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Promoting improvements
in policing to make
everyone safer

PEEL: Police effectiveness 2016

An inspection of North Yorkshire Police



March 2017

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Introduction

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

What is police effectiveness and why is it important?

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

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

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

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

1. How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?
2. How effective is the force at investigating crime and reducing re-offending?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime?
5. How effective are the force's specialist capabilities?

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

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

North Yorkshire Police England and Wales

259

240



Crime (excluding fraud)

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

North Yorkshire Police England and Wales

46

68

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

North Yorkshire Police England and Wales

+5.5%

+7.8%

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

North Yorkshire Police England and Wales

-10.8%

-3.4%



Crime outcomes*

Charged/summonsed

North Yorkshire Police England and Wales

16.3%

12.1%

Evidential difficulties: suspect identified but victim does not support action

North Yorkshire Police England and Wales

9.6%

10.6%

Investigation completed but no suspect identified

North Yorkshire Police England and Wales

39.7%

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

North Yorkshire Police England and Wales



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

North Yorkshire Police England and Wales



Domestic abuse

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

North Yorkshire Police England and Wales



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

North Yorkshire Police England and Wales



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

North Yorkshire Police England and Wales



Organised crime groups

Organised crime groups per million population as at 1 July 2016

North Yorkshire Police England and Wales



Victim satisfaction rate

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

North Yorkshire Police England and Wales



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

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

Overall judgment²



North Yorkshire Police is good at keeping people safe and reducing crime. Our overall judgment this year is the same as last year, when we judged the force to be good in respect of effectiveness.

The force works well with partners to tackle local problems and keep people safe. The quality of crime investigation is generally good, and the force has improved the support it provides to vulnerable victims. It works well with others to manage offenders, but the force needs to improve its approach to tackling serious and organised crime.

Overall summary

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

Overall, North Yorkshire Police is good at keeping people safe and reducing crime. The force has a clear commitment to preventing crime and anti-social behaviour, with a strong emphasis from the police and crime commissioner and the chief constable on protecting neighbourhood policing. The importance of preventing crime

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

is well understood by officers and staff. The force works well with other organisations to understand and solve local problems, including intervening early to tackle local concerns and stop problems from getting worse.

Generally, the force carries out good quality investigations and makes sure that victims are safe. It works well to identify, investigate and bring to justice repeat and dangerous offenders and prevent them from re-offending.

The force has made some improvements since HMIC's 2015 effectiveness inspection, and vulnerability is recognised as a priority across the force. The force puts significant effort and resources into offering a high quality service to the public, ensuring that it deals with vulnerable victims appropriately. It works well in identifying, at the earliest opportunity, people who might be vulnerable and assesses the risks which they face in order to provide the most appropriate response. The levels of support provided to victims of domestic abuse have improved. The force has a proactive approach to preventing further incidents while dealing robustly with perpetrators.

The force has made good progress in developing joint working arrangements with local partner organisations, although more work is needed to ensure that all relevant organisations are contributing. The force has adequate arrangements in place to ensure that it can fulfil its national policing responsibilities. However, it needs to improve its understanding of the threat and risk posed by serious and organised crime to the communities of North Yorkshire and adopt a longer-term approach to dismantling organised crime groups which includes preventative measures as well as reactive investigation.

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.

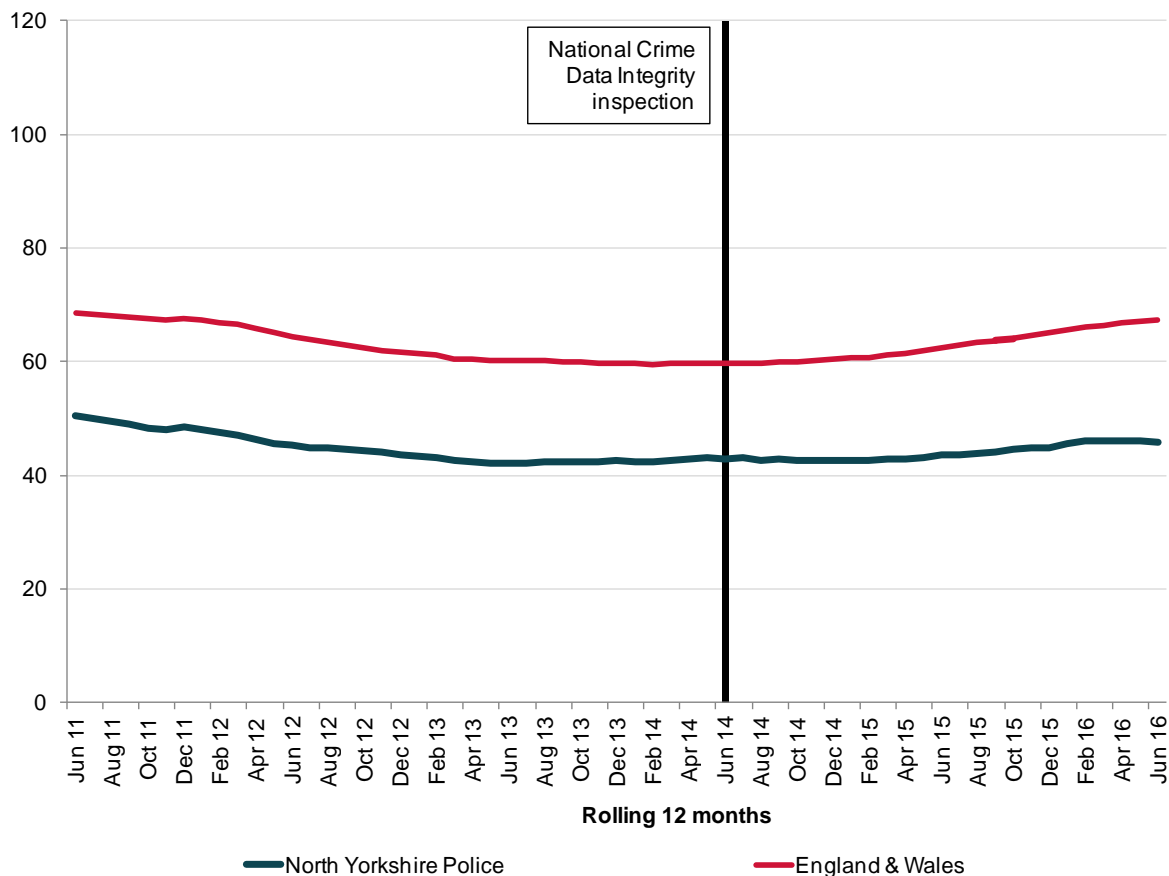
How much crime and anti-social behaviour is there in North Yorkshire?

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 10.8 percent in North Yorkshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 8.4 percent in North Yorkshire, 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 North Yorkshire, 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 North Yorkshire increased by 5.5 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

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

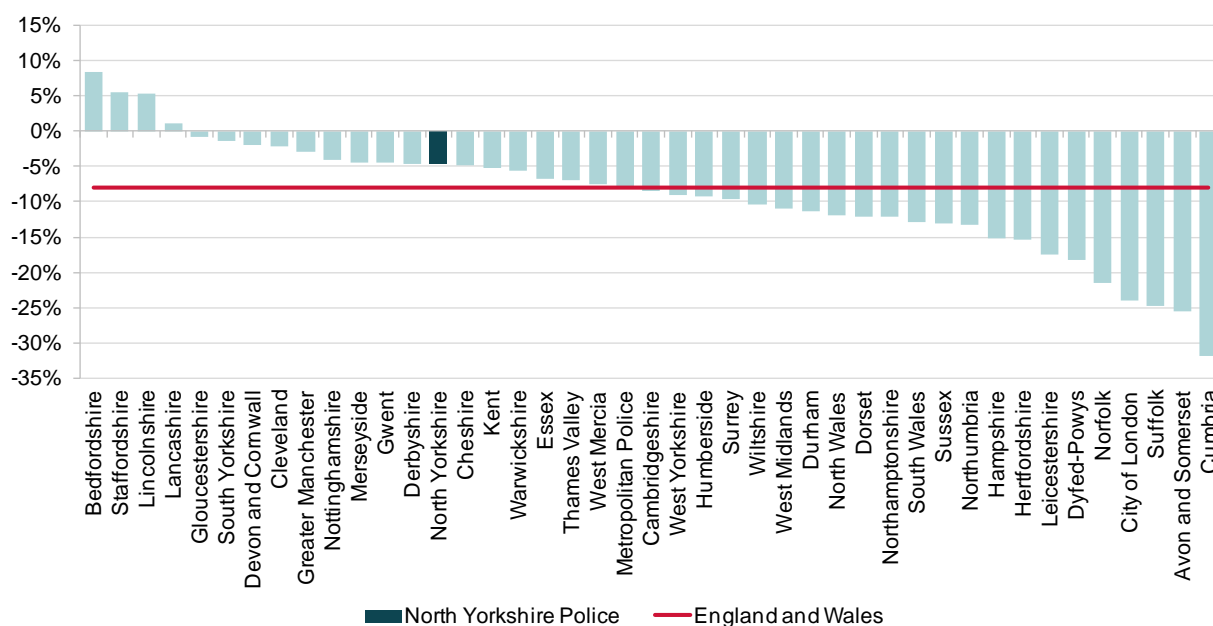
Rates per 1,000 population	North Yorkshire Police	England and Wales
Recorded crime (excluding fraud)	45.9	68.2
Victim-based crime	41.2	60.4
Sexual offences	1.5	1.9
Assault with injury	5.4	7.0
Burglary in a dwelling*	4.2	8.1

* 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, North Yorkshire Police recorded 36 incidents of anti-social behaviour per 1,000 population. This is 5 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 North Yorkshire Police understand the risk posed to its communities?

