Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of Warwickshire Police

Contents

Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

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

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

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

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

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

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

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

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[1] HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

Force in numbers

Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

Warwickshire Police	England and Wales
193	240

Crime (excluding fraud)

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

Warwickshire Police	England and Wales
58	68

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

Warwickshire Police	England and Wales
+10.7%	+7.8%

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

Warwickshire Police	England and Wales
-4.1%	-3.4%

Crime outcomes*

Charged/summonsed

Warwickshire Police	England and Wales
10.7%	12.1%

Evidential difficulties: suspect identified but victim does not support action

Warwickshire Police	England and Wales
13.2%	10.6%

Investigation completed but no suspect identified

Warwickshire Police	England and Wales
46.3%	47.4%

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

Anti-social behaviour

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

Warwickshire Police	England and Wales
30	31

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

Warwickshire Police	England and Wales
32	34

Domestic abuse

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

Warwickshire Police	England and Wales
11	16

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

Warwickshire Police	England and Wales
11.5%	11.1%

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

Warwickshire Police	England and Wales
8.5%	10.0%

Organised crime groups

Organised crime groups per million population as at 1 July 2016

Warwickshire Police	England and Wales
27	46

Victim satisfaction rate

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

Warwickshire Police	England and Wales
85.3%	83.3%

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

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

Overall judgment[2]

Good

Warwickshire Police has been assessed as good in respect of how effective it is at keeping people safe and reducing crime. This is an improvement on last year's assessment, when we judged the force to require improvement. In particular, the force has made good progress in how it identifies and responds to vulnerability, and there have also been improvements in how the force tackles serious and organised crime.

Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?	**Requires improvement**
How effective is the force at investigating crime and reducing re-offending?	**Good**
How effective is the force at protecting those who are vulnerable from harm, and supporting victims?	**Requires improvement**
How effective is the force at tackling serious and organised crime?	**Good**
How effective are the force's specialist capabilities?	**Ungraded**

The force operates on a solid foundation of local policing from which safer neighbourhood teams work well with local communities. As part of their day to day activity, officers, and police and community support officers (PCSOs) take time to find out what matters to local people. However, there remain areas where local policing could be improved. If the force knew more about local demographics and population trends, it would be in a better position to prioritise resources and plan for the future. Although there is no doubt that the force is committed to tackling

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

problems in local communities, it does not evaluate its problem-solving projects properly. These are highlighted in this report as areas for improvement.

The force is changing its operational practices for criminal investigations. It is allocating more investigations which involve vulnerable victims to specialist investigators to ensure that the victims receive an enhanced service. As a consequence, more crime is now being managed by neighbourhood and emergency response officers. Standards of investigation among these groups of officers are inconsistent and need to improve.

Following concerns we raised in 2015, the force has increased its ability to download evidence from smartphones, tablets and other devices. More investigations now rely on digital evidence. The force has done well to make the retrieval of this evidence part of its routine investigative practice.

The public can feel confident that Warwickshire Police protects vulnerable people and supports victims. Since HMIC last examined this area in 2015, the force has improved the service it provides to missing children in particular, although it now needs to understand how it can increase the support it gives to victims of domestic abuse.

HMIC also found improvements in how the force tackles serious and organised crime. It works with partners to limit the harm which is caused by members of organised crime groups, which reflects national good practice.

In addition, this inspection examined the force's specialist capabilities and found that Warwickshire Police has good arrangements in place to respond to the national threats set out in the *Strategic Policing Requirement*. It is well prepared to respond to an attack which requires an armed response, and regularly tests its firearms capability.

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

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

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

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

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 4.1 percent in Warwickshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 3.1 percent in Warwickshire, compared with a decrease of 0.5 percent for England and Wales as a whole.

Figure 1: Police-recorded crime rates (per 1,000 population) in Warwickshire, for the five year period to 30 June 2016
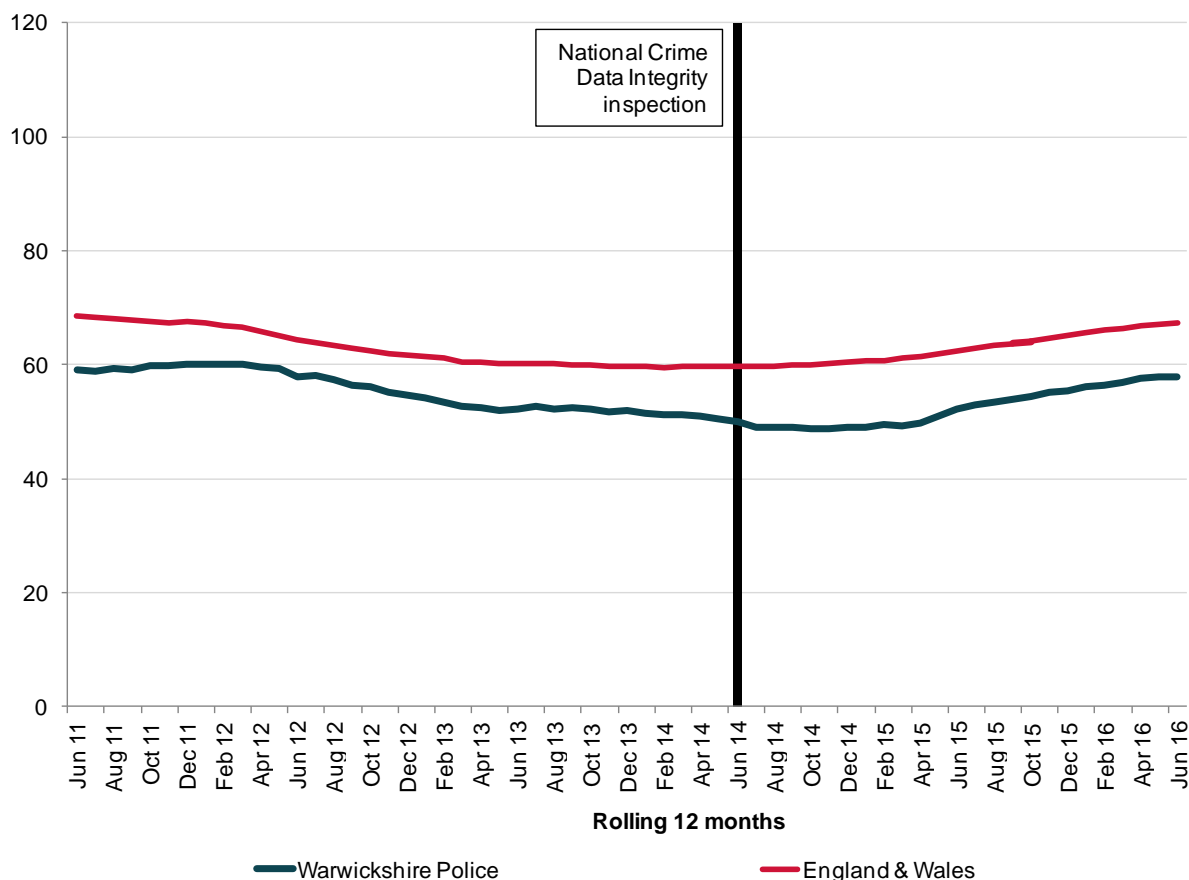
Source: Home Office data
For further information about these data, please see annex A

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Warwickshire increased by 10.7 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Warwickshire compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

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

Rates per 1,000 population	Warwickshire Police	England and Wales
Recorded crime (excluding fraud)	57.9	68.2
Victim-based crime	52.4	60.4
Sexual offences	1.9	1.9
Assault with injury	6.4	7.0
Burglary in a dwelling*	6.3	8.1

* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population

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

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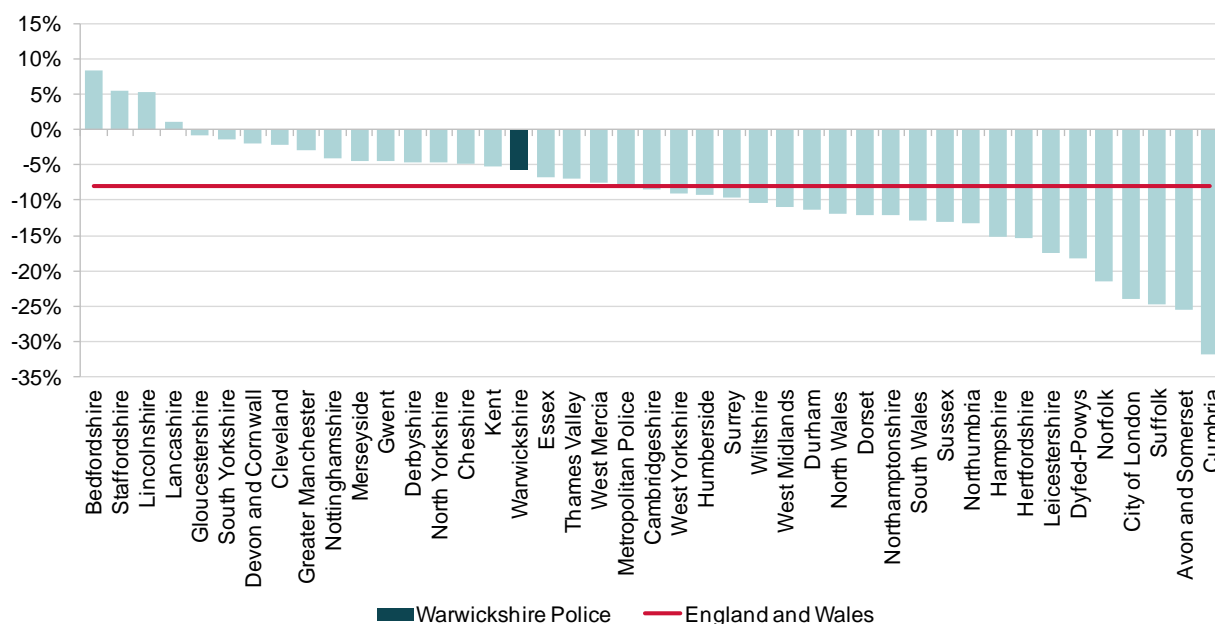
Source: Home Office data
For further information about these data, please see annex A

In the 12 months to 31 March 2016, Warwickshire Police recorded 30 incidents of anti-social behaviour per 1,000 population. This is 6 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. In England

and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

How effectively does the force understand the threat or risk of harm within the communities it serves?

