a clear and well-understood process to manage potentially dangerous people (PDP) who fall outside the criteria for inclusion in the formal MAPPA process, but still pose a risk of harm. Only a very small number of PDPs are benefiting from an active risk management process.

HMIC found only limited knowledge amongst frontline officers of how to refer potentially dangerous offenders. While the constabulary uses Sexual Harm Prevention Orders (SHPOs),¹⁴ neighbourhood staff do not know where to find the information relating to offenders who are the subject of SHPOs in their local area. The constabulary needs to ensure that all officers are aware of and contribute to the identification and management of these potentially dangerous offenders.

Summary of findings



Good

Norfolk Constabulary's approach to investigating crime and managing offenders is good. This is consistent with the finding of last year's crime inspection. The constabulary has restructured the way it uses its resources to further improve services, but the constabulary could improve its effectiveness in some minor areas.

The constabulary's processes for the initial allocation and investigation of crimes work well. We found that the quality of subsequent investigations is good with appropriate supervision. Generally the right people with the right skills are used to investigate crime and keep victims safe. The constabulary has a wide range of accredited specialists to support more complex investigations and it recognises the value in providing appropriate training for detectives to ensure it maintains the right skills to consistently provide a good service.

Forensic and digital specialists support investigations well, and investment in staff and technology has reduced delays and improved the quality of service. The constabulary plans to introduce better management oversight when following up on forensic evidence. Similarly the constabulary needs to supervise better the arrest of those offenders who fail to surrender to police and court bail and those circulated as wanted nationally.

The constabulary works well with partner organisations to identify and divert vulnerable offenders away from the criminal justice system, and also with repeat and dangerous offenders to stop them re-offending.

¹⁴ As of March 2015, Sexual Harm Prevention Orders (SHPOs) is the new name for Sexual Offences Prevention Orders (SOPOs). These 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 a defendant.

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

This question was inspected between June and August 2015, and the full report was published in December 2015.¹⁵ The following is a summary of the findings.

Summary of findings



Norfolk Constabulary provides a good service, effectively identifying repeat and vulnerable victims and responding to them well. The chief officer team provides strong leadership which ensures that protecting vulnerable people is a priority. Many vulnerable victims in Norfolk are well-supported and victims are kept safe from harm. HMIC judges the constabulary's performance as good.

The constabulary has committed significant effort and resource to offer a high-quality service to the public in this area. The chief officer team has made keeping people safe a clear priority for the constabulary, and police officers and staff understand and share this commitment. To translate this priority into practice, the constabulary has invested more resource in the parts of its organisation which supports those who are vulnerable and keeps them safe. The constabulary needs to continue to build on this investment, and the good work seen by HMIC, in order to maintain confidence that risk of harm to vulnerable people is identified early and that its promising approach results in a consistently high quality service.

The constabulary effectively identifies repeat and vulnerable victims and responds to them well. Also, it investigates crime committed against the most vulnerable victim's well, with generally the right level of expertise involved in the right complexity of investigation. However, HMIC did identify that specialist investigators were not always involved in cases which had initially been allocated to non-specialist staff and subsequently became more complex. This matter has now been addressed by the constabulary.

There is a clear, structured and well-supervised process for responding to reports that children are missing or absent. Work between professionals in the multi-agency safeguarding hub (MASH) helps keep these children safe, and provides effective escalation should there be increased levels of risk.

HMIC found that Norfolk Constabulary has made a good start in ensuring it is well prepared to tackle child sexual exploitation and must now build on this initial

¹⁵ *PEEL: Police effectiveness 2015 (Vulnerability) – Norfolk Constabulary*, HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-norfolk/

approach and have confidence that this ambition becomes consistent operational practice. This inspection considered how well-prepared the constabulary is to tackle child sexual exploitation. The constabulary was also subject to a post-inspection visit of its child protection services. The more detailed findings from that review published in October 2015¹⁶ should be read in conjunction with this inspection report.

Officers who attend domestic abuse incidents know how to assess risk and keep victims safe. They can refer to a helpful booklet and check list to ensure this process is done properly and HMIC found that they were well supervised.

