National Vulnerability Action Plan (NVAP)

2023

NVAP Themes

The National Vulnerability Action Plan provides support to policing to deliver 7 identified key themes that have specific actions:

| Theme	Description
1. Early Intervention and Prevention	By adopting the principle of professional curiosity, potential indicators of vulnerability can be identified at an early stage, presenting an opportunity for early intervention with partners so that the risk of harm is reduced. This does not always mean referral to other statutory agencies but does mean taking a caring approach to reduce the risk of further harm. E.g. this could be as little as knowing what local and national support services are available and signposting accordingly.
2. Protecting, Supporting, Safeguarding and Managing Risk	All staff and officers to use professional curiosity and an investigative mindset to recognise and respond to vulnerability. Any one incident can have layers of complexity including domestic abuse, alcohol/drug abuse, elder abuse, child emotional abuse and neglect that can lead to other risks such as criminal exploitation, sexual exploitation and vulnerability to radicalisation. The first step is to recognise fully the extent and level of risk present in order that police and partners take effective action to manage the risk.
3. Information, Intelligence, Data Collection and Management of Information	Forces have effective processes in place to gather information and intelligence, especially multi-agency data. Officers and staff use the tools to assess risk effectively in order to consider an appropriate and proportionate response. Each force develops appropriate data and related evidence to ensure that its response to vulnerability is as effective as possible.
4. Effective Investigation and Outcomes	To ensure an effective investigation, staff and officers must engage with vulnerable people in a sensitive and supportive way; maintain an open mindset, responding to the vulnerability, rather than a stereotype. Ensuring the right supportive interventions are in place will lead to appropriate and better outcomes; this is especially important for young people defined as "need to reach" who are engaged in gangs, knife carrying etc, or victims of modern day slavery.
5. Leadership	Leadership is not rank specific! All officers and staff should recognise they are leaders and be empowered to exercise their professional judgement in determining the most appropriate response and support to vulnerable people. Leadership includes ensuring that the correct governance is in place to manage risk relating to vulnerability effectively.
6. Learning and Development	Officers and staff are supported to attain and maintain their wellbeing and the skills and knowledge that they need to recognise and respond effectively to all forms of vulnerability. The outcome will be that staff will be able to work in partnership to take a problem solving approach in addressing vulnerability.
7. Communications	Use sophisticated communication techniques to understand the needs of all internal and external audiences. Utilise information to ensure that people understand how to reduce potential risks, and our officers and staff understand what is expected of them. Vulnerability should be recognised as relating to witnesses, victims, suspects and our staff.

Defining Vulnerability

The College has adopted the THRIVE definition of vulnerability, which states that:

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

Source: https://www.college.police.uk/guidance/vulnerability-related-risks/introduction-vulnerability-related-risk

The following infographic and formula underpins their approach with the definition recognising that any person could be vulnerable but it is extrinsic factors acting with intrinsic factors that can make someone suffer or be at risk of harm:
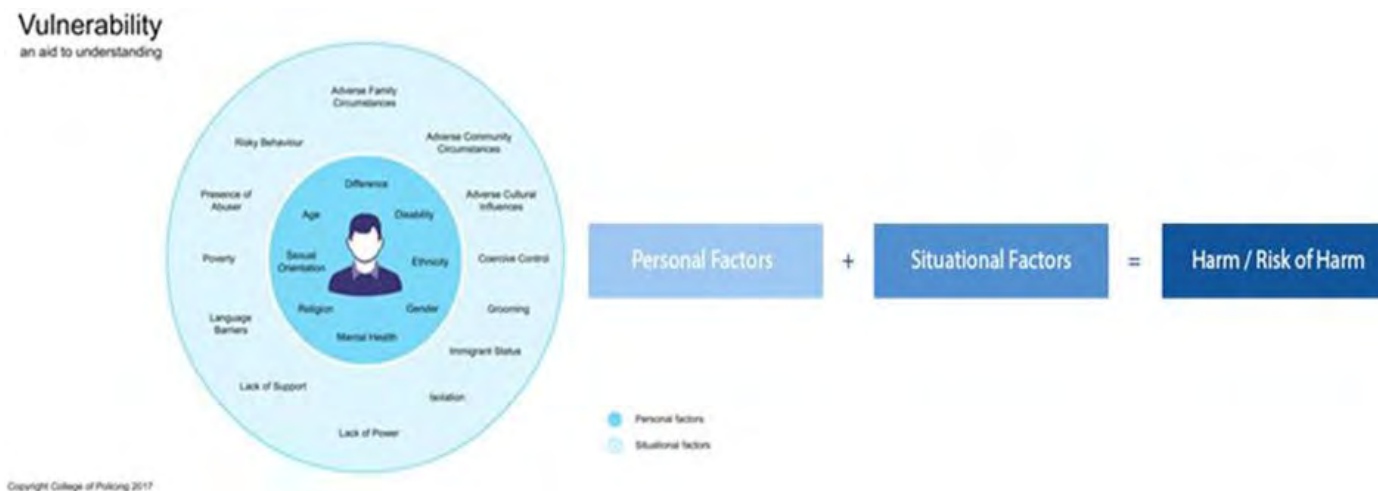
Personal factors could include protected characteristics as set out in the Equality Act 2010.   https://www.legislation.gov.uk/ukpga/2010/15/section/4