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

Does Warwickshire Police understand the risk posed to its communities?

In order to understand the threat and risk faced by communities and to tackle crime and anti-social behaviour successfully, police forces need an effective model of local policing. The model should ensure that police officers and PCSOs can devote sufficient time to community engagement, targeted foot patrols and work with partners to protect communities and prevent crime. It is the successful undertaking of these three activities that leads to crime reduction and increased public confidence.

Warwickshire Police recognises the value of having dedicated officers and staff working within neighbourhoods to prevent crime and anti-social behaviour. It ensures that each area has a designated safer neighbourhood team (SNT), consisting of neighbourhood police officers and police community support officers (PCSOs). Response officers, who respond to emergencies, work alongside safer neighbourhood teams,.

HMIC has found that in some forces, safer neighbourhood team officers and staff are sometimes taken away from their communities to cover staff shortages in other areas. This can have a detrimental effect on community policing. In the case of Warwickshire Police we found that although safer neighbourhood team staff are sometimes moved from their core roles, this does not happen frequently. This means they have enough time to work on problem-solving and preventative patrolling. However, this redeployment to cover staff shortages appears to be increasing, and

this reduces the force's involvement in local communities. HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been a decrease in public satisfaction with Warwickshire Police. Some 405 people were interviewed and 49 percent were very or fairly satisfied with local policing in their area. This is a 15 percent decrease on 2015.[3]

We also noted a decline in public perceptions of the visibility of policing in Warwickshire compared with 2015. Only 17 percent of people surveyed said they had seen a uniformed police officer in the area where they live.

In HMIC's 2015 effectiveness inspection, we commented on how neighbourhood officers and staff had access to different types of information, including crime and incident data, to help them prevent crime and keep people safe. This year, we checked with the safer neighbourhood staff to determine how effectively the force uses intelligence to identify the risk of harm within its communities. HMIC found that officers and staff use several different systems to identify and record activity relating to offenders, crime and disorder 'hot spots' and vulnerable people. Although the force records information comprehensively, accessing the data can be awkward as it is stored in several different databases. However, we acknowledge that the force's plans to introduce new IT systems are at an advanced stage and should lead to improvements in working practices.

We noted how the safer neighbourhood teams decide on local policing priorities. However, the force does not produce community profiles, and HMIC saw limited evidence of any activity to identify which threats or risks are affecting harder to reach, vulnerable or emerging communities. More positively, we found that safer neighbourhood teams were enthusiastic, committed to their roles, and had a clear understanding of the importance of protecting vulnerable people.

How does Warwickshire Police engage with the public?

The force uses a variety of methods to communicate with the public. These include community forums, police surgeries and electronic mail shots. Some officers and PCSOs use Twitter and Facebook. However, this is more a reflection of the localised efforts of motivated officers and PCSOs rather than a formal force-wide public communication strategy.

The absence of a communication strategy means that effective communication with newly-settled or hard-to-reach communities cannot be guaranteed. This could mean that policing priorities do not truly represent the needs of all communities, and instead rely on the professional judgement of individual officers and staff.

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[3] For further detail, see Annex A

How effectively do force actions and activities prevent crime and anti-social behaviour?

Effective forces use a range of options to prevent crime, tackle anti-social behaviour and keep people safe. They use structured approaches to solving local problems which aim to rid communities of criminal and anti-social behaviour. They also use a range of legal powers and specific tactics which vary depending on the situation. HMIC expects forces to review their activity as well as other sources of evidence in order to improve their ability to protect people over the long term.

Does the force have a problem-solving approach?

During our inspection, we scrutinised how Warwickshire Police's use of tactics and interventions prevents crime and anti-social behaviour. We found that the force demonstrates a strong commitment to protecting people from harm. The force states that its officers and staff use the SARA problem-solving model. However we found inconsistent use of the SARA model. Some officers were using different problem-solving models, and others did not use a structured model at all.

In HMIC's 2015 effectiveness inspection, we found that the force's general approach to problem-solving depended on knowledgeable officers and staff, because the force did not provide any problem-solving training. Although problem-solving activity continues to form part of the safer neighbourhood teams' work, staff have not been trained in problem-solving techniques. Reassuringly, we did find good evidence of problem-solving work taking place at a local level, including the use of powers to tackle crime and anti-social behaviour.

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

The force makes use of a range of powers to tackle anti-social and criminal behaviour, including the use of Criminal Behaviour Orders and dispersal powers, although it had not made any use of civil injunctions in the 12 months ending 30th June 2016. 36 percent of the members of the public surveyed by Ipsos MORI thought that Warwickshire Police was effective in tackling anti-social behaviour, and only 49 percent were very satisfied or fairly satisfied with local policing. This is in line with the findings for England and Wales as a whole.

Warwickshire Police has formed a formal alliance with West Mercia Police, and both forces collaborate and share resources extensively. This is a mature arrangement and its programme of change is known as StraDA (strengthening and deepening the alliance). Daily management meetings in both the force and the alliance are based on an assessment of threats and risk known as THRIVE.[4] THRIVE ensures that the force provides the most appropriate response to incidents and events, relative to the

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[4] The THRIVE concept assesses threat, harm, risk, investigation opportunities, the vulnerability of the victim and the engagement level required to satisfactorily resolve calls for service and investigations.

level of threat or risk of harm involved. We saw that particular attention is given to incidents involving missing or vulnerable people, or people who are wanted by the police and who are likely to re-offend. Our observations of the daily management meetings confirmed that the transfer of resources across alliance boundaries is seamless and takes into consideration the types of specialist support which is available from other public services, including the local authority and the organisations that support victims. The process is managed well, ensuring that resources are allocated where they are needed most.

We found effective joint working with several local organisations. Much of this is organised by community safety partnerships (CSP).[5] Other examples include the justice centres at Leamington Spa and Nuneaton, where several criminal justice and other public service organisations work together in the same buildings. This ensures a more co-ordinated approach to law enforcement and victim care. We identified examples of neighbourhood policing teams working with other public services to tackle hate crime, rural crime, drug dealing and problems linked to car cruises. However, some partner organisations were concerned about the extent to which officers' knowledge of powers to tackle anti-social behaviour vary. It is important that officers and staff know how enforcement powers, including orders and injunctions, can be used effectively as part of a problem-solving approach.

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

The public can remain confident that the force is continuing to work well to prevent crime and anti-social behaviour. However, there is still room for improvement in the way that the force formally evaluates its problem-solving activities and uses sources of evidence and good practice to improve the way it works.

HMIC does not doubt that problem-solving is an important part of local policing, but the force does not currently evaluate its effectiveness or the success of local projects. In other forces an evaluation of the best tactics to use in any given circumstance is a more mainstream activity. The force should introduce a formal evaluation process of its problem-solving projects and ensure that the results are disseminated to and are accessible to the rest of the workforce.

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[5] CSPs were set up as statutory bodies under Sections 5-7 of the Crime and Disorder Act 1998. Each CSP is made up of representatives from the police and police authority, the local council, and the fire, health and probation services (the 'responsible authorities'). Their mandate is to enable organisations to work together to resolve instance of crime and anti-social behaviour.

Summary of findings

Requires improvement

The manner in which Warwickshire Police prevents crime, tackles anti-social behaviour and keeps people safe requires improvement.

Community policing is the foundation of the force's operating model. Safer neighbourhood teams generally communicate well with local people and listen to their concerns and priorities. However, the force must do more to understand the changing nature of its local communities. This would help support future planning, assist with resourcing decisions and lead to better communication with hard-to-reach communities.

Working alongside partner organisations, Warwickshire Police is committed to helping find solutions to problems in local communities. However, its problem-solving projects would benefit from better evaluation. This would help ensure the best use of resources and identify whether these tactics could be used to tackle similar problems elsewhere.

Areas for improvement

- The force should work with local people and partner organisations to improve its understanding of local communities, including those which are harder to reach, such as migrant communities or elderly people.

- The force should evaluate and share effective practice routinely, both internally and with partners, to continually improve its problem-solving approach to the prevention of crime and anti-social behaviour, including the ways that its neighbourhood policing teams use their enforcement powers effectively.

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

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

How well does the force bring offenders to justice?

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

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat[6] warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some crime types such as sexual offences, the delay between a crime being recorded and

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

an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

Figure 4: Proportion of outcomes assigned to offences recorded in Warwickshire Police, in 12 months to 30 June 2016, by outcome type[7,8]

Outcome number	Outcome type / group	Warwickshire Police	England and Wales
1	**Charged/Summonsed**	**10.7**	**12.1**
4	**Taken into consideration**	**0.4**	**0.2**
	Out-of-court (formal)	**4.1**	**3.2**
2	Caution - youths	0.3	0.4
3	Caution - adults	3.2	2.3
6	Penalty Notices for Disorder	0.5	0.6
	Out-of-court (informal)	**3.0**	**3.6**
7	Cannabis/Khat warning	0.6	0.9
8	Community Resolution	2.4	2.8
*	**Prosecution prevented or not in the public interest**	**0.6**	**1.8**
	Evidential difficulties (victim supports police action)		
15	Suspect identified	10.1	8.3
	Evidential difficulties (victim does not support police action)	**15.9**	**13.8**
16	Suspect identified	13.2	10.6
14	Suspect not identified	2.8	3.2
18	**Investigation complete – no suspect identified**	**46.3**	**47.4**
20	**Action undertaken by another body / agency**	**0.5**	**0.6**
21	**Further investigation to support formal action not in the public interest**	**0.7**	**0.1**
	Total offences assigned an outcome	**92.3**	**91.3**
	Not yet assigned an outcome	**7.7**	**8.7**
	Total	**100.00**	**100.00**

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

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

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

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

In the 12 months to 30 June 2016, Warwickshire Police's use of 'further investigation to support formal action not in the public interest' was among the highest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

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. 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.