Norfolk Constabulary has made good progress since HMIC's domestic abuse inspection in 2014. For example, the constabulary has brought together those staff responsible for safeguarding victims and those who carry out specialist investigations.

¹⁶ *National Child Protection Inspection Post-Inspection Visits – Norfolk Constabulary*, HMIC, October 2015. Available from: www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/norfolk-ncpi-post-inspection-visit.pdf

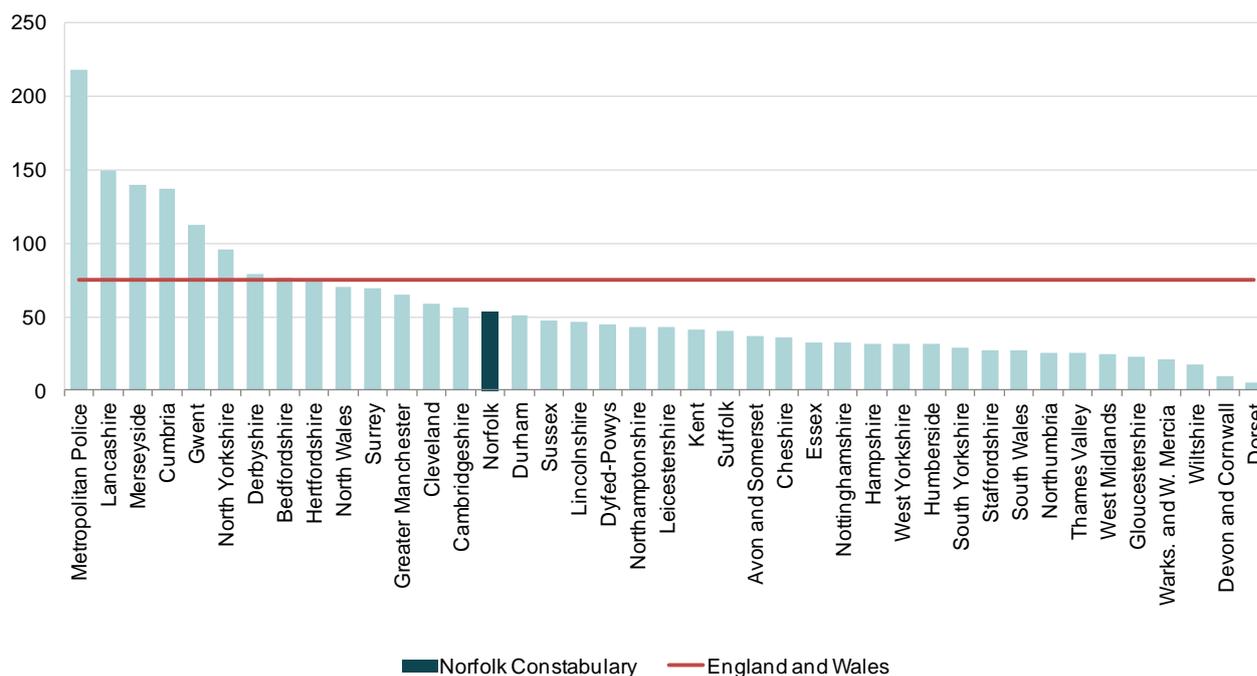
How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

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 play 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 tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level. They also use specialist capabilities (for example surveillance and undercover policing) where appropriate in order to protect the public from highly sophisticated and rapidly changing organised criminal threats. A number of forces within a regional area often share specialist capabilities as this provides better value for money and is a more efficient way of working.

As at 30 June 2015, Norfolk Constabulary was actively disrupting, investigating or monitoring 47 organised crime groups (OCGs). This represents 54 OCGs per one million of the population.