North Yorkshire Police is committed to providing a policing service that has the interests of local communities at its heart. The policing model, which changed back in April 2015, has now had time to develop. Policing services were then split into two geographical policing units: the ‘county’ and the ‘city’. This is based on the two local authority areas of the City of York Council and North Yorkshire County Council. The chief constable and the police and crime commissioner have agreed that the force will maintain its neighbourhood policing capacity and capability, address local concerns and tackle anti-social behaviour.

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, so results were explored further during fieldwork rather than being used singularly to assess force performance. In North Yorkshire Police, 536 officers and staff responded to our survey.

From a sub-sample of 75 neighbourhood PCSOs who responded to the survey, the results showed that the majority of their time was spent on targeted foot patrol, working within the community and doing problem-solving work. We spoke to a number of dedicated neighbourhood officers and PCSOs throughout the course of the inspection and although they supported this belief, they still had some concerns that they were being drawn away from community work too often.

The force does not have an abstraction policy,³ but it has completed a review of staffing numbers, taking account of the threat, harm and risk associated with each role. This has determined which areas of policing function can be drawn upon to fill gaps in service provision.

HMIC is satisfied that, following our 2015 effectiveness inspection, the force's neighbourhood policing ethos remains. However, it is apparent that there is a risk that preventative policing methods may become less effective as a result of staff being taken away from their roles to perform other duties.

How does North Yorkshire Police engage with the public?

The force recognises the importance of communicating and engaging with the community and seeking people's views as to what type of service provision most suits their needs. This is achieved at a local level and is driven by the safer neighbourhood teams (SNTs). The force uses a public engagement approach built around the AIDA⁴ model. The force has plans to develop an engagement strategy which will further enhance its ability to consult and involve local people in policing services.

Officers and PCSOs working within SNTs tailor the method of engagement based upon the demographics of each area. For example in the area of Craven, which is predominantly rural with a close-knit community, staff patrol on foot in order to increase opportunities for talking to the public. In Scarborough, which is a larger urban area, contact with the community is achieved through more formal meetings such as police surgeries, parish council meetings, and taking opportunities to 'piggy back' on other partnership meetings. We found that staff working within the SNTs had a good understanding of local concerns and identified intelligence from their daily contact with the community. Crime trends and incidents of anti-social behaviour are analysed at a local level and any emerging problems are communicated through daily briefings. Officers based in more rural locations receive their daily briefing through a conference call.

The force uses social media well to receive information and provide updates about policing work. It currently has 80 different Twitter accounts that are aligned to different parts of the force and the use of Facebook is being expanded. Staff from within the SNTs have been trained to use social media to provide timely and useful information. A community messaging system has also been established, which uses

³ An abstraction policy determines how often and from which areas of the policing function staff can be drawn upon to backfill gaps in service provision.

⁴ AIDA: Attention: providing general information using media, social media, leaflets etc; Interest: the public start to engage in actively seeking information; Desire: members of the public attend public forums and engage face to face; and Action: members of the public volunteering to work with the police such as special constables, general volunteering services.

modern technology to simplify communications between the force and the public. As well as a mobile phone application, the system makes use of a wide selection of communication channels such as Twitter, Facebook, voice alerts, SMS and email.

The force recognises the importance of local communities influencing the way that policing services are provided, in order to meet their specific needs. At a local level, this is done through existing engagement processes which in turn feed into the crime and policing plan. Each local area has a bespoke list of priorities and these are available on the force website. Independent advisory groups (IAGs) help the force to understand the needs of communities covered by the nine protected characteristics, such as age, disability or gender. The groups act as 'critical friends' giving the opportunity for the force to understand the specific requirements of groups that often feel vulnerable and isolated. Other minority groups such as the traveller community now have a dedicated PCSO working with them, which in turn influences the way policing services are provided for those groups.

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. The survey indicated that there has been an increase in public satisfaction with North Yorkshire Police. Some 400 people were interviewed and 58 percent were very or fairly satisfied with local policing in their area. This is a 10 percent increase on 2015.⁵

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?

North Yorkshire Police has a structured and collaborative approach to problem-solving, which is established in most areas across the force area. Integrated partnership working through community safety hubs has developed over many years. This enhances the service all partners provide to their communities improving outcomes for victims of crime and reducing crime and community safety concerns.

The principles of collaborative problem-solving exist across the force area, using a number of different models. In some areas, the problem-solving approach has been in use since 2013, and plans are in place to implement it in Harrogate, Hambleton

⁵ For further details, see annex A.

and Richmondshire, and finally Ryedale. Multi-agency problem-solving (MAPS) meetings are used to look at problems, to identify the correct resource or partner response, and implement solutions as required. If a sole agency response is the most appropriate, then this is set in motion through the MAPS process.

Information-sharing with partners is effective and this is generally achieved through formal meetings. Partnership information is available on a variety of different databases such as the 'Better Together Performance Tool' used by North Yorkshire County Council, and the E-CINs⁶ database now operating in York, which is used to manage cases of anti-social behaviour.

It was evident throughout our inspection that officers and PCSOs working within the SNTs are regularly doing problem-solving work. We found numerous examples of good practice such as Operation Liberate, which focused on youth anti-social behaviour during the summer holidays. Youths were taken by the police to a designated place of safety where charitable organisations would meet and support each person. Partner agencies spoke to the parents to provide advice and the force reported that the operation saw a 17 percent reduction in the reporting of incidents linked to anti-social behaviour. Another example related to a call about a single man living in social housing. He lived alone and, over some time, had become involved with youths who had taken over the use of his home for criminal purposes. This case was discussed at the partnership meeting and a simple problem-solving approach was adopted. The man received support from social care and was moved to another area where his welfare could be better-managed. The vacated property was 'flagged' on the force IT systems so that any new tenants would be the subject of vetting to ensure that they were not vulnerable and therefore likely to be abused.

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

North Yorkshire Police has a force operational plan for targeting crime, anti-social behaviour, and for preventing vulnerable young people from being drawn into criminality. Operation Liberate (Operation Mealworm within Harrogate command, Operation Ambiance in the Scarborough and Ryedale command) ensures that PCSOs and officers patrol hotspots at crucial times, attend schools (before they break up for the summer) and youth groups, to develop intervention partnerships and inform young people of the dangers they might face. The force plays an active part in the 'Troubled Families Programme' (known within North Yorkshire County Council as the 'Developing Stronger Families Programme' or 'DSF'). This aims to identify, together with partner agencies, those families suitable for early intervention in order to put solutions in place to prevent further calls for service.

⁶ Empowering Communities Inclusion and Neighbourhood Management System (E-CINs).

The force was found to use only one piece of legislation as part of its tactical options to reduce anti-social behaviour. North Yorkshire Police used dispersal powers (under Section 34) 277 times per one million of the population in the 12 months to 30 June 2016 which is similar to the England and Wales rate. The force does not use the other powers which have been granted to it, such as criminal behaviour orders, civil protection notices or civil injunctions.

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

Preventative policing is recognised by the force as an effective means of keeping people safe. The force has a dedicated page on its intranet entitled 'what works'. The page is regularly updated by staff from within the community safety hubs and displays national guidance, force procedures, and projects from partner agencies. The force has recently introduced an 'online print store' where officers from all departments in the force can access a range of literature about a wide range of problem-solving matters. The force currently employs two qualified 'designing out crime' officers, whose role is to give advice about new projects aimed at preventing crime and anti-social behaviour. Although this has been proven nationally to be an effective tactic, North Yorkshire is now pioneering a process to gain a full statistical assessment to provide tangible evidence that the process actually works.

The force regularly evaluates the measures it has put in place to reduce crime and anti-social behaviour. Internal evaluation is completed by the force's 'Nexus' team, which also provides support to commanders and heads of department, continually to improve operational service provision. This is done through a combination of innovation, organisational self-reflective learning, staff coaching and presentation of significant performance data. A number of operational reviews have critically evaluated the force's procedures, processes and performance in a range of thematic areas, including reviews of domestic abuse, people missing from home and the experience of victims. The reviews highlighted areas in which good practice was identified and disseminated to other parts of the force, and also elements where the force could improve its level of service.

Repeat victims, offenders, locations and data about missing persons are reviewed to look at how the force measures the effectiveness of its response to these problems. The performance unit uses data from before and after the implementation of projects to prevent crime, in order to assess what works and what does not. This assessment is fed back to frontline officers so that any further work or recommendations can be reviewed to ensure continued improvement.

Summary of findings



Good

North Yorkshire Police is good at preventing crime and anti-social behaviour and keeping people safe.

The force has a strong commitment to providing a policing service that has the interests of local communities at the centre of its policing provision. Safer neighbourhood teams tailor their methods of communication to ensure that the views of local communities are recorded. The force uses social media as a means of reaching out to a wider audience and has developed a community messaging system which uses modern technology to simplify communications between the police and the public.

The force has a structured and collaborative approach to problem-solving which is established in most areas. Integrated working through community safety hubs has developed over many years to enhance multi-agency service provision. Investment in preventative policing continues and the force is well placed to continue taking a proactive approach to preventing crime and anti-social behaviour.

HMIC is satisfied that, following our 2015 effectiveness inspection, the neighbourhood policing ethos remains. However, it is apparent that preventative policing methods run the risk of becoming less effective as a result of staff being taken away from their roles to perform other duties.