How effective is the force's initial investigative response?

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

Control room response

Warwickshire Police evaluates incidents thoroughly using the THRIVE process, which considers the needs of callers and the harm which they may be exposed to. Staff working through the THRIVE process will also identify the needs of victims and people, other than the caller, who are affected by the incident, ensure that their immediate needs are met, and that the right levels of support are provided throughout the course of any investigations.

HMIC examined how the force's control room practices support prompt identification of repeat victimisation or other forms of vulnerability. There are clear procedures for staff to follow, and inspectors found that call-handlers were skilled in gathering evidence when people reported crimes. There are also procedures in place to allow some reports of crime to be handled over the telephone when this is appropriate. The force has an effective quality-assurance process in place to support learning among officers and staff who are involved in call-handling and despatch roles, and it is evident that the alliance is now benefiting from its investments in this area.

How well do response officers investigate?

We found the standard of investigation at the first point of contact with victims to be acceptable. This is significant, because securing evidence at the time of, or soon after, a crime has been committed, is vital if an investigation is to be successful. It also means that victims are more likely to have confidence in the police service.

The initial investigation of crime is overseen by operational sergeants and inspectors who are supported by control room supervisors. Advice from specialists is also available. The force clearly identifies and prioritises crime scenes. However, crime scene investigators (CSI) are not always used in the most effective way. This is because under the force's current policies, the deployment of CSIs is prioritised by the type of crime which has been committed rather than either the vulnerability of the victim or the likelihood of forensic evidence being found. This policy appears to be at odds with the force's commitment to victims under THRIVE assessments. It also puts pressure on CSIs to attend scenes where forensic opportunities might be limited.

In addition, some response officers whom HMIC spoke with felt that they were under regular pressure to attend other emergency calls, which could lead to initial enquiries not being completed properly.

How effective is the force's subsequent investigation?

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

Quality of the investigation

Warwickshire Police generally conducts thorough investigations, but both emergency response and neighbourhood officers are under some pressure, and there are signs that the quality of their investigations has deteriorated.

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered. Delays were sometimes apparent, supervision

was not always assured and, occasionally, insufficient care was shown towards victims. There was some evidence of guidance and direction being recorded by supervisors on the investigation reports we examined, but this was inconsistent. Reassuringly, further testing indicated that general standards were better, but some officers that we spoke to felt that they were not appropriately trained to tackle the investigations which had been assigned to them.

The picture was different among specialist investigators in CID teams. Here the majority of investigations involving vulnerability have been mainstreamed as core activity. Investigations are allocated to investigators on the basis of THRIVE assessments so that victims receive a standard of service which is appropriate to their needs. HMIC also found that funding provided by the police and crime commissioner has supported these developments.

HMIC's observations of the force's daily management meetings confirmed that allegations of crime are properly allocated for investigation. Response officers told us about the improved availability of specialist investigators to take responsibility for investigations which might, in the past, have been investigated by response officers.

Support to investigations

During our inspection, we also reviewed the way that the force responds to incidents out-of-hours and at weekends. The force operates on-call arrangements for its specialist functions, and the new operating model provides an increase in the availability of specialist investigators. The force also has adequate intelligence and forensic capabilities to support investigations. A dedicated team called 'i24' is located in one of the alliance's control rooms and provides 24 hour-a-day intelligence-handling capabilities.

In HMIC's 2015 effectiveness inspection, we recommended that the force improved its ability to retrieve evidence from mobile phones, computers and other electronic devices to prevent investigations from being delayed. During this year's inspection, we found that the force has taken positive steps to ensure that it has sufficient capacity to manage digital device examination. The strategic alliance has used an independent contractor to review its approach and has also introduced both a triage system and twelve forensic kiosks for the forensic examination of SIM cards.

The alliance told us that 50 officers have now been trained to use the kiosks, with an additional 150 officers being trained over the longer-term. It also stated that it had reduced its backlog of digital forensic items during 2016, from 520 in January to 380 in October. The alliance predicts that there will be increased pressure in this area, particularly in relation to investigations involving indecent images of children. In response, the alliance's serious and organised crime unit (SOCU) has boosted its capacity to provide forensic examination of digital devices.

Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,[9] which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

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

Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force[10,11]
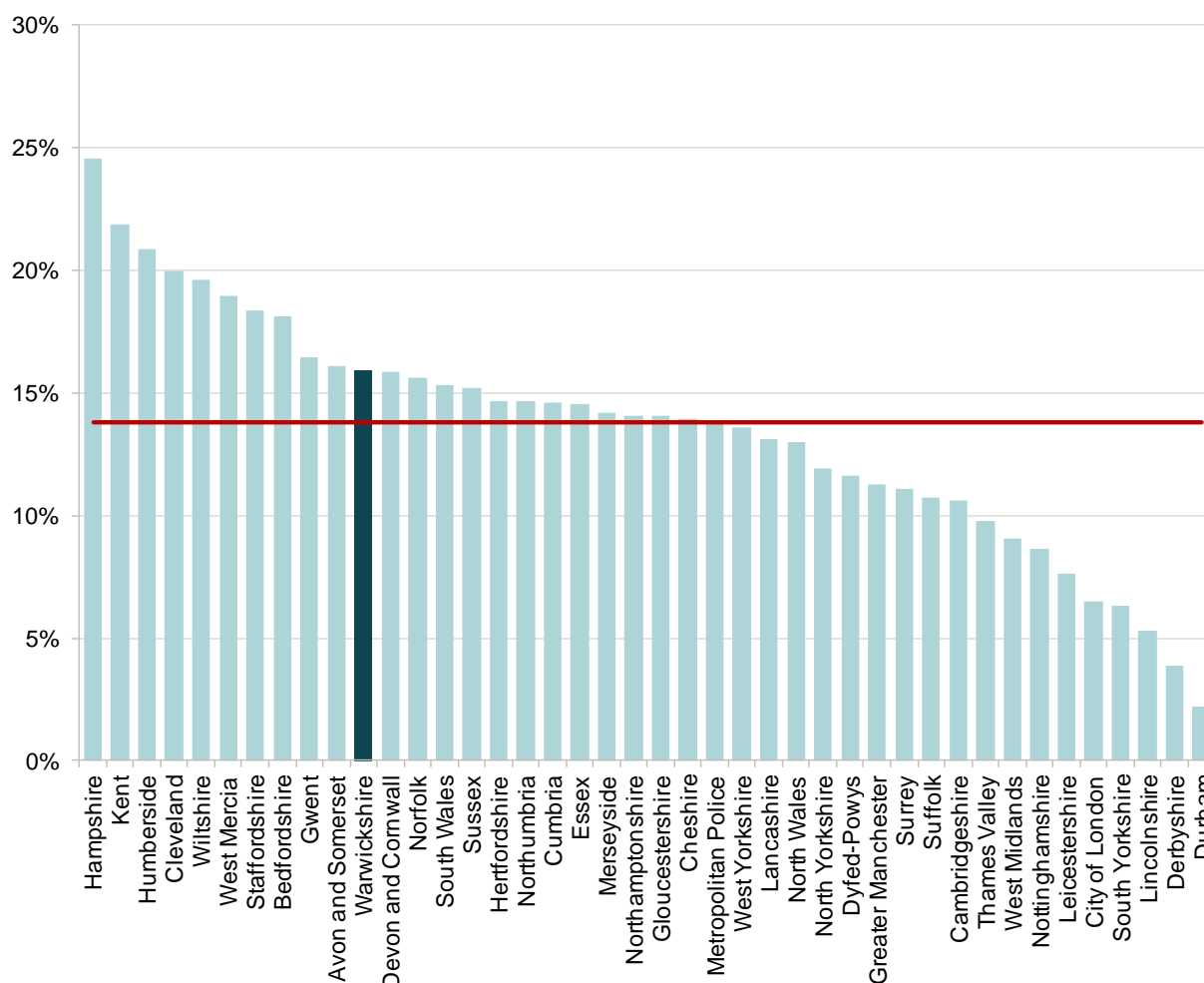
Source: Home Office crime outcomes data
For further information about these data, please see annex A

For all offences recorded in the 12 months to 30 June 2016, Warwickshire Police recorded 15.9 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

Warwickshire Police understands the importance of keeping victims at the centre of its investigations. We found that officers understood the requirements of the *Code of*

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

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

Practice for Victims of Crime,[12] which sets out the levels of service that victims should receive from all organisations that have a role in the criminal justice system, including police forces.

The force's crime management system automatically reminds the investigator and supervisors when a victim is due to be informed about the progress of an investigation. The force's performance management framework is being developed to provide an overview of its compliance with the code of practice. This should be a valuable addition to the good use which the force already makes of survey data to understand the overall experience of the victim.

How effectively does the force reduce re-offending?

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

How well does the force pursue suspects and offenders?

Warwickshire Police actively manages offenders who pose a risk to the public. It uses the THRIVE model to prioritise its responses and reviews its activities at local and alliance-wide levels. Information about people who are wanted by the police is updated and circulated daily throughout the force. Identification of offenders using forensics is managed through the force's forensic management system.