The NPCC is working towards this definition but recognises the challenges this presents from a strategic perspective. In the development of this plan the following national policing working groups were specifically engaged as members of the NPCC Violence and Public Protection Portfolio and so should be considered in scope:

> Missing, Child Protection Abuse Investigation (incl. CSA/E), Vulnerability to Radicalisation, Multi Agency Safeguarding Hubs (MASH), Domestic Abuse, Honour Based Abuse/ Forced Marriage/ Female Genital Mutilation, Stalking & Harassment, Management of Sexual Offenders and Violent Offenders (MOSOVO), Adult Sexual Offences, Adults at Risk (including Elder Abuse), Modern Day Slavery and Human Trafficking, Gangs, County Lines, Knife Crime and Sex Working & Prostitution

Perennial Issues in Policing

The College has undertaken research to obtain a rounded view of priorities for improvement in, or support to, policing over the short to medium term.
The research included analysis of HMICFRS thematic and force PEEL inspections as well as interviews and focus groups with Chief Officers and frontline staff including constables and sergeants, in order to identify the recurring '*perennial issues*' in policing where action is needed to drive improvement for the public across a range of contexts, rather than for a particular crime type or operational area of policing. This approach was aimed at identifying how the College can best work with and support policing practitioners to develop the professional skills which will enable them to respond to current, new and unforeseen challenges.

The research identified the following 10 recurring areas where improvement is required. All these areas can be considered as 'systemic' problems, requiring system wide solutions.

Diagnosis of underlying system issues:

Identifying and managing risk: The need to successfully identify and protect individuals at risk of harm

Victim engagement and care: The need to effectively engage and care for victims and witnesses

Supporting vulnerable people: The need to support vulnerable individuals through the CJS

Using evidence in investigations: The need to make effective use of evidence and investigation

Collaborative working: The need to work with partners and other agencies to effectively protect the public

Crime prevention and long term problem solving: The need to focus on prevention and long term problem solving

Analytical capability: The need to understand problems and demands and their impact on policing activity

Developing the workforce: The need to support individuals to reach their potential through effective supervision and leadership

Staff wellbeing: The need to support staff wellbeing

Professional and ethical conduct: The need to scrutinise professional conduct and deliver

For further information on this research or a detailed methodology please contact: research@college.police.uk
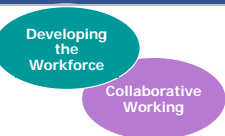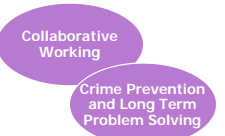
National Vulnerability Action Plan

NVAP Theme	Action No.	Perennial Issue	Action	Action Detail	Objective	Action Owner	Reference / Current Evidence
Protecting, Supporting, Safeguarding and Managing Risk	1.2.1	Identifying and Managing Risk	**National Risk Work**	Develop and publish evidence-based guidelines on vulnerability-related risk assessment	1. To support all in policing to carry out the best risk assessments for people with vulnerabilities 2. To support all in policing to identify and implement the best proportionate risk management measures that are possible in the circumstances being dealt with 3. To engage other organisations and individuals so that they can make their contribution to making vulnerable people safe, thereby ensuring that policing addresses those issues that it is most suitable to address and other organisations and individuals address those areas where it is most suitable for them to do so	**College of Policing**	Vulnerability-Related Risk guidelines have now been published on the College of Policing website at https://www.college.police.uk/guidance/vulnerability-related-risks
Leadership	1.5.1	Collaborative Working / Developing the Workforce	**Leadership Development in the Vulnerability Space**	Ensure that there are sufficient leadership development materials for all those in relevant policing leadership roles	1. To support policing leaders to support colleagues in service delivery roles to respond effectively to the needs of vulnerable people 2. To work with communities, statutory organisations and charities/voluntary organisations so that all resources are used in the most effective way to support vulnerable people and make them safer 3. To develop the skills of leaders so that they can challenge constructively their force's way of doing things and their own ways of working so that arrangements to make vulnerable people safer are constantly evolving and improving	**College of Policing**	This action will be incorporated into the Public Protection Leaders Programme