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/khat⁷ 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

⁷ 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 North Yorkshire Police, in 12 months to 30 June 2016, by outcome type^{8,9}

Outcome number	Outcome type / group	North Yorkshire Police	England and Wales
1	Charged/Summoned	16.3	12.1
4	Taken into consideration	0.3	0.2
	Out-of-court (formal)	3.9	3.2
2	Cautions - youths	0.7	0.4
3	Cautions - adults	2.8	2.3
6	Penalty Notices for Disorder	0.4	0.6
	Out-of-court (informal)	6.2	3.6
7	Cannabis/Khat warning	1.4	0.9
8	Community Resolution	4.8	2.8
*	Prosecution prevented or not in the public interest	3.5	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	7.4	8.3
	Evidential difficulties (victim does not support police action)	11.9	13.8
16	Suspect identified	9.6	10.6
14	Suspect not identified	2.4	3.2
18	Investigation complete – no suspect identified	39.7	47.4
20	Action undertaken by another body / agency	0.0	0.6
21	Further investigation to support formal action not in the public interest	0.1	0.1
	Total offences assigned an outcome	89.3	91.3
	Not yet assigned an outcome	10.7	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

⁸ 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.

⁹ '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, North Yorkshire Police's use of outcomes was in line with those in England and Wales as a whole. 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.

North Yorkshire Police has a higher proportion of positive outcomes¹⁰ assigned to offences recorded in the 12 months to 30 June 2016 than the proportion for England and Wales as a whole. While this provides a degree of reassurance that the force carries out effective investigations, the number of positive outcomes could be greatly enhanced if there was consistent and effective supervisory oversight.

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

North Yorkshire Police has well-established systems and processes in use within the control room to ensure that sufficient information is obtained from callers at first contact, in order to make an accurate assessment of the level of response required. Call takers use the THRIVE model (threat, harm, risk, investigation, vulnerability, engagement) to assess what levels of vulnerability are present before determining the graded response.¹¹ However, information that would help in the investigation process is not being consistently recorded.

HMIC reviewed 61 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

¹⁰ Positive outcomes are the sum of charged/summonsed, taken into consideration and out-of-court (formal and informal) outcomes.

¹¹ THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

criteria. Because of 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 which we have gathered.

In the cases which involved a call, most had the operator giving advice on preserving evidence and crime prevention when appropriate, but very few calls had evidence of a structured triage being used. The failure to complete an appropriate assessment will undoubtedly have had an impact on the force's ability to make the most of its investigative opportunities.

Staff within the control room have immediate access to intelligence through the force's records management IT system and control room supervisors are able to access more confidential intelligence if required. The force resolves some incidents over the telephone as an effective means of satisfying the victim's basic needs without deploying a patrol officer to the scene. Data obtained from the force before the inspection identified that North Yorkshire Police deals with 40 percent of callers in this way. The force uses telephone resolution as the appropriate course of action for dealing with incidents in a rural area. This is higher than the England and Wales rate of 27 percent.

How well do response officers investigate?

Officers have a good understanding of the 'golden hour' principles. 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. Staff are given sufficient time to ensure that evidence gathering opportunities are pursued. Supervisors recognise the importance of 'getting it right first time' and where possible allow the staff to complete all the necessary enquiries without being drawn to another call for service.

North Yorkshire Police has yet to implement the mobile technology it has recently invested in, so the ability of officers to access force data systems, including intelligence, is limited to the support provided by the control room.

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

North Yorkshire Police conducts investigations of inconsistent quality and the levels of service to victims of crime could be improved. In the vast majority of the cases in the HMIC file review, the investigation had been allocated to the appropriate department, but the quality of the investigations varied depending upon the nature of the crime being investigated. For example, offences that had been linked to vulnerability and safeguarding were completed to a high standard with effective levels of supervisory oversight. This was not, however, always the case for other crime types in which there were varied levels of investigative quality with poor levels of supervision. We found similar problems during our observation of investigations, and while we were speaking to police officers and investigators from various departments across the force.

Investigators have high levels of enthusiasm and motivation and are generally trained to appropriate levels. Opportunities for continuing professional development are available and accessible. However, a number of investigators working within the serious crime teams did not believe that they had received appropriate levels of training to deal with investigations that involve vulnerable children. HMIC recognises that the force has training plans in place to address this problem over the next 12 months.

Sufficient specialist investigative capability is available on a 24/7 basis, which includes crime scene investigators and trained investigators at detective constable and detective sergeant level. Staff from the public protection unit are available until 11pm and specialist support from telecoms officers and digital forensic examiners is available on a call-out system.

Support to investigations

The force has adequate levels of digital investigation capability. There are four digital kiosks situated across the force which allow quick access to data stored on digital devices. At the time of the inspection, the force had trained 60 investigators to use the kiosks and there was no excessive backlog of devices waiting to be examined. The high-tech crime unit has adopted an effective means of triaging devices based on a scoring matrix which prioritises devices for examination and all devices within a six to eight week period. Staff are well-trained and have access to the latest technology. The unit is to benefit from an additional £1.2m in funding, which should further enhance capacity and capability.

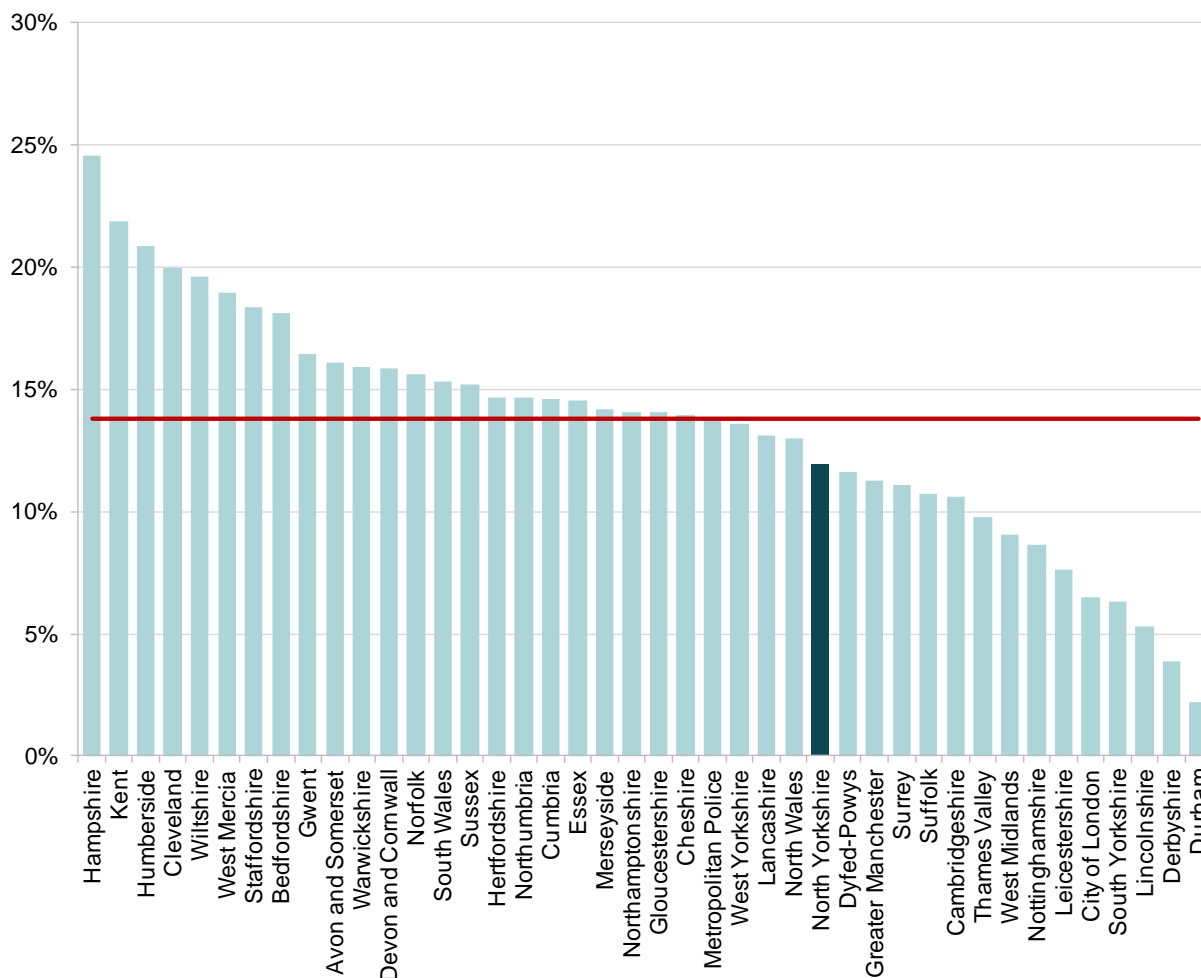
Supporting victims

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,¹² which had not previously been recorded. This was

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

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.

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^{13, 14}



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, North Yorkshire Police recorded 11.9 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

¹³ Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

¹⁴ 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.

months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

All staff that we spoke to throughout our inspection demonstrated that the victim was the most important aspect of their investigation. THRIVE was well understood and officers in the majority of cases ensured that safeguarding measures were put in place. There does, however, still appear to be some confusion over the statutory requirement to follow the *Code of Practice for Victims of Crime*.¹⁵ We found that victim contact was generally good, but few staff could demonstrate an acceptable knowledge of the other aspects of the code, such as the use of special measures and pre-court attendance support. Following HMIC's 2015 effectiveness inspection, we wanted North Yorkshire Police to improve its compliance with the *Code of Practice* for Victims of Crime, in relation to victim personal statements. In this inspection, we found good progress had been made, specifically the introduction of the booklet entitled 'Information for victims of crime' which is handed to each victim. The booklet contains information about the victim personal statement (an opportunity for the victim to explain the impact of the injuries / trauma since the crime took place) and this, together with the training programme that is being given from June through to October 2016, should raise officers' understanding of the subject.