The public can have confidence that Warwickshire Police pursues known suspects and identifies arrested offenders who are foreign nationals. It also makes good use of the Association of Chief Police Officers Criminal Records Office (ACRO). ACRO was founded in 2006 and enables the exchange of criminal records with European and other signatory nations. It is important that forces make use of this facility when foreign nationals are arrested. This is because when a person's overseas offending history is not known to police forces in England and Wales, it is difficult to assess accurately whether or not they will re-offend, or the level of harm which they might present to the public.

The alliance has previously seconded an officer to ACRO to develop a process for checking all arrested foreign nationals against the database. HMIC saw a number of good case studies where use of ACRO had led to the deportation of foreign nationals after they had been convicted of offences. The force's rate of arrest of foreign

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[12] All police forces have a statutory duty to comply with the code of practice for victims of crime. The code sets out the service that victims can expect from all organisations, including the police; that have a role in the criminal justice system. The code of practice for victims of crime, among other things, requires that officers provide regular updates to victim of crime on the progress of investigations: www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime

nationals is lower than the rest of England and Wales, but nevertheless it is reassuring that the force is protecting its communities from this type of harm.

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

In relation to the most prolific offenders, the force understands the importance of a co-ordinated approach from all organisations involved in criminal justice. The force has established integrated offender management (IOM) arrangements with the probation service, housing providers, local councils and other criminal justice professionals, to address the needs of the offenders who present the most risk of harm to society. IOM brings together the work of these professionals to discourage offenders from committing crimes, and to support them in rebuilding their lives. In Warwickshire, the IOM teams form part of Leamington Spa and Nuneaton justice centres.

The force has a broad range of offenders in IOM programmes, which reflects its vision that the prevention of re-offending is 'everyone's business' and not just the responsibility of specialist officers. HMIC found that in many IOM units across England and Wales, groups of offenders mainly include robbers, thieves, burglars and shoplifters. Warwickshire Police by contrast, has worked hard with partners to include a greater proportion of violent offenders, and offenders who are involved in organised crime.

During our inspection, we saw how neighbourhood officers update relevant risk-management plans with details of their work and officers are clearly directed to arrest dangerous offenders as quickly as possible. Re-offending being 'everyone's business' is also reinforced by the involvement of CSP managers in selecting offenders for the IOM programmes. Their perspectives on which types of offenders should be included in these programmes ensure that the interests of local communities are more likely to be reflected in the work of offender management.

HMIC found that the workload of specialist officers and members of staff responsible for individual offenders was manageable. Individual caseload sizes are below the national average and staff are supervised well. The force is also taking steps to evaluate the success of IOM programmes, but this work has not been completed.

Warwickshire Police is equally well prepared to manage the risk posed by dangerous and sexual offenders, with clear and effective governance arrangements in place. Its management plans are based on formal risk-assessment procedures that use established national tools. The force works well with partner agencies through the multi-agency public protection arrangements (MAPPA) process. The number of offenders monitored by specialist officers and staff in the force is manageable, and is less than the average individual caseload for other forces.

Additionally, the force makes use of sexual offences prevention orders (SOPOs) and sexual harm prevention orders (SHPOs). Both of these are prohibition orders, issued

by the courts on application by the police. The police can apply for conditions to be placed on people, to restriction their movement, or to limit their contact with people who are potentially at risk, in order to prevent predatory sexual behaviour. 61 orders have been issued in the 2 months to 30 June 2016, with investigative work by the force resulting in a further four individuals going back to court for breaching conditions of orders. Prohibition orders are managed by registered sexual offender (RSO) teams. Specialist officers within these teams are supported by front line neighbourhood teams to help manage the risk of a person reoffending. The force is also exploring how information about sex offenders and other violent people can be shared more readily with front line officers and staff. This should help local officers and PCSOs play a full role in reducing the risk of harm posed to the public by these offenders.

Summary of findings

● ● ● ○   **Good**

The frequency with which offenders are identified when a crime has been committed in Warwickshire is similar to that of other forces in England and Wales. Additionally, the force makes more use of facilities to conclude cases without taking offenders before the court than many forces.

The force's initial assessment of allegations of crime is good. Call handlers accurately assess the level of harm that callers might be exposed to and the service provided generally aligns well with each caller's individual needs.

The standard of crime investigation varies. The investigation of crime involving vulnerable victims is now the responsibility of specialist investigators in CID teams. Their investigation reports are of a good standard, in contrast with the quality of some investigations which we examined elsewhere in the force. These cases were not always supported by plans to guide investigations, and supervision was erratic. New arrangements to allocate crime for investigation appear to have contributed to this situation, although there were signs during the course of the inspection that standards are improving. However, the force needs to seek assurances that during this period of change, services to victims are not compromised.

The force has responded well to comments made by HMIC in 2015 regarding the retrieval of digital evidence to support investigations. Delays in examinations of SIM cards had delayed the conclusion of enquiries and undermined the service provided to victims. Effective measures have been put in place to rectify this.

Offender management is one of the force's strengths, and HMIC found evidence of the force's belief that it should be 'everyone's business'. There are clear signs that it

is becoming part of the force's operational activities. In particular, safer neighbourhood teams are having an increasing impact on curbing re-offending.

Areas for improvement

- The force should put measures in place to ensure that all investigations are of a good standard and are subject to regular, effective supervision.

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

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

Has the force improved since HMIC's 2015 vulnerability inspection?

In 2015, we examined how effective Warwickshire Police was in protecting vulnerable people from harm and supporting victims. Our report PEEL: Police effectiveness 2015 (vulnerability) explained several areas where Warwickshire Police needed to improve. This year, we examined how the force's performance had changed, giving particular attention to those aspects we identified as problematic during our previous inspection.

HMIC found that the force had addressed our concerns about its response to missing and absent children. It had removed the category of 'absent' in its description of missing children, and now categorises episodes as either 'medium' or 'high' risk. We also found that the force's day-to-day practices reflect a greater understanding of factors that increase the risk of harm to children. Changes to call-handling and incident management within the control room are supported by the daily management meeting. They include an appropriate level of oversight of missing person investigations in accordance with the level of threat or risk of harm posed to the child. Warwickshire Police has responded well to HMIC's recommendations. Its action plan is thorough and it has worked with care homes and other agencies to improve its response to persistent and repeatedly missing children. It is using peer assessment to evaluate its processes and performance, and four missing persons co-ordinators have also been appointed across the strategic alliance. These co-ordinators work with partner agencies to reduce the number of incidents involving missing people.

Our previous inspection also identified how Warwickshire Police needed to improve its response to vulnerable victims, by reviewing the behaviour of its officers and staff towards vulnerable people and evaluating the effectiveness of its training, learning and development. This year, we noted that the force has provided training to its officers and staff and has changed its processes relating to the investigation of domestic abuse.

We were pleased to find a real depth of understanding amongst officers and staff regarding the importance of responding appropriately to incidents involving vulnerability, including compliance with the code of practice for victims of crime and the use of domestic abuse risk-assessments. Officers and staff have a greater understanding of the force's approach to vulnerability and consistently demonstrate positive behaviours in relation to vulnerable victims.

How effectively does the force identify those who are vulnerable and assess their level of risk and need?

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,[13] others use the definition referred to in ACPO guidance[14] and the remainder use their own definition.

Warwickshire Police uses its own definition of a vulnerable victim, which is:

> "A person is vulnerable if, as a result of their situation or circumstances, they are unable to take care of, or protect themselves or others from harm or exploitation."

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably

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[13] *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf

[14] 4 The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 17.7 percent of all recorded crime in Warwickshire was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016[15]
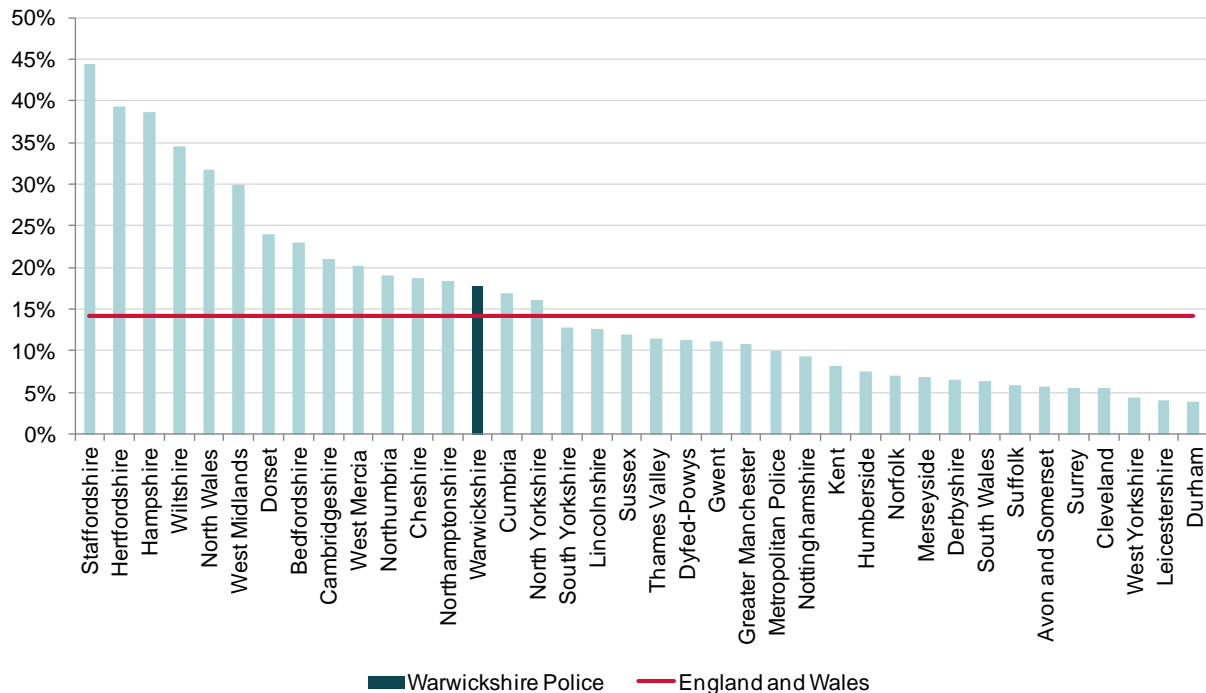
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

Within the Warwickshire and West Mercia alliance, the protection of people from harm is a strategic priority for both forces. Together they aspire 'to be great at protecting the most vulnerable'. We saw that the chief constables of both forces take the lead in communicating this across the workforce.