National Vulnerability Action Plan

NVAP Theme	Action No.	Perennial Issue	Action	Action Detail	Objective	Action Owner	Action Sheet
Early Intervention & Prevention	2.1.1	Identifying and Managing Risk / Developing the Workforce	Recognition and Response	Ensure that recognising and responding to vulnerability is everyone's business, especially at first point of contact	1. To identify vulnerable people, communities (including victims and perpetrators) and related threat, risk and harm at an early stage 2. To ensure officers/staff are equipped to manage risk and assess needs, as well as support and safeguard those requiring it 3. To embed and employ a trauma informed approach	Forces & Regional Teams	Click Here
	2.1.2	Identifying and Managing Risk / Collaborative Working	Mental Health	Acknowledging that mental health (MH) can impact across all forms of vulnerability. Forces to consider any links to MH as part of their vulnerability assessment, differentiating from other vulnerabilities where possible and ensuring individuals receive appropriate signposting, guidance and care	1. To understand the mental health related demand in relation to vulnerability to inform strategic and operational planning 2. To work with partners, especially those in health, to provide a combined safeguarding response to individuals experiencing mental health crisis and vulnerability related harm 3. To ensure that all victims and suspects are assessed for mental health and vulnerability and that the most appropriate criminal justice pathways are followed, signposting to services where required	Forces & Regional Teams	Click Here
	2.1.3	Collaborative Working / Supporting Vulnerable Individuals	Access to Services	Ensure all staff know where and how to access service provision for all strands of vulnerability, especially at the local neighbourhood level	1. To improve awareness amongst police officers, staff and volunteers as to what service provision exists and what it does in order that they can advise/signpost people accordingly 2. For staff and officers to develop good working relationships with services and community groups, developing a sound knowledge of the services provided to enable a good information exchange both ways	Forces	Click Here
Protecting, Supporting, Safeguarding and Managing Risk	2.2.1	Collaborative Working / Identifying and Managing Risk	Appropriate Action	In response to identified risk, ensure staff understand and utilise appropriate referral pathways including how to access partner provisions and are empowered to challenge or escalate decisions	1. To ensure appropriate action is taken and that the right referral is made 2. To monitor if there is a satisfactory response to the referral, both for adults and children 3. To understand and feel empowered to use escalation policies 4. To ensure that you are satisfied with the outcome of your referral	Forces & Regional Teams	Click Here
Information, Intelligence, Data Collection and Management of Information	2.3.1	Analytical Capability / Crime Prevention and Long Term Problem Solving	Tasking and Review Process	To ensure that strategies and force management statements cover all strands of vulnerability	1. To identify vulnerable people and related threat, risk and harm at an early stage 2. To ensure, at a strategic level, that key threats are identified and (where possible) activity planned for and delivered to reduce such threats 3. To have cognisance of and raise awareness of the identified regional and national threats and cross-cutting themes 4. To develop tools to understand community profiles better in alignment to vulnerability groups	Forces & Regional Teams	Click Here
	2.3.2	Analytical Capability / Identifying and Managing Risk	Data Collection	Data collected in support of local responses to vulnerability is of high quality, supported by policy, training and accountability	1. To have a comprehensive data collection plan which must include multi-agency data that supports the identification of our most vulnerable with a complete view of the risks inherent 2. To ensure that data collected, either through human intelligence or other systems, is assessed for quality and drives intelligence uplift and tasking processes 3. To use the data to support the force management statement 4. To understand the scale and nature of the collective threat through working with our partners	Forces & Regional Teams	Click Here
	2.3.3	Analytical Capability	Analytical Capability	Develop analytical capability and capacity to identify high risk areas of vulnerability in order to target intervention/prevention activity, including identification of emerging threats such as cyber, elder abuse, modern day slavery, transitional safeguarding and vulnerability to radicalisation	1. To enable early intervention before criminality occurs 2. Recognition that vulnerability to becoming involved in crime or a victim of crime can increase due to social determinants such as association, geography, school, family etc 3. To enable agencies working in partnership to target local contexts and problems effectively and monitor shifting patterns e.g. criminal exploitation 4. To predict future risk and therefore enable a multi-agency approach to early intervention and prevention and where appropriate diversion and exit strategies for offenders	Forces & Regional Teams	Click Here