Figure 6: Organised crime groups per one million population, by force, as at 30 June 2015^{17 18}



Source: HMIC data collection

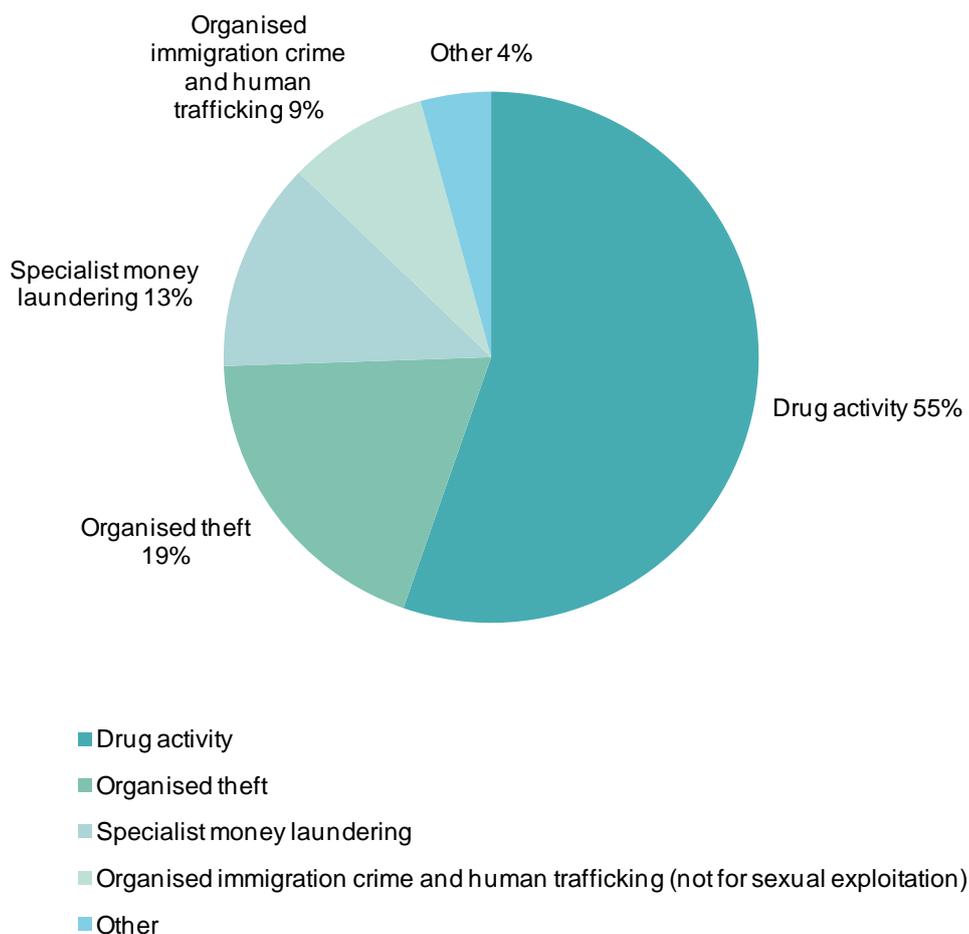
Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality, this indicates their most common characteristic. 'Drug activity' was the predominant crime type (55 percent) of the OCGs managed by Norfolk Constabulary as at 30 June 2015. 'Drug activity' was also the most common predominant crime type recorded by all forces in England and Wales,¹⁹ with 64 percent of all OCGs classified in this way.

¹⁷ City of London Police data has been removed from the chart as its OCG data is not comparable with other forces due to size and its wider national remit.

¹⁸ 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.

¹⁹ The Metropolitan Police Service is not included in the England and Wales figure because it does not categorise in the same way as other forces; by the predominant form of criminal activity.

Figure 7: Force organised crime groups by the predominant crime type, as at 30 June 2015²⁰



Source: HMIC data collection

Serious and organised crime is one of six national threats specified within *The Strategic Policing Requirement*.²¹ These are terrorism, serious and organised crime, national cyber-crime incidents, threats to public order or public safety, civil emergencies, and child sexual abuse. These are complex threats which means that forces must work together to respond to them effectively. 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 the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

²⁰ Figures may not sum to 100 percent, due to rounding.

²¹ *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

The Home Secretary issues the SPR annually, 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.

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

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

Norfolk Constabulary has a good understanding of the threat and risk posed by serious and organised crime in the county. Norfolk and Suffolk constabularies have undertaken joint analysis to better understand the threat, risk and harm posed by serious and organised crime in the communities of both counties.

In line with national guidance, this analysis is contained within a serious and organised crime local profile. This enables both constabularies to effectively plan and allocate the right level of resources to tackle serious and organised crime. However, this local profile is primarily based on law enforcement data and would benefit from greater input from information held by local partner organisations.