Both forces have a good understanding of the nature and scale of vulnerability in their local areas. Warwickshire Police has developed several problem profiles for vulnerable people, such as people who are at risk of child sexual exploitation (CSE), human trafficking and domestic abuse. A problem profile uses intelligence and information to provide a better understanding of a specific type of crime or of an emerging problem. If data and intelligence is brought together in a problem profile this can help the force to identify possible victims, address intelligence gaps and spot opportunities for crime prevention or reassurance. The force's problem profiles are good, the data they hold is broken down by ethnicity and location, and they are used frequently in the development of operations to protect vulnerable people.

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

Across the alliance, we found that the THRIVE principles are now accepted and understood. Both forces have acted positively to improve their practices at an operational level, for example, there is a 'threat harm and risk manager' within the control room, whose purpose is to ensure that all incidents are responded to appropriately.

As part of this inspection, HMIC examined how well the force identifies repeat victims. This is important because it is not uncommon for people who are repeatedly victimised to experience escalating levels of intimidation or violence, and they can become psychologically traumatised as a consequence. HMIC found that the structured questions to all callers are designed to assess whether the person has previously been victimised.

In addition to careful, sensitive questioning by call handlers, most forces are developing technological solutions to identify the caller's historical information, including where they are calling from and the type of service they have previously required. The aim is to ensure that their needs are understood more quickly by call handlers and that the service provided addresses their immediate circumstances.

As part of the strategic alliance, the force shares control room functions with West Mercia Police. Currently however, the systems that support command and control in both forces are different. The control room software used by Warwickshire Police is able to identify repeat victims but it is not used to its full capacity. Nevertheless other procedures are in place to help ensure that previous contact with the victim is identified.

HMIC acknowledges that as part of a major IT transformation programme across the alliance, new control rooms will be introduced with the same technology and common operating practices, including enhanced functions which will identify vulnerable victims and people who are repeatedly in need of police services.

HMIC is reassured that control room staff development is a priority for the force. New control room staff receive dedicated mentoring and support for two months and vulnerability is an important theme within the training programme.

We reviewed different types of incidents involving vulnerability. This showed the identification of risk at the initial point of contact to be much improved in cases involving missing children since we last examined this area. However, we also found a small number of examples of other incidents involving vulnerability being downgraded without the rationale for this being recorded. This tended to happen when there were not enough officers available to respond effectively and the incidents related to concerns for welfare. Although the force has introduced 'threat harm and risk managers' to oversee the initial response to incidents, the force should ensure that the quality of service is not compromised by delayed response times.

The force's recognition of mental health problems is good. The force requirement to place markers on incidents involving people who have poor mental health is well understood and the force records more incidents of this nature than elsewhere in England and Wales. Although the alliance currently has no arrangements in place with health service partners to introduce specialist staff into control rooms, it was close to doing so as part of a pilot scheme, at the time of our inspection.

How effectively does the force initially respond to vulnerable victims?

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim's concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

HMIC examined how Warwickshire Police assesses vulnerability when responding to incidents and found that the force usually does this well. Our conversations with frontline officers and staff revealed that they understand the importance of identifying and protecting vulnerable people. We found that officers respond well to incidents involving domestic abuse and missing children and that they actively identify the action needed to safeguard individuals.

Supervisory arrangements are in place to ensure that action is routinely taken to mitigate the risk of further harm to victims. We saw specific examples of officers using a range of tactics to safeguard victims, including the prompt use of arrest powers, the installation of security measures and the use of domestic violence prevention notices (DVPNs). These notices are authorised by senior officers to prevent a suspected perpetrator from either returning to the victim's home or contacting the victim.

Do officers assess risk correctly and keep victims safe?

The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in Warwickshire increased by 58 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 11 percent of all police-

recorded crime in Warwickshire, compared with 11 percent of all police-recorded crime across England and Wales.

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

In Warwickshire Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 39 arrests made in the same period.

Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016[16]
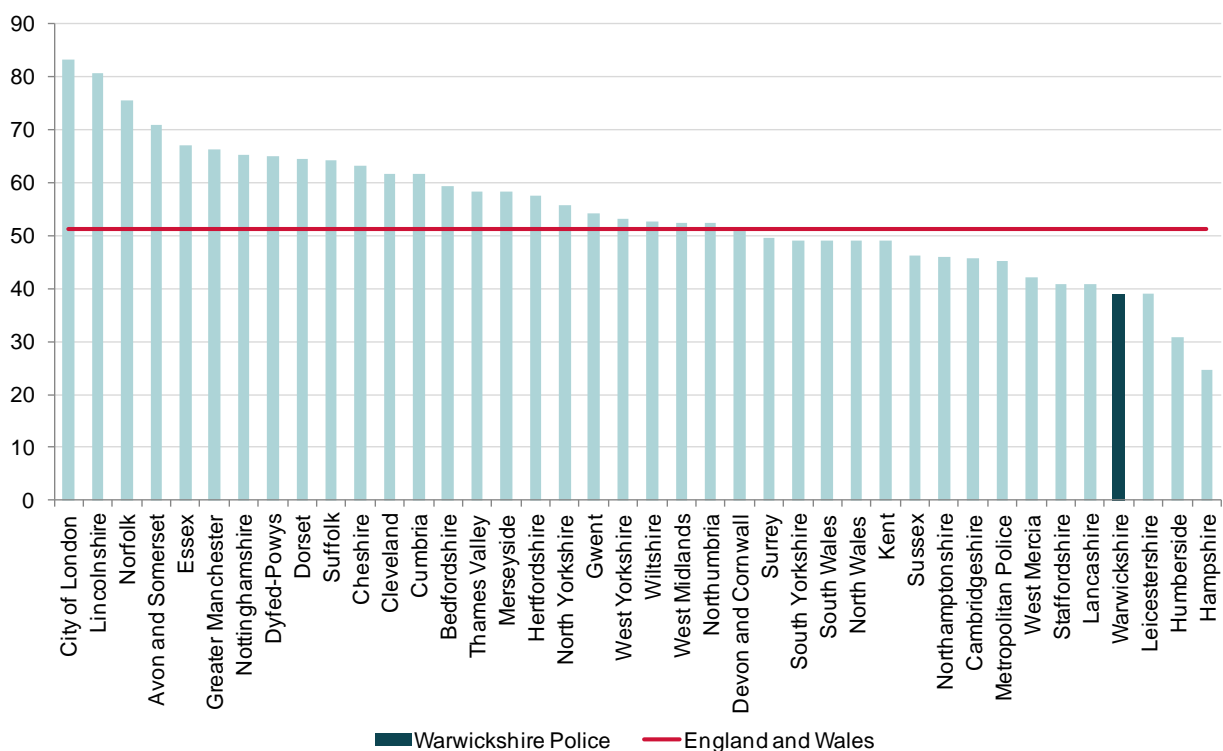
Source: HMIC data return, Home Office data
For further information about these data, please see annex A

In cases of domestic abuse, officers complete a DASH[17] risk-assessment form in the presence of the victim. These risk-assessments identify the risk of harm, not only to

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

[17] DASH (domestic abuse, stalking and harassment) is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH

the victim, but also to other family members, including children, and specific factors such as the use of coercive control. It is a mandatory part of the force's procedures for recording crimes of domestic abuse.

HMIC also found that risk-assessment decisions are subject to subsequent scrutiny, and senior officers review high-risk cases at daily management meetings. HMIC found examples of risk-assessments being updated when further information becomes available. Risk-assessments are subject to a 'triple-lock' supervisory process. This is conducted at the first point of contact by specialist domestic abuse referral officers (DAROs) and takes place again at daily management meetings. This helps to ensure that the threat or risk of further harm is fully identified and effective care plans are put in place to safeguard victims.

The force also pursues investigations where prosecutions are more difficult and increasingly uses DVPNs and domestic violence protection orders (DVPOs)[18] to protect victims. These measures are now used as frequently in Warwickshire as they are in most other forces. Additionally, the alliance now employs 25 domestic abuse risk officers (DAROs) who work alongside domestic abuse professionals in local councils and other organisations to support victims. They also have a specific remit to ensure an increasing number of serial perpetrators are considered for inclusion in the IOM programmes.

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

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

Despite inconsistencies in the standard of investigations that we reviewed, the service that Warwickshire Police provides to vulnerable victims is generally acceptable. Allegations of crime are allocated for investigation based on the THRIVE

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assessment is to help front-line practitioners identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

[18] DVPO - Following the issue of the DVPN the Police must apply to the Magistrates for a Domestic Violence Prevention Order (DVPO). The DVPO will be granted for a period of up to 28 days.

process. This ensures that investigators who are assigned to victims have the required skills and experience to manage cases effectively.

We also reviewed how the force responds to incidents involving stalking and harassment. We identified that officers and staff are able to refer to the force's policy relating to stalking and harassment which explains when Police Information Notices (PINs) should be issued. The force has a single point of contact to liaise between the police and the Crown Prosecution Service (CPS) on measures to tackle stalking and harassment. Although we only assessed a small number of reports involving stalking and harassment, we found that the initial supervision of offences was limited and that this could adversely affect the quality of investigation.