NVAP Theme	Action No.	Perennial Issue	Action	Action Detail	Objective	Action Owner	Action Sheet
Effective Investigation and Outcomes	2.4.1	Victim Engagement & Care	Voice of the Victim	Develop clear processes to ensure that 'the voices of vulnerable victims and witnesses' are heard	1. To ensure that 'the voices of vulnerable victims and witnesses' are heard relating to service provision and victim/witness feedback 2. To understand if existing practice is meeting the need of the victim/witness and in line with the Victims' Code of Practice 3. To seek feedback and use the voice of the victim to shape and plan future service design	Forces & Regional Teams	Click Here
	2.4.2	Using Evidence in Investigations	Evidence and Investigation	Develop competent front line police and staff responders who use professional curiosity to ensure that the early investigation is maximised to gather best evidence	1. To ensure call handlers have an investigative mindset, ask open questions and try to understand what is happening and why 2. To ensure good quality information is recorded which could be used in evidence-led prosecutions 3. To ensure the response or neighbourhood officer takes a similarly inquisitive approach in their interactions, likely to be recorded on Body Worn Video. All vulnerable victims and witnesses, especially children, must be given the time and safe space to feel able to give their account using trusted interpreters/communication aids where appropriate to support them 4. To ensure that crimes are allocated to those investigators with the most appropriate skills 5. To ensure supervisors have the skills to review and manage investigations competently, ensuring due consideration is given to the appropriateness of prosecution. Where there are issues of exploitation/vulnerability (e.g. Modern Day Slavery, County Lines and Vulnerability to Radicalisation) it may not always be appropriate to prosecute	Forces	Click Here
	2.4.3	Supporting Vulnerable Individuals / Using Evidence in Investigations	Evidence-Led Prosecutions	Develop and utilise in more effective ways early evidence gathering techniques and the use of 'evidence-led' prosecutions in all appropriate cases (wider than DA & child abuse)	1. Ensure officers and staff are aware of the principles of evidence-led prosecution and that it should be considered for a range of crimes other than DA, including Modern Day Slavery, Honour Based Violence, Elder Abuse and Child Sexual and/or Criminal Exploitation 2. To ensure first responders are trained, equipped and able to collect evidence options other than victim testimony, particularly where the victim is vulnerable 3. Where it is thought that the case may become an evidence-led prosecution, to ensure that officers and staff consult with the CPS at the earliest opportunity for investigative advice	Forces & Regional Teams	Click Here
Leadership	2.5.1	Collaborative Working / Professional and Ethical Conduct	Governance	To optimise governance arrangements regarding vulnerability (in-house and multi-agency) to ensure synergy regarding understanding of threat, barriers, good practice, gaps and related forward work plans	1. To ensure the implementation, in England, of the reforms to Multi Agency Safeguarding Children Partnerships from Local Safeguarding Children's Boards are incorporated into governance arrangements 2. To ensure there is effective interoperability between Local Safeguarding Children Partnerships, Safeguarding Adults Boards and Community Safety Partnerships 3. To develop robust audit, peer review and independent scrutiny both within force and at a multi-agency level 4. To ensure integration of the learning and recommendations from national briefings and local and national learning reviews 5. To ensure the delegation of responsibility as the safeguarding partner from Chief Officer to another appropriate person in the force is subject to monitoring, evaluation and review	Forces	Click Here
	2.5.2	Staff Wellbeing / Professional and Ethical Conduct	Resilient Staff	Instil a supervisory approach at all levels throughout the organisation that encourages debriefing/review and a learning culture with a mindset of 'What did we do well?'	To ensure police officers and staff feel confident in the level of support they receive and have the ability to challenge and know who to go to if there is a problem	Forces & Regional Teams	Click Here

NVAP Theme	Action No.	Perennial Issue	Action	Action Detail	Objective	Action Owner	Action Sheet
Learning and Development	2.6.1	Developing the Workforce / Collaborative Working	**Multi-Agency Hubs**	Ensure that MASH/Multi-agency unit officers/staff (where implemented) fully understand the characteristics relating to vulnerability and principles of professional curiosity and that it is embedded within MASH/multi-agency processes	1. To ensure that the characteristics relating to vulnerability and principles of professional curiosity are well embedded within MASH/Multi-agency units 2. To ensure MASH/Multi-agency unit officers/staff have the training and skills necessary for the role 3. To ensure MASH/Multi-agency officers/staff work collaboratively	**Forces**	Click Here
	2.6.2	Developing the Workforce / Staff Wellbeing	**Officer/Staff Norms**	Recognise that officer/staff norms will change from exposure to aspects of criminality/vulnerability and that these need to be reset so that thresholds of acceptability are maintained	1. To reset thresholds of acceptability through training and briefings ensuring officers and staff are better equipped to recognise individuals at risk of harm and respond to their vulnerability appropriately 2. Ensuring through supervision and leadership that officers and staff are better supported to reset their thresholds of acceptability and thus recognise and respond to vulnerability-related risk consistently	**Forces & Regional Teams**	Click Here
	2.6.3	Developing the Workforce / Professional and Ethical Conduct	**Recruitment & Retention**	To ensure recruitment processes show/test understanding of vulnerability for potential new employees entering the service and throughout their career	1. To have a workforce that understands, and is motivated to understand, the importance and complex nature of vulnerability from the moment they join the service 2. To ensure that officers and staff continue to have aligned values in relation to vulnerability	**Forces & Regional Teams**	Click Here
Communication	2.7.1	Collaborative Working / Crime Prevention and Long Term Problem Solving	**Working with Communities**	To work with communities to build confidence, improve understanding and increase reporting especially with groups affected by structural inequalities	1. To work with communities, community groups and in collaboration with PCCs to increase reporting of those groups that are under-reporting 2. To have recognition of the risk that a vulnerable person, groups affected by structural inequalities or even a community might experience when reporting and what support mechanisms are in place 3. To increase ease of access, third sector reporting and gateways to services 4. To ensure staff recognise that a community as a whole, or sections of it, can be vulnerable	**Forces**	Click Here

NVAP Action Sheets

The Action Sheets have been updated from the NVAP v2 to reflect the move towards identifying the impact of forces fully embedding the actions and the work being undertaken by the VKPP to develop Action Impact Toolkits.

The Action Impact Toolkits are evidence-based frameworks which present a number of activities and outputs the force could put in place in order to achieve the action, the related impacts these would have and suggested ways in which these can be measured.