Officers involved in investigations have a mixed level of understanding as to how to achieve victimless prosecutions. Some officers were able to display a good knowledge of the process, but this was not a consistent picture across the force. There was some evidence that training had been provided, but this appeared to be limited to pockets of investigators across the force.

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.

¹⁵ All police forces have a statutory duty to comply with the Code of Practice for Victims of Crime, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case. *Code of Practice for Victims of Crime*, Ministry of Justice, October 2013. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf

How well does the force pursue suspects and offenders?

The force could be more proactive in its approach to arresting people classified as 'wanted'. At the time of our inspection, there were 439 people whose details were circulated on the Police National Computer (PNC), 392 of which were for non-bail related offences.

Performance data is used by managers, and forensic identifications are passed to the officer in charge of the case, but more work could be done to ensure that supervisors continually review what progress has been made to arrest each person.

The force recognises the value in using technology to identify and apprehend offenders. It has recently invested an additional £1 million to enhance its automatic number plate recognition (ANPR) capability. There is a proactive approach to using the system and local teams are encouraged to bid for access to the mobile ANPR capability to assist in targeting offenders in their area. The force proactively identifies and arrests people who are involved in sharing indecent images of children. At the time of our inspection there was no backlog of outstanding cases.

North Yorkshire Police has forged close links with local immigration units. Publicity has taken place throughout the force, particularly in custody facilities, to promote ACRO checks by officers when dealing with foreign nationals in custody.¹⁶ Recently an offender had been arrested by the force, and an ACRO check revealed that he was wanted for a serious offence overseas. Work is continuing with the immigration unit to ensure that he is deported following the conclusion of the UK criminal justice proceedings.

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

North Yorkshire Police has processes in place to manage effectively those individuals who have been identified as posing a risk to the public. The force is fully prepared to manage the risks posed by dangerous and sexual offenders. MAPPA¹⁷ arrangements are managed through the public protection unit, which also has responsibility for managing registered sex offenders (RSOs).

At the time of our inspection, 18 people were assessed at level 2 (medium risk) and one additional person at level 3 (high risk). The public protection unit has 21 police officers, of whom 11 are allocated to work with RSOs along with four members of police staff. We spoke with some public protection officers (PPOs) who raised

¹⁶ ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

¹⁷ Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

concerns about the numbers of RSOs per member of staff. It was identified that in some areas, and in particular in York, each PPO was managing approximately 80 offenders. The force is aware that these numbers could pose a potential risk and has gone through a recruitment process to address the concerns. The force uses the nationally recognised ARMS¹⁸ and RM2K¹⁹ risk-assessment tools to assess the risk posed by RSOs. Some of the low-risk RSOs are currently being managed by integrated offender management (IOM) teams. Although this adds some resilience to the public protection unit, there are some concerns within the IOM team that they have not had the appropriate training to carry out this particular aspect of their duty.

IOM forms part of the newly-established offender management unit and includes seven dedicated IOM police officers and an intelligence research and briefing officer (IRBO). The IOM police officers are located county-wide and are based within Probation Service offices. Intelligence-sharing is effective and makes use of a number of shared databases. All police-held intelligence is reviewed, sanitised and uploaded onto the shared systems. The units have a cross section of group members ranging from thieves, robbers and burglars, violent offenders, domestic abuse perpetrators, organised crime group members and some registered sex offenders. The IOM programme has recently changed its scoring matrix to a gold, silver and bronze structure. As this is in its infancy it has yet to produce sufficient data to give any evidence of a reduction in re-offending. The previous performance-reporting mechanism did, however, demonstrate a reduction in re-offending before the new system was introduced.

The force uses legislative powers to good effect. During the 12 months prior to 30 June 2016, the force issued 285 sexual harm prevention orders (SHPOs) of which four had been breached.²⁰ There have also been five breaches of sexual offence prevention orders (SOPOs).²¹ The force has two dedicated officers who proactively seek civil orders (sexual risk orders) against people who have not been convicted, but whose behaviour presents a risk of sexual harm to others. Neighbourhood and

¹⁸ ARMS: active risk management system for sex offenders. This allows officers to prioritise the work that needs to be done to manage the offender effectively in the community, taking into account what is currently happening in the offender's life.

¹⁹ Risk Matrix 2000 (RM2K) is used by the Probation Service to risk-assess sex offenders living in the community.

²⁰ Sexual Harm Prevention Orders (SHPO) can be applied to anyone convicted or cautioned for a sexual or violent offence. They can place a range of restrictions on individuals depending on the nature of the case, such as limiting their internet use, preventing them from being alone with a child under 16, or preventing travel abroad.

²¹ Sexual Offences Prevention Orders (SOPOs) were introduced by the Sexual Offences Act 2003 and are designed to protect the public or any particular members of the public from serious sexual harm from an offender. As of March 2015, SOPOs were re-named Sexual Harm Prevention Orders (SHPOs).

response teams have a good knowledge about who the dangerous sex offenders are that live within their local area.

Summary of findings



Good

North Yorkshire Police's approach to investigating crime and managing offenders is assessed as being good overall.

The force allocates investigations to the appropriate department and officers possess the required level of skill. Processes within the control room enable the call-takers to assess areas of risk correctly. However, more could be done to gather information that would assist in the investigation process. Investigations into offences in which the victim was assessed as being vulnerable were completed to a high standard with good supervisory oversight, but this is not consistent for other crime types.

North Yorkshire Police has processes in place that help ensure that people who pose a risk to the public are actively managed. The MAPPA process is used to manage people who pose the greatest risk. The types of offenders managed by the integrated offender management unit have been extended to include domestic abuse perpetrators, violent offenders, registered sex offenders and members of organised crime groups.

Following HMIC's 2015 effectiveness inspection, we wanted North Yorkshire Police to improve its compliance with the *Code of Practice for Victims of Crime*, specifically in relation to victim personal statements. In this inspection, we found good progress had been made.

Areas for improvement

- The force should ensure that all evidence is retrieved at the first opportunity in order to maximise the likelihood of investigations being concluded successfully.
- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects and suspects identified through forensic evidence are swiftly located and arrested.

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?

North Yorkshire Police has made steady progress since HMIC's 2015 effectiveness inspection. Officers demonstrate an improved level of knowledge of vulnerability and the role they play in safeguarding. The force has continually reinforced the role that THRIVE plays in all aspects of policing activity and this is understood across the organisation. The force has introduced an 'information for victims of crime' booklet which provides important information, including details of the victim impact statement. Officer awareness has been raised and there has been an increased level of compliance. However, the force has not yet invested in body-worn video cameras, which would enhance its ability to record evidence and pursue cases where vulnerable or intimidated victims do not support prosecution.

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,²² others use the definition referred to in ACPO guidance²³ and the remainder use their own definition.

North Yorkshire Police uses the government's Code of Practice for Victims of Crime definition of a vulnerable victim, which is:

“You are eligible for enhanced entitlements under this Code as a vulnerable victim if:

(a) You are under 18 years of age at the time of the offence, or

(b) The quality of your evidence is likely to be affected because:

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

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

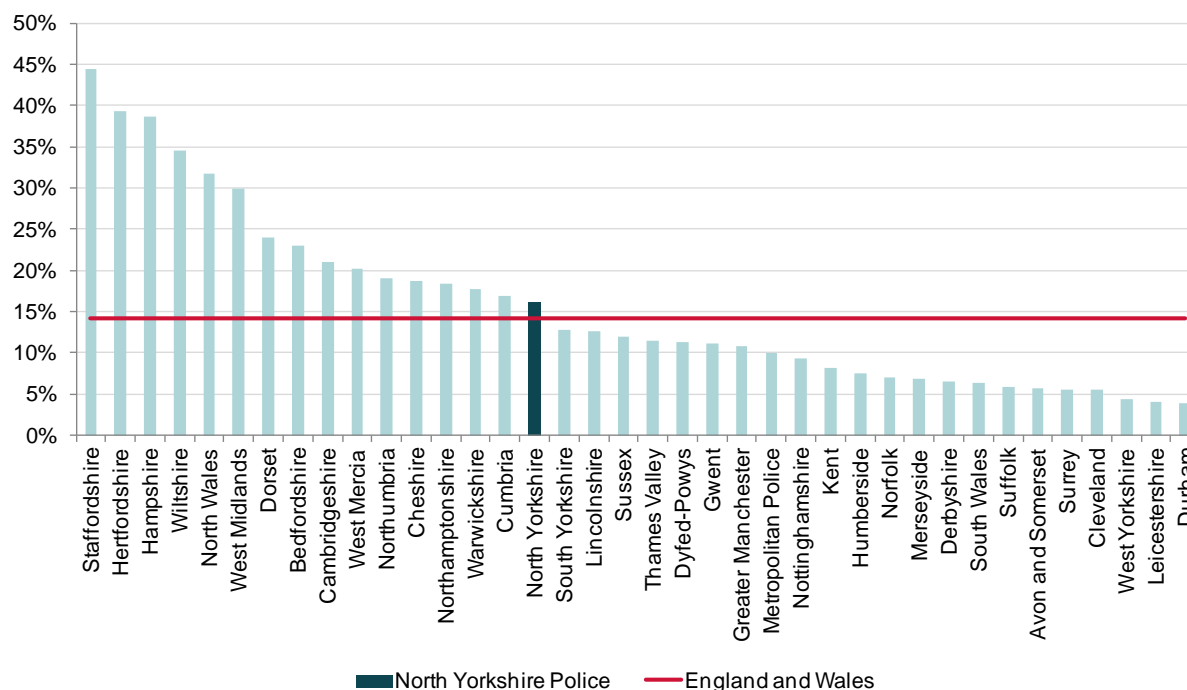
3) You have a physical disability or are suffering from a physical disorder”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 16.0 percent of all recorded crime in North Yorkshire was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

²² *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

²³ 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/

Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016²⁴



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

North Yorkshire Police has an adequate understanding of the nature and scale of vulnerability across the force area. The force has defined vulnerability for the purposes of call management as “a person is vulnerable if, as a result of their situation or circumstances, they are unable to take care or protect themselves, or others, from harm or exploitation.” Call takers use this definition when using THRIVE and the national decision model (NDM).²⁵ Inspectors spoke to a number of operational staff and found that although they could not recite the definition, there was an apparent understanding of what constituted vulnerability and an understanding of their safeguarding responsibility. Officers were also found to understand the difference between people classified as missing and those classified

²⁴ 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.