Understanding of OCGs is still very much led by Norfolk and Suffolk constabularies, although a recently-established local organised crime partnership board may assist in developing a wider understanding of the threat posed by serious and organised crime, enable information-sharing to develop a more accurate picture of the threat posed by these groups, and support joint responses.

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. Police forces, ROCUs, the NCA and a number of non-police organisations such as Border Force, use OCG mapping.

Despite the use of standard software and methods, forces carry out OCG mapping inconsistently and there is significant variation in the number of mapped OCGs per head of population across England and Wales. This inconsistency is partly due to the unavoidably subjective nature of some aspects of the mapping procedure, which relies on human judgment as well as computer algorithms. Sometimes, groups exhibiting similar characteristics are scored in different ways, and forces do not always use the full range of information available to generate OCG scores, which can compromise their accuracy and usefulness.

For these reasons, HMIC has recommended that ROCUs assume responsibility for OCG mapping on behalf of their constituent forces.²²

22 *Regional Organised Crime Units: A Review of Capability and Effectiveness*, HMIC, December 2015. Available from: www.justiceinspectors.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf

Norfolk Constabulary accesses the intelligence held by other government agencies through the Government Agency Intelligence Network (GAIN), the GAIN network allows forces to draw on the intelligence held by other agencies to help disrupt organised crime groups. The constabulary has made few referrals to GAIN when compared to other forces in England and Wales. There were no referrals during the 12 months to June 2014, and only one in the 12 months to June 2015. While the force is looking to increase the number of referrals, the force needs to ensure it is making the most of the intelligence that is available to tackle organised crime.

The constabulary is an active participant in the regional police meeting which shares intelligence on OCGs affecting the East of England. It gathers information from the National Crime Agency (NCA) and internationally from EUROPOL, as well as other police forces.

Norfolk Constabulary is developing its understanding of OCGs involved in human trafficking and modern-day slavery. For example, Operation Stonesby and Operation Sudden in Great Yarmouth are bringing the police together with a range of other organisations including; Immigration Enforcement, DWP, HM Revenue and Customs, the Red Cross and the Salvation Army. Through sharing intelligence, the agencies contact local businesses thought to be exploiting eastern European workers, to identify human trafficking or modern slavery offences and build relations and contacts with the eastern European community to gather further intelligence.

The constabulary recognises that its current IT systems are unable to highlight easily individuals suspected of involvement in organised crime to frontline staff. It anticipates that a new IT system being introduced in October 2015 will solve this problem.

In HMIC's 2014 crime inspection of Norfolk Constabulary we recommended that there should be greater clarity of management and responsibility in relation to tackling organised crime groups; with relevant staff within the constabulary being made aware of the tasks they need to perform in order to disrupt and dismantle the groups' criminal activities. Norfolk Constabulary has provided the necessary clarity in managing organised crime groups, and is working to improve awareness among frontline staff of organised crime groups operating in their area. The constabulary has identified and trained some local staff on each of the six policing districts.

These officers are now responsible for developing intelligence on the groups in their area and supporting activity to disrupt them, using local staff where they see it as appropriate.

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

Overall, the constabulary works effectively in response to serious and organised crime. It has effective processes in place to prioritise, manage and monitor both visible and undercover enforcement activity against OCGs. To make best use of

resources it has joined forces with Suffolk Constabulary to provide a joint response across both counties under the leadership of a single chief officer.

Norfolk is also supported by the regional organised crime unit made up of staff from the police forces in the Eastern region, namely; Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Norfolk and Suffolk. This unit was established in 2010 to combine specialist resources to identify, disrupt and dismantle organised crime groups whose activities affect adversely the Eastern Region.

There are clear lines of accountability and responsibility between the constabulary and the regional unit with an established process to identify and co-ordinate activity across a range of forces and organisations. These arrangements provide the constabulary with access to a wide range of specialist teams and tactics to effectively tackle serious and organised crime.