Where an Action Impact Toolkit has been developed for an action, the key elements from these have been included in the Action Sheet. Where one is still to be developed, the Action Sheet has "**Interim**" at the top. This means that the elements described below may change following further evidence gathering and research. Action Sheets will be updated as the Toolkits are developed and published.

The Action Sheets now include the following elements:

Organisational Impact: The long-term impact that embedding the action would have on the force itself
External Impact: The long-term impact that embedding the action would have on the individuals, community and public served by the force

For each objective within the action:
What do we mean? A clarification of the objective itself
What are forces doing? A summary from the NVAP benchmarking process of what forces are currently doing against that objective
How do we know? Interim measures have been identified from the HMICFRS PEEL assessment framework (2023-25) that will help forces assess progress

In addition, where available, there will be links to:
Evidence
Action Impact Toolkit (where available)
Key Information/Documents

NPCC National Police Chiefs' Council

Vulnerability Knowledge & Practice Programme

Action 2.1.1 Recognition & Response

Ensure that recognising and responding to vulnerability is everyone's business, especially at first point of contact

ORGANISATIONAL IMPACT
A force that is confident in its ability to recognise and assess vulnerability at the earliest opportunity and responds appropriately reducing the risk to the individual, community and public.

EXTERNAL IMPACT:
Victims and their families are confident that vulnerability is recognised at first point of contact and responded to empathetically using a trauma informed approach.

Objective 1: To identify vulnerable people, communities (including victims and perpetrators) and related threat, risk and harm at an early stage	Objective 2: To ensure officers/staff are equipped to manage risk and assess needs, as well as support and safeguard those requiring it	Objective 3: To embed and employ a trauma informed approach
What do we mean? At an operational level, officers/staff are able to identify vulnerable individuals at an early stage, thereby reducing the risk of harm. **What are forces doing?** Many forces use tools to identify and respond to vulnerability and are developing apps to analyse and visualise the data in order to identify 'harm spots' and vulnerable people. A number of forces have created specific roles to assist in identifying and responding to vulnerability, for example Problem Solving Co-ordinators. Some forces hold multi-agency meetings to review incidents/identify people at risk of vulnerability and assess what further action may be needed.	**What do we mean?** Officers/staff are able to identify, assess and manage risk, supporting and safeguarding individuals where needed. **What are forces doing?** Many forces use apps, data analytics and assessment tools to identify and manage risk. An example is Call Assist, an automated system which identifies the previous history of callers and uses a vulnerability assessment framework. Forces have a variety of training packages from a 6 week intensification program, to officers cascading expertise to other officers. Some forces have evaluations of their practices e.g. mystery shopper deployments and force control room call reviews. Several forces have implemented additional measures e.g. a separate booking in desk for people experiencing vulnerability, the Safe Space Scheme and the vulnerable suspect pilot.	**What do we mean?** The force has a well-defined trauma informed approach which is embedded within their response to vulnerability. **What are forces doing?** Forces have started rolling out multi-agency Trauma Informed training to staff and officers. This develops knowledge of Adverse Childhood Experiences and how to recognise trauma.

Evidence

Impact Toolkit

Under Development

How do we know? Related PEEL Measures

1.1 The force manages incoming calls, assesses risk and prioritises its response well.
1.2 The force deploys its resources to respond to victims and incidents in an appropriate manner.
2.1 The workforce interacts with the public fairly and respectfully.
4.1 The force has effective oversight of its response to public contact and understands risk effectively at first point of contact.
4.2 The force provides an appropriate response to incidents, including those involving vulnerable people.

Action 2.1.2 Mental Health

> **Acknowledging that mental health (MH) can impact across all forms of vulnerability. Forces consider any links to MH as part of their vulnerability assessment, differentiating from other vulnerabilities where possible and ensuring individuals receive appropriate signposting, guidance and care**

ORGANISATIONAL IMPACT

Forces understand their mental health related demand and have developed pathways with partners resulting in greater confidence and capacity within the workforce to deliver an appropriate response to individuals experiencing mental ill health, particularly where this increases their level of vulnerability.

EXTERNAL IMPACT:

Victims, vulnerable individuals, and offenders are confident that their mental health needs are recognised and receive an appropriate joined up response with other relevant services such as health increasing trust and legitimacy.

Objective 1: To understand the mental health related demand in relation to vulnerability to inform strategic and operational planning	Objective 2: To work with partners, especially those in health, to provide a combined safeguarding response to individuals experiencing mental health crisis and vulnerability related harm	Objective 3: To ensure that all victims and suspects are assessed for mental health and vulnerability and that the most appropriate criminal justice pathways are followed, signposting to services where required
What do we mean? Forces know the impact of MH related demand on capacity and can use this to inform planning decisions.	*What do we mean?* Forces work towards developing a joined-up health-led response to MH.	*What do we mean?* MH is considered throughout the investigation process for both victims and suspects.
What do we need? ▪ Appropriate use of the NPCC MH related incident (MHRI) definition ▪ Analysis of MH related demand to inform workforce planning ▪ Role specific training ▪ Analysis of MHRIs in relation to vulnerabilities	*What do we need?* ▪ Clear leadership and governance to establish robust partnership working ▪ Agreed approach to policing's role in MHRIs ▪ Effective information sharing agreements in place ▪ Joint problem solving around key issues ▪ Specialist support and advice provided to officers/staff	*What do we need?* ▪ Consistent and ongoing assessment of victim and suspect MH needs throughout the investigation ▪ Established links with other organisations to provide support where needs are identified ▪ Case management decision-making is in line with guidance and policy