²⁵ National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

as absent²⁶ and could articulate their specific responsibilities. Vulnerability features within the force's daily briefings, and when we sat in on these meetings we noted that they included details about people missing from home, domestic abuse perpetrators and children at risk of child sexual exploitation.

An assistant chief constable chairs the vulnerability governance board, which at this time does not include partner agencies. All aspects of vulnerability are discussed at the board meeting and any important messages are disseminated to staff. The North Yorkshire and City of York safeguarding system leadership group examine how the four safeguarding boards and two community safety partnerships can get the most out of their work by improving the co-ordination of their efforts and knowledge. Over the last 18 months, the force has completed problem profiles for domestic abuse, child sexual exploitation, and people missing from home. The profiles on domestic abuse and people missing from home contain an assessment of the emerging threat, using data from the police and local partners. The child sexual exploitation profile is at stage 1 of 3 and at this time, the profile contains information from the police and North Yorkshire County Council. Stages 2 and 3 will contain a more complete picture, including data provided by York local authority. The force has also completed a domestic abuse self-assessment which covers the force's position on how it is addressing the domestic abuse action plan. The document covers actions which have yet to be fulfilled such as the investment in body-worn video cameras. It also highlights the investment of £3.2 m in vulnerability and safeguarding. The force is able to record data relating to calls for service linked to mental health problems. Data provided by the force indicates that 6.3 percent of all command and control incidents had a mental health indicator which is higher than the England and Wales rate of 2.4 percent.

North Yorkshire Police consistently identifies vulnerable and repeat victims at the first point of contact. Every instance of contact made with the force is logged for all callers on the Aspire system (an internal IT system), and is used as a method of identifying repeat victims. Force control room systems have a tick-box to show whether the caller or victim appears vulnerable. These are graded as 'priority response' or, if the individual concerned is currently at risk, 'immediate response' and are attended within one hour. Caller details are recorded on the command and control system and if a repeat caller is identified, then this is flagged up on the system. Call-takers are also asked to update their deployment manager about any markers they create to identify vulnerable people. The process aims to identify people who are vulnerable and ensure that officers who then deal with the caller can put appropriate safeguarding measures in place to assist them.

²⁶ A person is classified as absent if they are not where they are expected to be but they are not considered at risk. Whereas, if they are classified as missing the police are obliged to take steps to locate them, as the level of perceived risk is higher.

The force has a 'missing and absent' procedure which outlines the roles and responsibility for each stage of the process from the call-taker to investigating officers and supervisors. There are separate drop-down question sets for people classified as missing and people classified as absent.

North Yorkshire Police has comprehensive procedures in place to ensure that vulnerability is appropriately identified. Call takers have a good knowledge of THRIVE and any calls that have been assessed as being linked to vulnerability are scrutinised by supervisors and the force incident manager. The force uses the national contact management principles and incidents are graded according to this guidance. Mental health nurse practitioners have been assigned to the force control room since January 2016, and they give guidance and advice to call-takers. If members of staff have any concerns about a person's mental wellbeing, they can seek advice and assistance from the nurse in order to assess risk and identify appropriate mitigation measures. This enables the NHS and the force to identify the correct response from the outset. The force is able refer callers directly to other services if needed.

North Yorkshire Police recently carried out a detailed review of the experience of victims, which involved listening to 30 telephone calls across all incident types on a randomly chosen day. This report has been fed into the development of the THRIVE process within the call handling service with the intention of continually improving services to victims.

How effectively does the force initially respond to vulnerable victims?

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

Do officers assess risk correctly and keep victims safe?

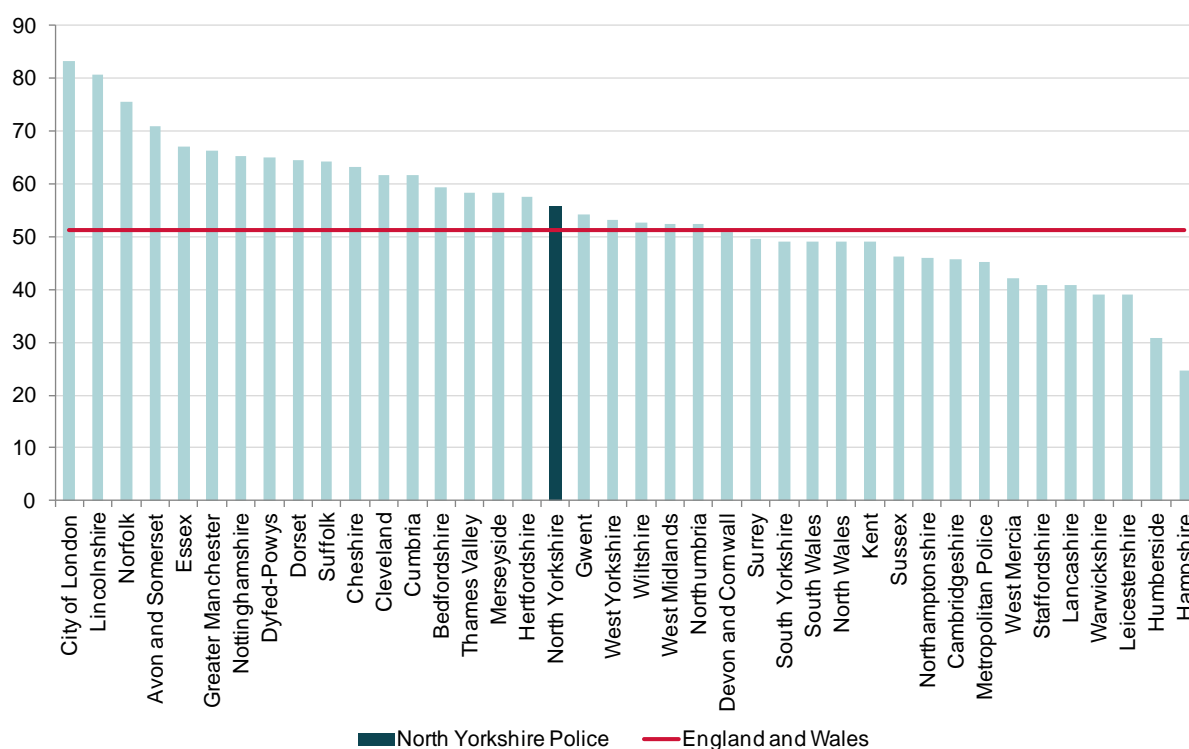
The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data shows that in the 12 months to 30 June 2016, police-recorded domestic abuse in North Yorkshire increased by 31 percent compared with the 12 months to 31 March 2015. This

compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 13 percent of all police-recorded crime in North Yorkshire, 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 North Yorkshire Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 56 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 2016²⁷



Source: HMIC data return, Home Office data

For further information about these data, please see annex A

North Yorkshire Police comprehensively assesses vulnerability at the point of first contact. Officers use THRIVE both at the original call handling stage and also when officers attend the scene. Either the DASH assessment for victims of domestic

²⁷ 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.

violence²⁸ or the vulnerability risk-assessment forms (which are used for all other aspects of vulnerability), are completed by the attending officers and are signed off by a supervisor before they are submitted to the appropriate department. Further scrutiny is provided by the force incident manager, who will only authorise an incident to be closed once he or she is satisfied that all appropriate measures have been taken. We found that generally there is a good understanding across the force about the possible links between incidents of children missing from home and child sexual exploitation, with officers displaying an acceptable level of knowledge. There were, however, a small number of incidents in which children in care homes who persistently fail to return home in the evening are classified as absent. By classifying these children as absent rather than missing, valuable support and intelligence-gathering opportunities might be missed.

The force has an inconsistent approach to the digital recording of incidents involving domestic abuse. Some officers in the York area have access to body-worn video cameras but these have generally been funded by partner agencies and are not available to the rest of the force. The force has bought digital cameras for response officers to use when attending domestic abuse incidents, but the failure to equip all responding officers with cameras limits the opportunity to gather compelling evidence against perpetrators. HMIC also noted this in our 2015 effectiveness inspection report.

North Yorkshire Police has developed a specific reporting tool for hate crime. This enables the force to produce quantitative data around hate crime and to understand the number of incidents and the places where they occur most frequently.