The constabulary reviews existing and emerging OCGs each month to ensure that it prioritises and co-ordinates activity to tackle them. Again this is done in collaboration with Suffolk. The constabulary reviews activity against each group as part of its plan to disrupt and ultimately dismantle these groups. It also discusses and agrees future activity, seeking specialist resources where appropriate. We found an effective process to allocate limited specialist resources through both the joint constabulary and the regional organised crime unit serving all forces in the Eastern region.

Norfolk Constabulary has recently invested additional resources to tackle the growing threat posed by cyber-crime and restructured its surveillance team to align with the regional way of working.

Norfolk Constabulary uses the national assessment model to assess the impact of its activity once organised crime groups have been disrupted or dismantled, ensuring that it applies the appropriate level of oversight and scrutiny. The constabulary reviews its tactics regularly to improve future operations and predict costs more accurately. This will allow the constabulary to better understand what works and how much various tactics cost so that it can ensure it is achieving best value for money in using its resources.

How effectively is the force working with partners to prevent serious and organised crime?

Norfolk Constabulary works well with other forces, law enforcement agencies and other organisations to tackle serious and organised crime.

The constabulary has undertaken joint operations with other organisations to keep people safe from organised crime groups. An example being a joint operation with the a refugee organisation in Great Yarmouth, providing foreign nationals with advice and support to prevent this vulnerable section of the community from becoming victims of organised crime groups.

Successes in tackling serious and organised crime are publicised on the websites of Norfolk Constabulary (www.norfolk.police.uk/) and the eastern region special operations unit (www.ersouroc.org.uk/), for example the jailing of a Norfolk drugs gang in March 2014 for a total of 65 years. This reassures the community that the police are effectively fighting organised crime and also sends a warning to criminal groups operating in the area.

How effective are the arrangements in place to ensure that the force can fulfil its national policing responsibilities?

It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to the six national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

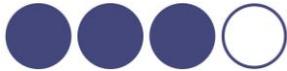
Norfolk Constabulary has effective processes in place to ensure that it can fulfil its national policing responsibilities. The constabulary jointly manages its response to the SPR in collaboration with Suffolk Constabulary, with clear lines of responsibility and accountability. The constabulary works with the national police co-ordination centre (NPoCC) to test its response which is reviewed every three months.

The constabulary has carried out a strategic assessment of the six SPR threats and each one has a nominated chief officer lead, taking responsibility to ensure that the constabulary can meet its obligations at county, regional and national levels.

In its response to civil emergencies, the constabulary effectively develops plans, and tests these plans against a variety of scenarios. In November 2014, it held an exercise to test the response to a large hazardous chemical incident. This exercise involved all the emergency services to ensure that all agencies can work effectively together to protect the public. The constabulary produced a detailed report following the exercise in January 2015 to learn from the experience.

In addition to this, the constabulary reviews regularly its responsibilities to provide specially trained officers to respond to national public order incidents. The constabulary is required to provide seven fully trained and equipped public order units but trains more to ensure that it has the capacity to meet this requirement.

Summary of findings



Good

Norfolk Constabulary is generally effective at identifying and tackling serious and organised crime groups in its area. This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

Norfolk Constabulary works effectively with Suffolk Constabulary to pool resources and provide a better service. It has a good understanding of the threat posed by serious and organised crime, it responds well to tackle it and continues to develop the involvement of partner organisations in its response. We saw good examples of effective work to disrupt organised crime and to protect vulnerable communities from being targeted by organised crime groups. It also has access to an extensive range of specialist policing capabilities provided by the Eastern Region Special Operations Unit.

HMIC's crime inspection in 2014 identified the need for greater clarity in the responsibilities and management of tackling organised crime groups. The constabulary has largely addressed this and has raised awareness among frontline staff of organised crime groups operating in their area.

We found robust arrangements to oversee the constabulary's national policing responsibilities, and to test its responses.

Areas for improvement

- The constabulary should add relevant data from partner agencies to its serious and organised crime local profile, and ensure that it has a local partnership structure in place with responsibility for tackling serious and organised crime.

Annex A – HMIC judgments

Our judgments

The judgment categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how effective the force is at keeping people safe and reducing crime; it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the effectiveness the force is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;
- the effectiveness of the force requires improvement, and/or there are some weaknesses; or
- the effectiveness of the force is inadequate because it is considerably lower than is expected.