Evidence

Impact Toolkit

How do we know? Related PEEL measures

1.1 The force manages incoming calls, assesses risk and prioritises its response well.
1.2 The force deploys its resources to respond to victims and incidents in an appropriate manner.
1.3 The force's crime recording can be trusted.
1.4 The force carries out a proportionate, thorough, and timely investigation into reported crimes.
1.5 The force makes sure that it follows national guidance/rules for deciding which outcome code it assigns to each report.
2.1 The workforce interacts with the public fairly and respectfully.
3.1 At its core function, the force prioritises the prevention and deterrence of crime, ASB, harm and vulnerability.
3.2 The force uses partnership-orientated evidence-based problem-solving to reduce and prevent long-term crime, ASB, harm and vulnerability.
4.2 The force provides an appropriate response to incidents, including those involving vulnerable people.
5.1 The force has effective oversight of investigations and carries out quality investigations to get the best results for victims.
6.2 The force provides good-quality safeguarding and support for all vulnerable people.

Action 2.1.3 Access to Services

Ensure all staff know where and how to access service provision for all strands of vulnerability, especially at the local neighbourhood level

ORGANISATIONAL IMPACT:

The force appropriately signposts to services thereby supporting effective long term solutions and positive outcomes for individuals and communities, strengthening relationships with services enabling better information sharing.

EXTERNAL IMPACT:

Individuals experiencing vulnerability are signposted to the most appropriate services in order to receive the support they need.

Objective 1: To improve awareness amongst police officers, staff and volunteers as to what service provision exists and what it does in order that they can advise/signpost people accordingly	Objective 2: For staff and officers to develop good working relationships with services and community groups, developing a sound knowledge of the services provided to enable a good information exchange both ways
What do we mean? Officers/staff should be provided with resources to assist in identifying and accessing services within their area enabling people to be appropriately signposted.	*What do we mean?* Officers/staff build up knowledge and relationships with services and groups through formal and informal contact/engagement and appropriately share information with them to support individual needs.
What are forces doing? A number of forces have established Victim Hubs (or similar) into which victims experiencing vulnerability can be signposted and then referred onto appropriate services as needed. Some forces have created specific roles to assist frontline officers in signposting to services, for example the provision of a Vulnerability Focus Desk, community peer mentors or a Vulnerability coach role model. Some forces have also provided apps or online toolkits which officers/staff can use to access service information as well as disseminate information to victims and witnesses etc.	*What are forces doing?* A number of forces have developed projects with community groups and third sector agencies to address specific areas of vulnerability (such as culturally specific abuse) or specific geographical areas (such as areas of high deprivation). Some forces have also instigated partnership working with national third sector organisations whilst others have set up systems and information sharing processes locally within neighbourhood policing.

Evidence

Impact Toolkit

Under Development

How do we know? Related PEEL measures

3.1 At its core function, the force prioritises the prevention and deterrence of crime, ASB, harm and vulnerability.
6.2 The force provides good-quality safeguarding and support for all vulnerable people.

Action 2.2.1 Appropriate Action

In response to identified risk, ensure staff understand and utilise appropriate referral pathways including how to access partner provisions and are empowered to challenge or escalate decisions

ORGANISATIONAL IMPACT:

The force appropriately uses referral pathways and is confident in challenging decisions, ensuring the best outcome is reached for that child/adult at risk, thereby reducing the demand on policing.

EXTERNAL IMPACT:

Victims and those with vulnerability-related risk feel confident that the police will refer them to the appropriate agency and help ensure that the best outcome will be achieved, safeguarding children and adults at risk.

Objective 1: To ensure appropriate action is taken and that the right referral is made	Objective 2: To monitor if there is a satisfactory response to the referral, both for adults and children	Objective 3: To understand and feel empowered to use escalation policies	Objective 4: To ensure that you are satisfied with the outcome to your referral
What do we mean? That suitable action is taken and that the most appropriate referral is made. *What are forces doing?* Forces reported developing training and CPD packages around referral processes. Other forces reported having developed victim referral pathways which help identify the most appropriate referral for the victim. Several forces reported auditing or dip sampling referrals to ensure they are appropriate.	*What do we mean?* Outcomes from referrals are monitored to ensure the response is satisfactory. *What are forces doing?* Several forces reported having systems in place to monitor referrals. These include having daily meetings, a specific group to monitor referrals, using management information and having a central referral unit.	*What do we mean?* Escalation policies are clear and officers/staff feel able and supported to apply them. *What are forces doing?* Forces are working at both a strategic and individual level to ensure staff feel empowered to escalate challenges on decisions. In some forces specific strategic groups have been set up to facilitate and monitor professional challenge whilst others use existing governance structures to do this. In addition some forces reported having good working relationships between partner practitioners which enables a culture where escalation and challenge is encouraged.	*What do we mean?* Officers/staff follow up on their referrals to ensure they are satisfied with the outcome and know how to challenge where they are not. *What are forces doing?* Forces reported having a system where the referring officer receives an email with the outcome of the referral and how this can be challenged if they are not satisfied with the decision.