In the last 12 months, all response officers in North Yorkshire Police had received training on the identification of mental health problems. The force is also working with the University of York on a £1.1m collaboration involving the College of Policing and the Tees, Esk and Wear Valleys NHS Foundation Trust, to improve the handling of incidents which include a component of mental distress. Approximately 275 response and neighbourhood patrol staff have received a full day's training, provided by mental health professionals. There are plans to provide the same training force-wide in the near future.

North Yorkshire Police conducts the necessary immediate safeguarding actions at initial response. Inspectors spoke to a number of officers and found there was a good understanding of their particular role in ensuring that safeguarding measures were put in place. A DASH risk-assessment form is completed by the attending officer and then countersigned by the supervisor to ensure that it has been

²⁸ Domestic abuse, stalking and harassment (DASH 2009). DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help front-line practitioners identify high risk cases of domestic abuse, stalking and so-called honour-based violence.

completed appropriately and also to confirm that the investigation and safeguarding measures have reached a minimum standard. Domestic abuse coordinators review and complete a safety plan that takes into account the risk the victim is facing. The plan includes an assessment of which agency is best placed to safeguard the victim, while taking into account any children that might be affected by the incident. The DASH form has recently been amended to improve the way the force records the impact and views of any children who have been exposed to a domestic abuse incident.

The systems and processes adopted by the force ensure that handovers to investigation teams and partner agencies are adequate. The force has a domestic abuse procedure which outlines roles and responsibilities, including the safeguarding arrangements of the victim. These are well-understood by officers across the organisation. The force has trained PCSOs to carry out 'follow-up' visits to victims if the THRIVE assessment indicates that further contact from the police would not place the victim at any greater risk of harm.

The vulnerable, exploited, missing and trafficked (VEMT) team and the vulnerability assessment team (VAT) process is well understood in the force. The agreed VEMT strategy has been endorsed by the North Yorkshire local safeguarding children's board. The aim of the strategy is to safeguard and protect children and young people at risk of child sexual exploitation. VEMT meetings have now begun and these are used to exchange information between agencies, identify risk and agree multi-agency risk management plans for each referred child.

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).

North Yorkshire Police investigates offences involving vulnerable people to an adequate standard. This was reflected in our review of a cross-section of investigation files as part of the inspection. Investigations that had an associated element of vulnerability were generally completed to a high standard with good supervisory oversight. Offences linked to vulnerability are conducted by the serious crime team, which was created from officers within local CID offices and people

working within the protecting vulnerable people team. The unit's operational remit includes any offence linked to vulnerability and other more serious offences such as rape and grievous bodily harm. Officers within the unit are all ICIDP trained and approximately 80 percent are SCIDIP trained with the remainder awaiting allocated courses.²⁹ Continuing professional development is provided and this is centred on all aspects of vulnerability including child sexual exploitation, so-called honour based violence, modern-day slavery and human trafficking. Investigators from the serious crime team are available until 3.00am each day, after which a call-out facility at senior investigating officer level is available. Managers and detective inspectors monitor the work loads of staff, and we assessed these as being at a manageable level.

The use of preventative measures to place restrictions on perpetrators linked to offences associated with vulnerable victims are widely used by the force. There have been 72 applications for domestic violence prevention orders,³⁰ of which 69 were granted; in the same period 28 orders were breached.

Under the Domestic Violence Disclosure Scheme³¹ (Clare's Law), in the 12 months to 30 June 2016, the 'Right to Ask' has been used 47 times which is a notable reduction from the previous year's figure of 89. The 'Right to Know' has been used 57 times which is notably higher than the previous year's figure of 14. Both the Right to Know; and the 'Right to Ask' are more commonly known as 'Clare's Law' and they allow the opportunity for a person to ask if his or her partner has a previous criminal history linked to domestic violence, and also for the police to warn a person if his or her partner poses a significant risk because of a history of domestic violence offending. North Yorkshire Police has completed an internal review of the service of police information notices (PIN's) as part of its review into how the force manages incidents of Stalking and Harassment. The force has identified that they were being used inappropriately. These findings were recognised by HMIC as part of our inspection process. New guidance has been provided by the force, encouraging

²⁹ ICIDP: Initial Investigator Development Programme and SCIDP Specialist Child Abuse Investigator Development Programme led by the College of Policing as a developmental route that supports achievement of competence.

³⁰ DVPOs are designed to provide protection to victims by enabling the police and magistrates courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

³¹ The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law.

officers to consider alternative means of dealing with perpetrators. The force does have a single point of contact for stalking and harassment, although the force accepted that this may not be widely known by officers and staff.

North Yorkshire Police works with partner organisations to ensure appropriate continuing safeguarding arrangements are in place for vulnerable people. The force does not have multi-agency safeguarding hubs (MASHs), but it does have two multi-agency safeguarding teams (MASTs) that cover the whole of the force area.³² The MASTs work alongside partner agencies and provide support for all cases concerning vulnerable people under the age of 20. The force's vulnerability assessment team work alongside the county council's children and young people's service. Information-sharing with partners is effective and this covers all categories, including looked-after children and young people from other local authority areas who have been placed in the North Yorkshire area. The force has worked with partners and there are established plans for Operation Encompass to be launched in November 2016. This enables the sharing of information between the police and schools when a child has been exposed to an incident of domestic abuse. We spoke to representatives of the partner agencies and they were complimentary about the police's involvement in the joint working arrangements.

Following HMIC's 2015 effectiveness (vulnerability) inspection, the force was given the following area for improvement; "The force should improve its investigation of cases involving vulnerable victims by ensuring officers and staff understand how to identify vulnerability and cases are allocated to officers with the appropriate professional skills and expertise to carry out such investigations." HMIC is satisfied that this has been successfully achieved.

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.³³

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

³² A multi-agency safeguarding hub (MASH) brings together into a single location important safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

³³ 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.

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).

Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in North Yorkshire Police³⁴

Outcome type / group	North Yorkshire Police	England and Wales
Charged / Summoned	22.2	23.2
Caution – adults	6.8	5.6
Caution – youths	1.4	0.3
Community resolution	2.0	1.4
Evidential difficulties prevent further action; victim supports police action	19.2	24.1
Evidential difficulties prevent further action; victim does not support police action	34.7	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, North Yorkshire Police's use of 'caution – adults' and '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.

North Yorkshire Police supports victims of domestic abuse to a good standard and with the support of partners ensure that safeguarding measures are applied. The force uses DVPOs and takes robust action against perpetrators who breach them.

However, during our 2015 effectiveness inspection, we highlighted the following area for improvement: “The force should improve its initial investigation of cases involving victims of domestic abuse by ensuring responding officers have access to photographic and/or video-recording equipment to show evidence of injuries and crime scenes.” As yet, this is still to be progressed. Some frontline officers do have photographic equipment available to them. However this is not the same as the compelling evidence that can be generated through the use of body-worn video cameras.

The force has continued to develop its response to domestic abuse by undertaking a cycle of continuous review and evaluation. The force has a well-established action

³⁴ 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.

plan which collates and combines recommendations from national and local reports into a single point of reference. A version of this plan is available to the public on the force's website. The action plan is subject to monthly review at a Vulnerability Board. The assistant chief constable for operational policing and the Head of Safeguarding commissioned a review of how effectively the force responds to domestic abuse. It specifically assessed the effectiveness of North Yorkshire Police's use of THRIVE for domestic abuse cases, from the point that a call for service is received into the organisation through to the preparation of cases and sharing of information with partners. It also included the allocation, investigation, intervention and recording of domestic abuse incidents in accordance with force policy. The review was undertaken during March 2016. Recommendations from the review were presented and discussed at the Vulnerability Board and have been incorporated into the domestic abuse action plan.

The force takes an active role in the multi-agency risk assessment conferences (MARACs) across the force area.³⁵ A detective inspector will generally chair the meetings and domestic abuse coordinators from the force will also attend. During the 12 month period prior to 31 March 2016, the MARACs dealt with 696 individual cases. The number of MARAC cases has been rising year on year and the force recognises that further investment in staffing levels will need to be made in order to manage the workload.

The force participates in the Domestic Abuse forums that provide the opportunity to share best practice, discuss changes in legislation and amendments to the working strategy.

Summary of findings



North Yorkshire Police is good at protecting vulnerable people from harm, and supporting victims.

The force is able to identify vulnerability at first point of contact and provide initial safeguarding actions. The THRIVE risk assessment tool was understood across the organisation and officers were found to have a good understanding of their responsibility to support vulnerable people.

The force is good at providing follow-up support and works closely with partner agencies through well-established arrangements. There has been an investment in

³⁵ Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

mental health training and the placing of a mental health practitioner within the control room has greatly enhanced the level of support available.

Investigators were found to be adequately trained and completed investigations which featured vulnerability were completed to a high standard. Supervisors play an active role in monitoring these investigations.

The force plays a leading role in the MARAC process. However, the continuing rise in the number of cases will test the resilience of the organisation.

Inspectors found a number of limitations in the force's ability effectively to manage incidents classed as stalking and harassment. The force had previously completed a review of their procedures and plans are being made to improve the situation.

Areas for improvement

- The force still needs to improve its initial investigation of cases involving victims of domestic abuse by ensuring that responding officers have access to photographic and / or video-recording equipment to show evidence of injuries and crime scenes.
- The force should ensure that officers and staff use the appropriate category to classify missing persons in cases involving children.