Warwickshire Police works with partner agencies to ensure appropriate safeguarding arrangements are in place for vulnerable people. When vulnerability is identified, responding officers submit a written referral to the harm assessment units (HAUs). The HAUs review the cases of vulnerable victims and make referrals to other organisations. However, if the risk involved is considered to be high, officers liaise directly with partner organisations; for example, the emergency duty team within children's services. HAU staff have access to a range of intelligence and information that supports further assessments of the referrals they receive. The arrangements in place are designed to ensure that assessments occur promptly, with a red/amber/green grading system used to prioritise their work.

The HAU is situated within the multi-agency safeguarding hub (MASH).[19] The MASH structure brings together local authorities and victim support professionals to develop risk-management plans for vulnerable victims.

Complementing the MASH, the force provides staff to two harm reduction-hubs that are housed in the same buildings as partners. They respond jointly to any cases involving vulnerable victims and significant anti-social behaviour which fall outside the MASH arrangements. We found that the force and its partners viewed the introduction of the MASH positively and we were provided with examples of vulnerable victims being referred to the harm-reduction hubs to arrange for safeguarding support. However, within the MASH, we found that there was a high volume of referrals that had not been assessed within the target times. We were told this was because insufficient capacity exists within the MASH's harm assessment unit which receives the initial referrals of vulnerability. Although the officers who had submitted the risk-assessments did not consider there to be an immediate risk of

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

harm, there is a risk that information about a person's vulnerability will not be shared between agencies quickly enough. The force is working to rectify this.

HMIC believes that Warwickshire Police's overall approach to vulnerability, including repeat victimisation, is commendable. The degree to which it has placed officers and staff in the same buildings as partners, and has ensured that new working practices are accepted and understood, is positive. Its officers and staff understand the importance of responding effectively to incidents that involve vulnerability, including the use of safeguarding measures. However, the force must complete a review of the capacity and capability within the MASH to ensure its processes for assessing the threat or risk of harm to people after the initial contact has been made are carried out promptly and effectively.

Victims of domestic abuse

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.[20]

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

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

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Warwickshire Police[21]

Outcome type / group	Warwickshire Police	England and Wales
Charged / Summonsed	17.5	23.2
Caution – adults	4.6	5.6
Caution – youths	0.1	0.3
Community resolution	0.6	1.4
Evidential difficulties prevent further action; victim supports police action	25.1	24.1
Evidential difficulties prevent further action; victim does not support police action	53.7	35.4

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

In the 12 months to 30 June 2016, Warwickshire Police's use of 'evidential difficulties prevent further action; victim does not support police action' was among the highest in England and Wales in cases with identified domestic abuse Its use of 'caution – youths' was among the lowest in identified domestic abuse cases in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

HMIC paid particular attention to the service the force provides to domestic abuse victims and found that their needs are generally well met throughout the investigative process, and that Warwickshire Police is able to respond to their immediate and long term needs. These improvements have been set out in an action plan which is overseen by chief officers. It is supported by the police and crime commissioner and is validated by academic research from Worcester University.

The measures the force has taken include the provision of training for officers and staff to help ensure they understand the nature of domestic abuse and know how to complete thorough risk-assessments. This is complemented by information which is available on the force intranet about the methods which officers should use to investigate domestic abuse. Information about the measures taken to support repeat victims is circulated every month to managers and is reviewed at performance meetings. We observed how the action taken to safeguard victims and other family members in high-risk cases is reviewed at daily management meetings, which was impressive.

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

The number of recorded domestic abuse related crimes has increased considerably. The force believes this is because it had not previously recorded all of these types of crimes that it should have done, and it has taken positive steps to address this. However the number of arrests relative to the population for domestic abuse perpetrators is lower than many other forces. The force explains that this may be because officers are complying with the wishes of the victim and that more perpetrators are invited for formal interviews rather than being arrested. The force need to be satisfied that it is not putting victims at further risk of harm by managing perpetrators in this way. It is evident from the recorded outcomes that there are problems in gathering evidence to support prosecutions in comparison to other forces.

The force records more incidents as linked to domestic abuse, and is making more use of DVPOs when compared with last year. The force told HMIC it has obtained support from the CPS to help it establish why cases are not being progressed to court. It recognises it needs to improve the quality and timeliness of prosecution file submissions. It has not yet made body-worn video (BWV) widely available to its frontline officers and staff, but is examining how it will introduce this equipment as part of its implementation of a repository hub for sources of digital evidence. These developments are encouraging but the force still has more work to do to understand why positive outcomes for domestic abuse investigations are lower than elsewhere in England and Wales.

HMIC's 2016 legitimacy inspection examined how forces manage the risk of people being subjected to predatory acts of unwanted sexual attention by officers and staff. Part of this inspection also considered how the force supports victims should this type of serious misconduct take place. We found that the needs of the victims are handled on an individual basis. Some are supported by specialist investigators, with the investigation being overseen by the professional standards department (PSD). In other cases, PSD takes direct responsibility for care of the victim. We learned of one misconduct case where the alliance took steps to preserve the victim's anonymity, in accordance with that person's wishes.

Summary of findings

Requires improvement

The force has a good understanding of the scale and nature of vulnerability in the communities it serves. It has analysed extensively areas of strategic risk and its profiles of these areas, for example child sexual exploitation and human trafficking, are both informative and influence its operational policing.

The principles of THRIVE (threat, harm, risk, investigation opportunities, vulnerability and engagement level) are now well accepted and understood. Call handlers are well trained, committed to their work and can accurately identify vulnerability at the first point of contact. This provides a strong reference point for later enquiries and aims to ensure that victims are placed at the centre of investigations.

Officers respond well to victims who need urgent help and understand their responsibilities. They make use of criminal law and put immediate measures in place to protect vulnerable people. For example, domestic violence protection notices are used to prevent abusive partners from contacting victims or returning to their homes. However, we also found examples of other incidents being downgraded without the rationale for this being recorded. This tended to occur when there were insufficient officers available to respond effectively.

The force's new investigative model provides greater certainty that highly trained investigators will manage enquiries relating to vulnerable victims. Furthermore, the force's harm assessment unit provides referrals to third party service providers for further support.

This inspection included a specific concentration on observations concerning domestic abuse that HMIC made in its report *PEEL: Police effectiveness 2015 (vulnerability)*. A chief officer has responded to all of these recommendations, particularly in relation to enhanced training, which has resulted in an improved risk-assessment process that is more closely supervised. HMIC saw several examples where this renewed approach has resulted in better services for victims.

Areas for improvement

- The force should improve the way it works to share information and safeguard vulnerable people so that they receive the services they need at the right time; specifically by ensuring that the capability and capacity of the MASH enables it to process referrals promptly and effectively.

- The force should take immediate steps to understand the reasons why such a high proportion of crimes (including those related to domestic abuse) fall into the outcome category 'Evidential difficulties; victim does not support police action', and rectify this to ensure that it is pursuing justice on behalf of victims. Warwickshire Police is one of several forces that have been asked to review its use of this outcome category. It is recommended that by 1 May 2017 the force should produce and submit to HMIC an action plan that sets out how it will:

  - undertake a comprehensive analysis of the use of this outcome across the force area to fully understand why the force is an outlier and produce an accompanying report for scrutiny by HMIC by 1 June 2017;

  - review the extent to which the force's use of this outcome category is appropriate; and

  - take steps to reduce the force's reliance on this outcome category and improve outcomes for victims.

  This action plan and subsequent report will be reviewed by HMIC and may prompt additional inspection revisits during 2017 in order to assess the force's progress in adopting a more effective response in pursuing justice on behalf of victims.

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

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

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

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

As at 1 July 2016, Warwickshire Police was actively disrupting, investigating or monitoring 27 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales.

Warwickshire Police demonstrates an understanding of emerging as well as traditional threats from serious and organised crime. Although the force has made good progress since this area was last examined in 2015 however, it could still do more, by working with its partners to develop a joint understanding of the threat posed by organised crime groups.

During our inspection, we explored how effectively the force uses intelligence to develop its understanding of the threat from serious and organised crime. The force has responded to HMIC's 2015 recommendations by completing serious and organised crime local profiles. However, they do not currently contain the level of detail we would expect. The profiles do not address specific threats identified in the force's strategic assessment, nor is there an assessment of the threats from fraud, organised immigration crime, money laundering or counterfeiting. In addition, the profiles fail to describe the harm that serious and organised crime causes to communities. The force needs to revise these documents to ensure they are of practical use.

However, we were reassured to see how the force had responded to HMIC's recommendation that it should develop a local partnership structure in place, with

responsibility for tackling serious and organised crime. A joint action group (SOCJAG) is now in place in North Warwickshire, which meets quarterly and is made up of both statutory partners and other organisations. This group uses a range of intelligence sources to increase its understanding of serious and organised crime, including information from local communities, partner organisations and digital intelligence. The steps the force has taken should help it to develop a more comprehensive understanding of localised threats, and enable it to take effective action against organised crime groups (OCGs).