How do we know? Related PEEL Measures

4.2 The force provides an appropriate response to incidents, including those involving vulnerable people.
6.2 The force provides good-quality safeguarding and support for all vulnerable people.

Evidence

Impact Toolkit

Under Development

Useful Links

Working Together to Safeguard Children
In harm's way: The role of the police in keeping children safe
2019 Triennial analysis of serious case reviews
VKPP Briefings

Action 2.3.1 Tasking and Review Process

To ensure that strategies and force management statements cover all strands of vulnerability

ORGANISATIONAL IMPACT:
An effective and efficient force that allocates appropriate resource to tackle and reduce vulnerability related risk.

EXTERNAL IMPACT:
Victims, communities and the public are confident that the force is tackling priority issues related to vulnerability.

Objective 1: To identify vulnerable people and related threat, risk and harm at an early stage	Objective 2: To ensure, at a strategic level, that key threats are identified and (where possible) activity planned for and delivered to reduce such threats	Objective 3: To have cognisance of and raise awareness of the identified regional and national threats and cross-cutting themes	Objective 4: To develop tools to understand community profiles better in alignment to vulnerability groups
What do we mean? Strategic planning is proactive in relation to vulnerability and, in conjunction with Analytical Capability (Action 2.3.3), seeks to identify vulnerable people at the earliest opportunity.	*What do we mean?* That strategic planning includes how vulnerability related key threats are being addressed.	*What do we mean?* Strategic planning identifies the wider issues, threats and cross cutting themes affecting vulnerability.	*What do we mean?* In conjunction with Analytical Capability (Action 2.3.3) develop analytical tools to understand vulnerable groups and communities.
What are forces doing? A number of different approaches are being used by forces such as the development of offender dashboards and analysis profiling of perpetrators to understand risk. Other activity includes proactively monitoring protection notices, the recruitment of community intelligence officers to enable a more targeted approach, and having a multi-agency process to look at vulnerable individuals who may not meet statutory thresholds but may still require support.	*What are forces doing?* Forces reported having vulnerability specific strategies in place guided by the NVAP and covering all vulnerability strands.\n\nIn addition, forces have created vulnerability specific roles with the aim that these roles will also develop, at a strategic level, strong links with partners.	*What are forces doing?* Forces have worked with the Department for Education in researching the social workers role in identifying and managing radicalisation concerns in children leading to a report with recommendations to improve practice.\n\nIn other forces, problem profiles have been created and aligned with Serious Organised Crime dashboards and have the strategic response co-ordinated by a multi-agency group.	*What are forces doing?* Some forces have developed bespoke dashboards using multi-agency data to develop profiles of the community in relation to different vulnerability strands. In other forces, ward community profiles have been developed for all neighbourhood officers to access. The public health approach has also been used to identify inequalities in populations that increase vulnerability and allow serious organised crime to embed.

How do we know? Related PEEL Measures

3.1 At its core function, the force prioritises the prevention and deterrence of crime, ASB, harm and vulnerability.
3.2 The force uses partnership-orientated evidence-based problem-solving to reduce and prevent long-term crime, ASB, harm and vulnerability.
4.2 The force provides an appropriate response to incidents, including those involving vulnerable people.
6.1 The force understands and effectively addresses the vulnerabilities it identifies.
6.2 The force provides good-quality safeguarding and support for all vulnerable people.

Evidence

Impact Toolkit

Under Development

Useful Links

NPCC
National Police Chiefs' Council

Vulnerability Knowledge & Practice Programme

Action 2.3.2 Data Collection

Data collected in support of local responses to vulnerability is of high quality, supported by policy, training and accountability

ORGANISATIONAL IMPACT:
A comprehensive data plan will enable the force to use analytical products to identify key threats and inform future planning at a strategic level.

EXTERNAL IMPACT:
Communities and individuals are kept safer as resources are allocated more appropriately, improving the effectiveness of investigations and operations.