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

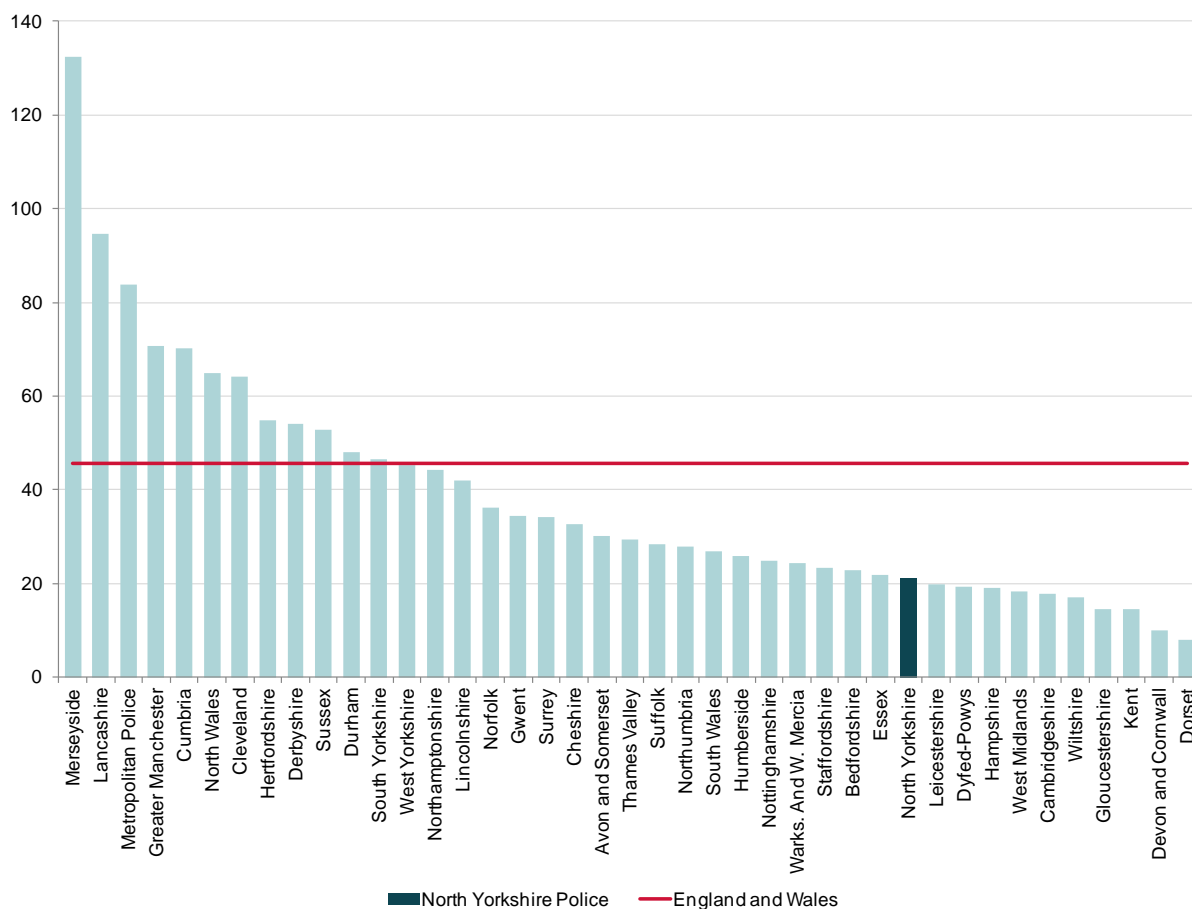
Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime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

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

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

As at 1 July 2016, North Yorkshire Police was actively disrupting, investigating or monitoring 21 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.

Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016³⁶



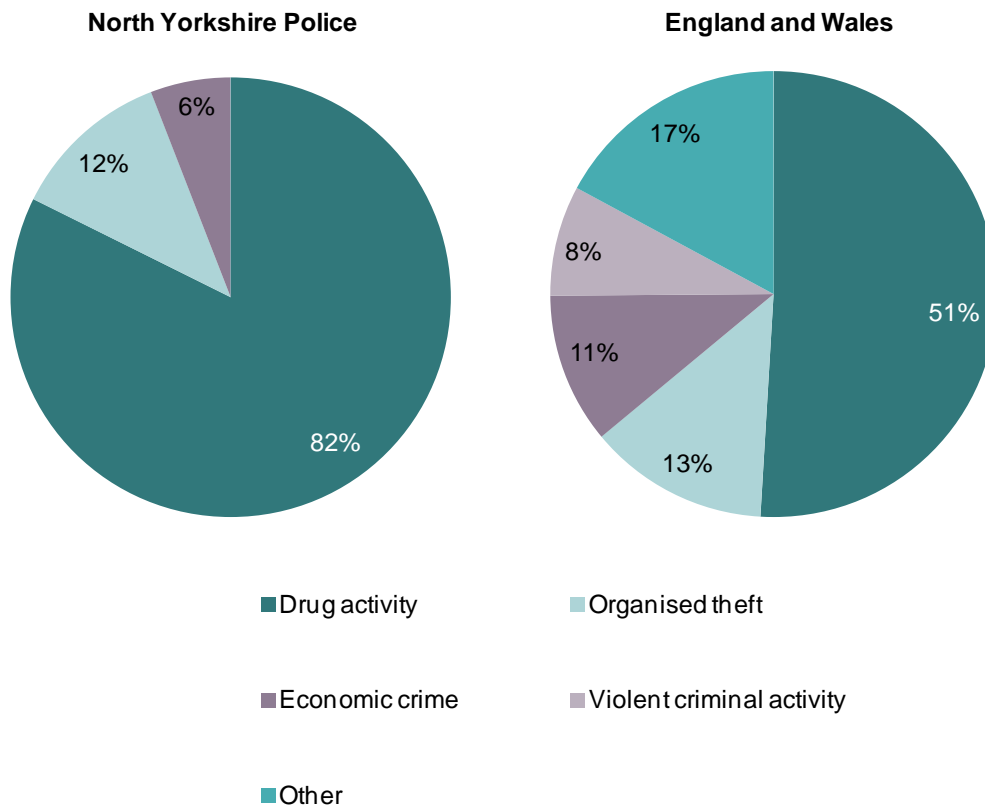
Source: HMIC data return

For further information about these data, please see annex A

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

³⁶ City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

Figure 10: Active organised crime groups by predominant crime type in North Yorkshire, 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.

The force has researched incidents of continued anti-social behaviour in certain areas and has deployed various tactics to reduce the impact on the communities. This work has identified that there is no obvious gang culture that exists within the hot spot areas and as such there has been no requirement to use legislation to tackle the problem.

North Yorkshire Police has an adequate understanding of the threat posed by serious and organised crime and is working towards enhancing its knowledge of emerging threats such as child sexual abuse, human trafficking, cyber-crime and modern-day slavery. The force completes a strategic intelligence assessment every two years, assessing the current picture across a range of policing activities. The 2016 assessment is due to be published in September 2016 and will be the first one for the force which uses the MoRiLE methodology.³⁷ It will include all areas of

³⁷ MoRiLE is the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes, which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

serious and organised crime. The preparatory research reports being created for the strategic assessment will also inform the next version of the police and crime plan.³⁸

The force has produced a serious and organised crime profile for the area. The profile was published in January 2016 and represents the force's first such document following the publication of the relevant Home Office guidance in November 2014. It addresses all the serious and organised crime threats contained within the force's strategic assessment and gives due consideration to the main serious and organised crime threats nationally, as identified by the National Crime Agency. The reporting for each threat includes detail on the national and regional picture, but there is less detail provided at force level. However, the profile draws on a limited range of data sources, predominantly organised crime group mapping and NRM data.³⁹ The profile acknowledges that partner data has not been provided by the partner agencies but the force has stated that the next version will include such information. This lack of partnership data included in this profile limits the force's ability to develop a full understanding of the threat posed by serious and organised crime.

The force has the capability to gather intelligence from a variety of sources and there is sufficient oversight and analysis to identify any gaps in coverage. There is a good awareness of emerging crime types and the force is taking proactive steps to raise awareness across the organisation to enhance this. The ability to tackle cyber-crime is still a weakness, which the force recognises and it is taking steps to enhance its understanding of the threat. A full problem profile has been completed and this will assist in enhancing its ability to respond to this emerging threat. The force also recognises that it could do more to raise the awareness of staff members about organised crime groups that operate in neighbouring force areas but whose members live within the North Yorkshire boundary.

Neighbourhood staff, including PCSOs, were generally found to have a good understanding of the active organised crime groups operating within their area. We found good examples of appropriate intelligence and images of organised crime group members being disseminated to neighbourhood officers, although this was not consistent across the force. Organised crime group mapping is completed by the force to national guidelines. The re-scoring process takes place every month, which is more frequent than the national requirement. Identification of emerging organised crime groups can be made by any member of staff and operational activity only begins once a group has been scored and an appropriate lead responsible officer

³⁸ Each year, a force will carry out a strategic assessment from which a control strategy and intelligence requirement is set. The assessment is reviewed after six months to assess whether the priorities for tackling crime need to be amended and, where necessary, the control strategy updated.

³⁹ The National Referral Mechanism (NRM) is a framework for identifying victims of human trafficking or modern slavery and ensuring they receive the appropriate support.

(LRO) appointed. The force was able to demonstrate that this does not restrict operational activity if an urgent threat is identified.

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.

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North Yorkshire Police has access to sufficient capacity and capability to deal with emerging threats from organised crime groups operating within its area. The force has a process for the prioritisation of its operational response which is reviewed every month through the organised crime group management meeting (OCGM). Organised crime groups are submitted to the force intelligence bureau for re-scoring following changes in circumstances or as a result of executive or disruptive action. The director of intelligence chairs the weekly covert tactical tasking and coordination meetings, at which the principles of THRIVE are applied to decisions regarding the allocation of assets and resources against threat risk and harm.