Because of the strategic alliance arrangements, there is a high degree of consistency in the approach taken to tackling serious and organised crime across the two alliance forces. The alliance maps and scores OCGs using a national assessment tool to determine the level of action that is required from the force. OCGs are also tracked in accordance with national guidelines, while a monthly scrutiny panel reviews the action taken and determines whether OCGs should be rescored and reassessed.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016[22]
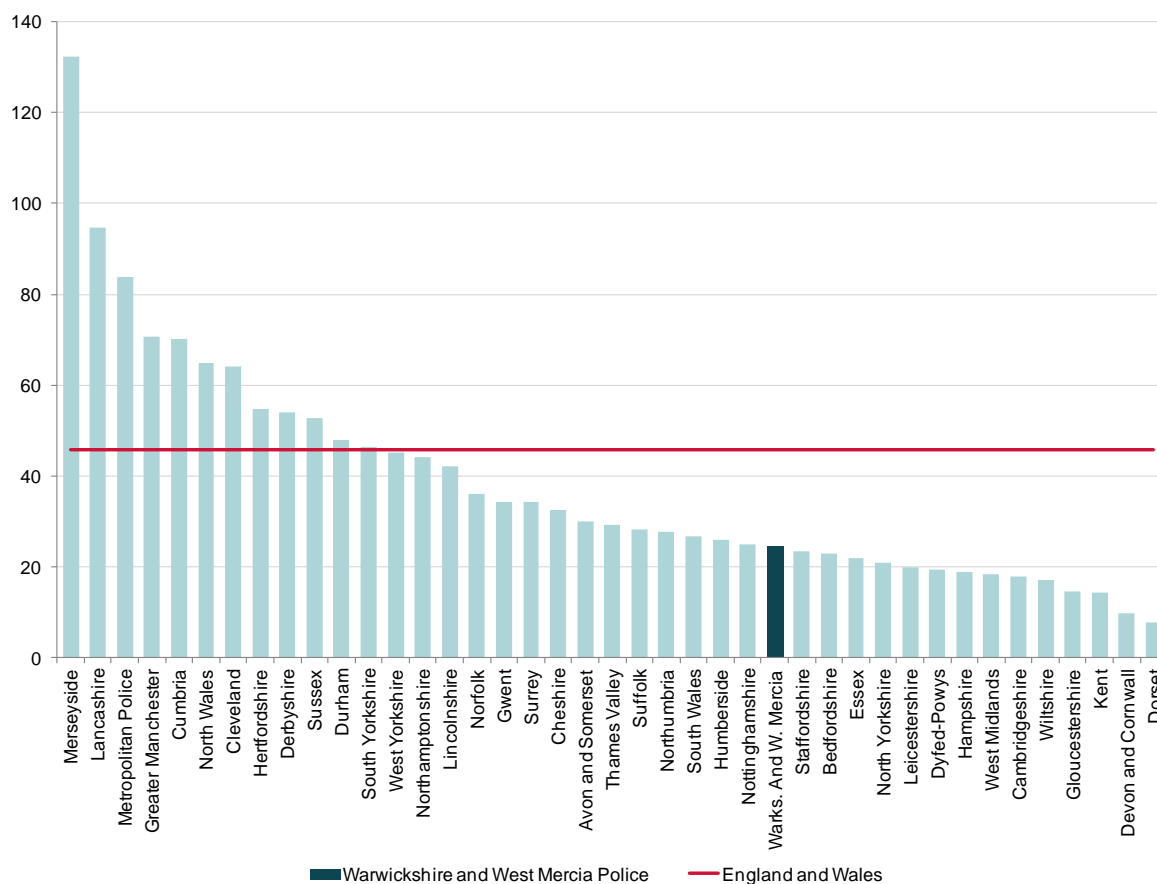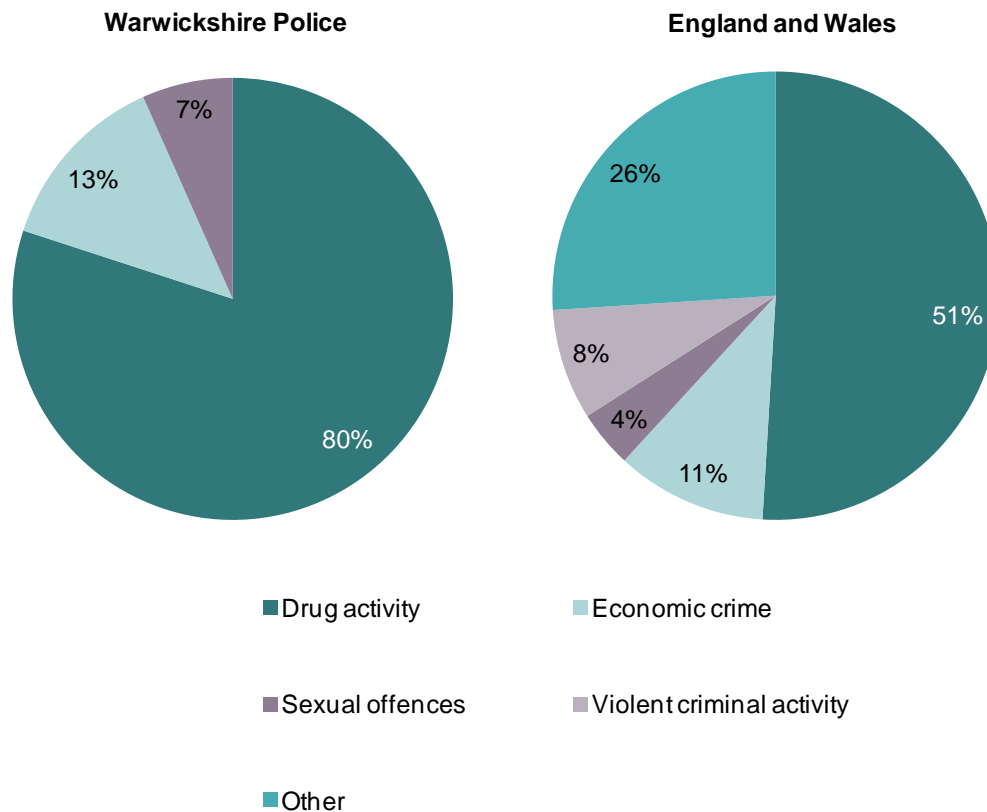

Source: HMIC data return
For further information about these data, please see annex A

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

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

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

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

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

An effective force will pursue and prosecute offenders and disrupt organised criminality at a local level. The force will use specialist capabilities, both in the force and at regional level, and non-specialist capabilities such as its neighbourhood teams. While it can be complex for a force to assess the success of its actions against serious and organised crime, it is important that the force understands the extent to which it disrupts this crime and reduces harm.

Warwickshire Police objectively prioritises activity aimed at tackling serious and organised crime, using OCG mapping information. The force's intelligence bureau has responsibility for mapping OCGs.

The serious and organised crime joint action group (SOCJAG) reviews actions arising from disruption plans and undertakes joint problem-solving activity in Warwickshire. The force-wide partnership board is an example of good practice in ensuring there is a joint approach to serious and organised crime.

Both at the West Midlands regional level and within the Warwickshire/West Mercia Police strategic alliance, resource allocation processes support activity against OCGs. In addition, on behalf of the force, the director of intelligence holds a monthly scrutiny meeting to examine actions taken against OCGs. The meeting is supported by a tactical assessment document. The process ensures that specific people are responsible for managing serious and organised crime problems and that there are sufficient resources in place to contain criminal activity. The force appoints Local Responsible Officers (LROs) to manage the local response to organised crime groups throughout their active lifespan. Although not all LROs are trained in OCG management, the force considers them to be sufficiently experienced to undertake these responsibilities. There is a source of information on the force intranet about methods of dealing with OCGs which assists LROs with tactical options to address the criminality of OCGs. These tactics form the basis of disruption plans which are used to limit the activity of OCGs and minimise the harm that they cause.

The force has responded well in ensuring its action plans reflect national guidance on the management of OCGs. The plans are based on the '4P'[23] model of pursue, prevent, protect and prepare to tackle serious and organised crime. However, we noted that the alliance's OCG management procedures were overdue for review and that the serious and organised crime local profile would benefit from input from partner organisations.

Warwickshire Police makes use of specialist capabilities from across its region of police forces. It also collaborates with partners to disrupt and investigates serious and organised crime. During our inspection, we observed how the SOCJAG brings together police and other public sector organisations. These include representatives from ROCU, social services, the Department for Work and Pensions, children's services, the immigration service and the probation service. Specific problems relating to OCGs are assessed and the responses of different agencies are

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[23] 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps:
– Pursue – prosecuting and disrupting people engaged in serious and organised crime
– Prevent – preventing people from engaging in serious and organised crime
– Protect – increasing protection against serious and organised crime
– Prepare – reducing the impact of this criminality where it takes place

reviewed. HMIC views this positively, although we observed that the force does not yet measure how it disrupts OCG activity in accordance with national guidelines.

The force has a good relationship with the ROCU, and the force shares crime intelligence covering the West Midlands region with the ROCU. Through the ROCU the force has access to the Government Agency Intelligence Network (GAIN). This network enables information to be shared for the purpose of law enforcement. Participating organisations include HM Revenue and Customs, the Department for Work and Pensions and Action Fraud. Further intelligence is made available through the Regional Intelligence Unit (RIU), while the ROCU's Regional Asset Recovery Team provides additional capability to the force to seize the assets of criminals and the proceeds of their crimes. In addition, the force has its own established capability to combat organised crime. During this inspection, HMIC learned about some of the operations that have been conducted, including those involving child sexual exploitation. Representatives of partner agencies indicated to us that there was also a greater propensity to share information about OCG activity.

In 2015 HMIC inspected all of the regional organised crime units. A recommendation arising from that inspection (Recommendation 3) was that by 30 June 2016, every police force in England and Wales should publish an action plan that sets out in detail what steps it will take to make maximum use of the ROCU capabilities, minimise duplication at force level, and ensure that the use of shared ROCU resources is prioritised between regional forces. This action plan should be developed in consultation with police and crime commissioners, ROCUs and the ROCU executive board, with regard to both local force priorities (in particular as specified in the relevant Police and Crime Plan) and National Crime Agency (NCA) priorities, and with regard to the other recommendations in the ROCU report.