Each organised crime group has an LRO appointed who is held to account for activity every month. Each organised crime group has a plan assigned to it based on the 4Ps, (pursue, prevent, protect, prepare) as outlined in the national serious and organised crime strategy⁴⁰ but it is accepted by the force that there are some plans that need refreshing. Most activity takes place within the 'pursue' element of the plans. The LROs were found to have a mixed level of knowledge about operational tactics, but training is planned to enhance this aspect of their role. If an organised crime group is assessed as requiring a higher level of response, the force can make

⁴⁰ 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.

representation at the ROCU regional meeting. If no regional support is available, the force can draw on support from neighbouring forces to provide specialist assets on a short-term basis.

The force has links with partnerships through the community safety meetings, at which serious and organised crime is a standing agenda item. This level of engagement will be enhanced when the full serious and organised crime strategic partnership board is formed in November 2016.

North Yorkshire Police records disruption activity and manages this consistently across the force. All activity is discussed at the monthly organised crime group meeting, however it is accepted that this is very much a subjective test and will not necessarily reflect what other forces are doing in the region. LROs have clear operational objectives set at the start of each operation and are held to account for achieving them. Neighbourhood teams are used as part of disruption work, as and when they are required. This includes the execution of warrants, disqualified driver checks and to check for compliance with any bail restrictions.

The force works closely with the Government Agency Intelligence Network (GAIN), which is a large network of partners, including all police. The force was found to submit a high number of referrals per organised crime group in the 12 months to 30 June 2016, taking into account the low number of organised crime groups that are operating within the force area. The force has a dedicated prison intelligence officer who can provide access to prison intelligence if the necessary criteria are met. Specialist operational support such as digital media investigators are available in force, but the vast majority of specialist capability sits within the ROCU. North Yorkshire forms part of the Yorkshire and Humberside ROCU, which includes North Yorkshire, South Yorkshire, West Yorkshire and Humberside police forces. The unit is located in West Yorkshire and contains the majority of specialist capabilities. The force recognises that it has some work to do to ensure that the requirement to submit referrals to the UK Human Trafficking Centre becomes standard practice.

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.

North Yorkshire Police engages in a number of partnership projects which have the potential to prevent people from becoming involved in organised crime. The 'No

Wrong Door' project, which operates from two hubs in Scarborough and Harrogate, is a multi-agency response to provide support and guidance to looked-after children or children on the edge of care who might be victims of child sexual exploitation, exploitation, radicalisation, and gang crime. The project aims to educate, as well as to mitigate, in order to stop young people from becoming drawn into such criminality. The force also plays an active part in the Troubled Families Programme (known within North Yorkshire County Council as the 'Developing Stronger Families DSF Programme'). This aims to identify families suitable for early intervention with partner agencies in order to prevent people from being drawn into criminality. This is particularly relevant to siblings of identified gang members. The force area does not have a youth gang culture and as such there has been no necessity to apply any preventative tactics.

North Yorkshire Police has a limited approach to the lifetime management of offenders to prevent them from re-offending. Ancillary orders at the time of the inspection were restricted to two serious crime prevention orders,⁴¹ both relating to offenders who are still in custody. There is a degree of uncertainty as to who is responsible for monitoring the orders as and when the offenders are released. The IOM groups do include organised crime group members and MAPPA arrangements will target those people who pose the greatest risk. Operation Taxi, is however one such project in which staff from within the SNTs are informed of OCG members who have been subject to a Proceeds of Crime Act (POCA) order. It encourages the officers to report intelligence on any changes of lifestyle of offenders which would indicate that they have access to significant amounts of money.

North Yorkshire Police communicates regularly with the public about serious and organised crime. Operations targeting organised crime groups have a built-in media strategy to ensure that the main messages resulting from seizures or convictions are provided to the public. The aim is to provide a deterrent to those on the periphery of organised crime, and reassurance to the wider community. We observed an example of this when we reviewed a series of press releases from the time of arrest through to conviction at court following a targeted operation into drug supply in Harrogate.

The force also has an established process of providing preventative advice to vulnerable sections of the community, such as the risks faced by organised fraud. The 'online print store' contains crime prevention advice and materials that are

⁴¹ SCPO: serious crime prevention order: a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police. Available from:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/415969/Fact_sheet_-_SCPOs_-_Act.pdf

available to all officers and staff and is often used when the force has been alerted to an emerging crime type.

Summary of findings



Requires improvement

North Yorkshire Police needs to improve the way it tackles serious and organised crime.

The force has an adequate understanding of the threats posed by serious and organised crime and is taking active steps to enhance its knowledge of emerging crime types. The first serious and organised crime local profile was produced at the start of 2016 and reflects the national and regional threats. However more could be done to enhance the local element, which would benefit from the inclusion of partnership data.

The force has well established mapping processes which follow national guidelines. There were some good examples of local officers playing an active part in intelligence-gathering and disrupting crime groups within their local area. However, this was not reflected across the whole of the organisation.

The force has the capability to deal with the organised crime groups that create the greatest threat and additional support is provided by the regional organised crime unit. However, further progress could be made in the lifetime offender management of people who sit at the head of organised crime groups.

Some good partnership work draws individuals away from crime and this is achieved through both the Troubled Families programme and integrated offender management.

Areas for improvement

- In conjunction with partner organisations, the force should further develop its serious and organised crime local profile to enhance its understanding of the threat and to inform joint activity aimed at reducing this threat.
- The force should ensure that lead responsible officers maintain up-to-date management plans for all active organised crime groups as part of a long-term, multi-agency approach to dismantling these groups. Lead responsible officers should adopt a balanced approach across the 'four Ps' framework, and they should have a consistently good knowledge of available tactics.
- The force should enhance its approach to the 'lifetime management' of organised criminals to minimise the risk they pose to local communities.

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)⁴² 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.

North Yorkshire Police has formally assessed all six of the SPR threats and has adequate leadership arrangements in place for overseeing preparedness to respond to them. The force gathers evidence, assesses risk and identifies actions for each of the capability frameworks provided by the College of Policing. These frameworks have been developed for a number of significant threat areas defined by the SPR, including public order, civil contingencies, organised crime, cyber-crime and the protective services improvement plan format for counter-terrorism. The force also has a comprehensive action plan for child sexual exploitation. The frameworks are reviewed every year, and where a gap is identified actions are put in place to mitigate any risk and close the gap. Any significant risk to the capacity and capability to deal with the threats within the SPR is recorded on the risk register.

The force sits within both the Yorkshire and the Humber and the North East collaborations for provision of specialist assets to address the national policing

⁴² 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

requirements. There are strong governance procedures in place to ensure that duplication is kept to the minimum.

The force participates in an annual testing programme of its IT infrastructure and has undertaken a table-top exercise testing the force's response to an insider attack on any part of policing operations, including its IT. The testing regime presents the force with an opportunity to test its preparedness to manage any such events.

North Yorkshire Police has the necessary arrangements in place for testing its preparedness to respond to SPR threats. The force exercises regularly with other emergency services and partner organisations. The force has taken part in the national chemical, biological, radiological and nuclear (CBRN) exercise programme run by the national CBRN centre. The exercises were mainly to test the response to terrorism from a command point of view. Exercises such as Exercise Tyr and Exercise Leyland tested the regional response and looked at the capability of commanders and tactical advisors. The force also works with main partner organisations such as the fire service, the NHS, and local authority emergency planners, as part of shared training events and planning meetings to provide a co-ordinated approach to major incidents. The government's joint emergency services interoperability programme ways of working⁴³ are now fully accepted, understood and practiced operationally every day.

The force has an established business continuity management infrastructure in place to comply with the requirements under the Civil Contingencies Act 2004. The force has identified critical functions as those which must be maintained or restored in the event of a disruption. They are: answering 999 calls, command and control, responding to high risk calls for service following THRIVE assessment, custody management, dealing with major incidents and critical incidents, communicating with the public to maintain confidence, crime investigation, management of operational intelligence and information and maintaining public order.

North Yorkshire Police has participated in national exercises including a food contamination exercise and also the national cyber-crime exercise programme. The latter involved a process where the intelligence around a cyber-crime threat in force had been identified, and the force was assessed on its ability to react. The exercise provided the opportunity for some learning and to build on what was deemed to be an appropriate level of response.

⁴³ For more information, see: www.jesip.org.uk/jesip-the-programme

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.

The force is part of the Yorkshire and the Humber (YatH) collaborative agreement for the provision of specialist firearms resources. It has completed an armed policing strategic threat assessment. There has been no uplift in armed capacity for North Yorkshire Police. Firearms officers receive specialist training and are regularly used to support regional and national operations. The force is satisfied that significant specialist support will be made available from its regional colleagues if such support is needed.

Although the force is not part of the national armed policing uplift programme, the force is reviewing its capability to recruit officers into the department. Previous recruitment campaigns have had limited representation from minority groups. The force is working to improve this aspect through a programme of video advertising.

Summary of findings

Ungraded

North Yorkshire Police has effective specialist capabilities and has good plans in place to mobilise in response to the threats set out in the *Strategic Policing Requirement*. The force regularly takes part in regional exercises to test these plans and makes amendments following the lessons learned from such tests. Over the past twelve months the force has taken part in multiple regional and national exercises.

The resources available to North Yorkshire Police, both locally through the alliance with Yorkshire and Humberside Police forces and through the regional service level agreement, help the force to prepare for an attack which requires an armed response. The force recently reviewed its assessment of threat, risk and harm and this now includes the threats posed by marauding armed terrorists.

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.