The West Midlands ROCU has published one action plan for the region but this does not provide all of the recommended detail. In particular there is insufficient detail about how each force will maximise ROCU capabilities, minimise duplication and ensure regional prioritisation. There is also no reference to the individual force's local priorities, NCA priorities or evidence of consultation with individual police and crime commissioners or the NCA executive board.

Warwickshire Police should help to develop this action plan as soon as practicable to address all of the matters contained within the above recommendation.

Safeguarding activity relating to people who might be affected by serious and organised crime, including victims and witnesses, involves the use of regional and local resources. We found that the force handles this information appropriately when safeguarding arrangements are implemented.

Warwickshire Police works with its safer neighbourhood teams when responding to serious and organised crime. However safer neighbourhood teams tend to be involved either after specific operations have been carried out, or are used for

intelligence gathering. They are not routinely used to identify people who are at risk of being drawn into serious and organised crime. Nevertheless, the force does provide intranet-based briefing materials (including 'OCG on a page') to keep its safer neighbourhood teams aware of the OCG development.

How effectively does the force prevent serious and organised crime?

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

Warwickshire Police has several projects in place to deter people from becoming involved in serious and organised crime. This is an improvement on our 2015 inspection findings, where we found limited evidence of collaborative work aimed at preventing serious and organised crime or deterring those involved in it. The joint action group (SOCJAG), based in Warwickshire, now enables different agencies to nominate people or families for consideration, including referrals from the government's 'troubled families' programme. [24] We were also told about the Hill Street Project, which is run by the community safety partnership and aims to dissuade young people from becoming involved in gangs.

The force's 'youth engagement and safer schools' team does not directly try to prevent young people from becoming involved with organised crime groups, but does promote preventative messages about the consequences of criminal behaviour. HMIC noted that the team provides bespoke messages that are designed to meet a school's particular problems. These messages cover a wide range of subjects including child sexual exploitation, cyber-crime and internet safety, gangs and knife crime.

Warwickshire Police actively manages serious and organised criminals to prevent them from re-offending. The force makes referrals to the Government Agency Intelligence Network (GAIN), and notifies integrated offender management (IOM) teams about people who are entering the criminal justice system. The force also uses appropriate tactics to disrupt criminal activity. HMIC found that before a member of an organised crime group leaves prison, intelligence relating to members of organised crime groups is re-assessed and a LRO is appointed to prepare

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[24] Troubled Families is a Government-led partnership programme which aims to bring local agencies together to work with a small number of the most troubled families, offering targeted and focussed packages of support, in order to help them to become more independent.

individual management plans for each person. These plans include the use of officers who talk to offenders at an early stage.

Warwickshire Police communicates regularly with the public about serious and organised crime. The strategic alliance publicises successful operations and issues media statements in partnership with the ROCU, releasing information on arrests, cash seizures, and the recovery of assets, the results of court cases and how these benefit the local community.

Neighbourhood policing teams have access to a media information pack which contains examples of how the results of operations should be publicised. The pack also includes advice on the use of prevention messages. For more significant cases, the alliance creates bespoke communication strategies, using the '4P' action plans.

During this inspection, we reviewed an example of the communication strategy about a police operation. The alliance's corporate communications team makes a case-by-case assessment of how to communicate the results of newsworthy investigations effectively. A team member then attends operational forums to agree with the officer in charge which messages should be made public.

The alliance also conducts campaigns to deter people from engaging in serious and organised crime. HMIC was shown examples relating to cyber-crime and child sexual exploitation. The alliance provides crime prevention advice and information to communities, and works closely with other organisations to help ensure that these messages reach a wider audience. One example offers safeguarding advice relating to new psychoactive substances.

Summary of findings

Good

Serious and organised crime is another area where the force has responded positively to comments made in HMIC's 2015 effectiveness inspection. Local profiles of organised crime groups have now been completed and operational activity to limit the harm they cause is both effective and conforms to national best practice guidelines.

HMIC found good examples of local partnerships supporting activity against organised crime, notably the serious and organised crime joint action group (SOCJAG) in Warwickshire. HMIC also noted that there are good processes in place to assign local resources to serious and organised crime, within the alliance and the wider West Midlands region.

The force still has more to do to assess the effects of its efforts to disrupt organised crime group activity and to discourage young people who may be tempted into

criminal lifestyles. The SOCJAG is active in this area and we noted how the force is making interventions through the troubled families' programme. However, at present this is not strategically managed by the chief officer team. In particular, safer neighbourhood teams could be more proactively involved in disrupting organised crime group activity.

Police operations to confront organised crime groups are promoted in the force's publicity campaigns. When an investigation ends, the force considers each case to decide whether the police activity is likely to be newsworthy, and which important messages should be made public.

How effective are the force's specialist capabilities?

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

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

The *Strategic Policing Requirement* (SPR)[25] specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

Warwickshire Police has good leadership arrangements in place to help ensure it is ready to respond to the national threats outlined in the *Strategic Policing Requirement* (SPR). The force's strategic assessment describes the medium term threats, risks and harm it faces, together with its capacity and capability to respond. The force has formally assessed the threats covered in the SPR and has produced tactical operational plans with its alliance partner to address them. It has identified which threats represent the highest risk to communities using the 'management of risk in law enforcement' (MoRiLE) methodology. We noted how the alliance is taking further steps to improve its capabilities, particularly in relation to cyber-crime through the provision of specialist training, using a combination of internal and external training providers.

An assistant chief constable is the designated portfolio holder for the elements of the SPR. The alliance has strong governance arrangements in place for each of the

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[25] The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

national threats, and the local resilience forum (LRF),[26] a joint emergency services panel, is chaired by the chief constable.

The alliance has good arrangements in place for testing its preparedness to respond to national threats. It conducts and participates in regular exercises to check capability and capacity. Inspectors noted that a suitable testing regime, involving partner organisations, was planned for the next twelve months.

For example, the alliance plans to conduct a cyber-attack exercise, where it will test its operational functions, including the resilience of its media capabilities. We learned of other recent exercises that tested the capability and capacity of the alliance and its partners to respond to a diverse range of incidents. These ranged from flooding to a marauding terrorist firearms attack.

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

Warwickshire Police has adequately assessed the threat of an attack which requires an armed response. In early 2016, it completed an armed policing strategic threat and risk-assessment (APSTRA), which was overseen by an assistant chief constable. The assessment was compiled using a range of information, including data from the force intelligence bureau relating to the criminal use of firearms and counter-terrorism. The APSTRA is also used in the force's training programme.

HMIC noted that the APSTRA had been completed since the November 2015 Paris attacks. It complies with the College of Policing and Home Office standards and contains clear procedures for responding to extreme threats, which include the use of regional firearms assets where necessary.

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[26] The Local Resilience Forum brings together emergency services and other statutory bodies involved in crisis management and disaster recovery. The forum has a number of responsibilities including joint operational planning and developing a programme of exercise planning to test the force's state of readiness and response to major incidents.

During the inspection, HMIC learned that the alliance has taken part in various exercises and events involving other forces and partners to test its firearms capabilities. These cover the suitability of command structures and the ways that it works with other organisations, including the Ministry of Defence. It has good arrangements in place for reviewing and, if necessary, increasing its firearms capability. The way that priorities, plans and decisions are agreed across the alliance is provided by an armed policing review group and the force also takes part in regional and national meetings that support its assessments of training and operational requirements.

Although the alliance is not part of the national armed policing uplift programme to increase armed response vehicle numbers, it takes steps to ensure that the firearms capacity and capabilities are not compromised. A service level agreement is in place across the alliance that defines minimum standards for armed response. The alliance has used APSTRA to assess its armed response vehicle needs, and has also taken into account the likely travelling time to incidents. The alliance's recruitment and training programme for authorised firearms officers has been revised, and is now scheduled to take place three times each year. Training is provided on a modular basis to avoid the need for long-term residential courses. The alliance believes these changes to its recruitment and training programmes will help it to maintain a resilient pool of firearms officers.

Summary of findings

Ungraded

Warwickshire Police has a good understanding of how the national threats outlined in the *Strategic Policing Requirement* relate to the force area. They are central to the force's strategic assessment of all priorities, which ensures that the force's capabilities and capacity to address the threats are kept under constant review.

One of the national threats relates specifically to counter-terrorism. The force has studied carefully the type of attacks that took place in Paris in November 2015 and considered their implications for the command, deployment and training of armed officers. Firearms training in Warwickshire Police conforms to national standards, and police weaponry and tactics have been enhanced as a consequence of the nature of modern day terrorist attacks. The force has also deepened its collaboration agreements with its alliance partner and surrounding forces in preparation for an increase in the numbers of armed officers being urgently required.

The force has an established exercise training regime, and simulated terrorist attacks are used frequently to test the force's ability to withstand this type of threat.

Next steps

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

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

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

Annex A – About the data

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

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

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

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

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

Methodology

Data in the report

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

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

Population

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

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

Survey of police staff

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

Ipsos MORI survey of public attitudes towards policing

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

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

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

Review of crime files

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

Force in numbers

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

Calls for assistance (including those for domestic abuse)

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

Recorded crime and crime outcomes

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

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

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

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

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

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

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

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

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

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

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

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

Anti-social behaviour

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

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

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

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

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

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

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

Domestic abuse

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

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

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

www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016

Organised crime groups (OCGs)

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

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

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

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

Victim satisfaction

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

- initial contact;

- actions;

- follow-up;

- treatment plus the whole experience.

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

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

Figures throughout the report

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Anti-social behaviour' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

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

Please see 'Domestic abuse' above.

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

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

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

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

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

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

Please see 'Domestic Abuse' above.

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

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

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

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

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

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

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

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

Please see 'Organised Crime Groups' above.

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

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

Numbers may not sum to 100 percent due to rounding.