Objective 1: To have a comprehensive data collection plan which must include multi-agency data that supports the identification of our most vulnerable with a complete view of the risks inherent	Objective 2: To ensure that data collected, either through human intelligence or other systems, is assessed for quality and drives intelligence uplift and tasking processes	Objective 3: To use the data to support the force management statement	Objective 4: To understand the scale and nature of the collective threat through working with our partners
What do we mean? The forces' data collection plan includes collecting data from partners and other agencies to provide a holistic picture of risk at an individual and force level. *What are forces doing?* A number of forces either had or were developing databases which would include data from partners and other agencies. Vulnerability trackers are also used by forces. These use a range of partner data and enables the force to get a fuller picture of the person and their risk.	*What do we mean?* Data quality should be assessed to ensure it is fit for purpose which will help improve intelligence and tasking. *What are forces doing?* Forces reported improving data quality through a mixture of methods such as using automated processes, officer/staff training or having an intelligence grading system. Several forces have signed up to the National Data Quality Improvement Service which, although focused on knife crime, will have a positive impact within vulnerability.	*What do we mean?* The data collected is used to inform the force management statement (FMS) in terms of demand and vulnerability related risk. *What are forces doing?* There was not much reported in regard to this objective however some areas are combining the FMS with the Strategic Assessment to provider a richer picture of threats whilst others are examining all vulnerability strands within the FMS.	*What do we mean?* To work with partners in collecting and assessing data in order to understand the wider picture of vulnerability related risk. *What are forces doing?* A number of forces reported having multi-agency vulnerability trackers which were used across agencies to steer action. Profiles on particular vulnerabilities such as exploitation have been developed using partner data and have led to the development of a strategic multi-agency action plan. Other forces discussed how they had online reporting portals that could be used by partners and the public to share intelligence.

How do we know? Related PEEL Measures

1.1 The force manages incoming calls, assesses risk and prioritises its response well.
1.3 The force's crime recording can be trusted.
3.1 At its core function, the force prioritises the prevention and deterrence of crime, ASB, harm and vulnerability.

Evidence

Impact Toolkit

Under Development

Useful Links
Force Management Statements

National Data Quality Improvement Service

National Intelligence Model Code of Practice

PEEL Spotlight Report: A system under pressure

Vulnerability Knowledge & Practice Programme

Action 2.3.3 Analytical Capability

Develop analytical capability and capacity to identify high risk areas of vulnerability in order to target intervention/prevention activity, including identification of emerging threats such as cyber, elder abuse, modern day slavery, transitional safeguarding and vulnerability to radicalisation

ORGANISATIONAL IMPACT:
Force priorities are set and resources allocated based on a comprehensive and reliable understanding of the threat picture, providing greater insight through analytical products to investigators and operational teams.

EXTERNAL IMPACT:
Communities and individuals are kept safer as resources are allocated more appropriately on the basis of greatest need, improving the effectiveness of investigations and operations.

Objective 1: To enable early intervention before criminality occurs	Objective 2: Recognition that vulnerability to becoming involved in crime or a victim of crime can increase due to social determinants such as association, geography, school, family etc	Objective 3: To enable agencies working in partnership to target local contexts and problems effectively and monitor shifting patterns e.g. criminal exploitation	Objective 4: To predict future risk and therefore enable a multi-agency approach to early intervention and prevention and where appropriate diversion and exit strategies for offenders
What do we mean? Analytical products are able to identify areas of risk that inform and enable early interventions with the aim of preventing criminality.	*What do we mean?* Ensure that analysis of vulnerability products considers contextual elements such as geography, school, social groups etc.	*What do we mean?* Through working with partners, analytical products and approaches are enhanced enabling the effective monitoring and understanding of local issues.	*What do we mean?* Forces use analytical capability to develop tools that help identify risk areas and inform multi-agency prevention and intervention activities.
What are forces doing? Forces use IT solutions (such as Qlik Sense), dashboards and vulnerability trackers to provide up to date information. These often include multi-agency data and can cover different vulnerability strands helping forces to identify, prioritise and co-ordinate activity.	*What are forces doing?* Forces have developed a variety of high level products such as needs assessments, problem profiles and databases that use holistic data including information related to schools, health, employment, attainment, poverty and deprivation. In addition, non-police information can be gained from links with specific locations, for example from officers based in schools.	*What are forces doing?* Forces have created specific roles to work across agencies and/or collate multi-agency data to identify patterns and trends, providing holistic analysis and identifying process improvements. Some forces train analysts to ensure understanding of vulnerability and contextual safeguarding are within their core skills. Forces are developing databases that contain multi-agency data that can be used for analysis and the production of analytical products such as strategic assessments, problem profiles. Forces are working in a multi-agency capacity to address particular issues/vulnerabilities for example suicide prevention, exploitation.	*What are forces doing?* A number of forces use analytical tools such as algorithms or risk assessment tools to identify the perpetrators that posed the greatest risk, enabling a multi-agency response through activities such as diversion or disruption work. Most commonly mentioned was the use of Recency, Frequency and Gravity (RFG) tools, particularly in relation to domestic abuse perpetrators. In other areas, analytical products such as strategic assessments and reports have been used to identify future risk areas.

How do we know? Related PEEL Measures

3.1 At its core function, the force prioritises the prevention and deterrence of crime, ASB, harm and vulnerability.
3.2 The force uses partnership-orientated evidence-based problem-solving to reduce and prevent long-term crime, ASB, harm and vulnerability.
6.1 The force understands and effectively addresses the vulnerabilities it identifies.

Evidence

Impact Toolkit

Under Development

Useful Links

Action 2.4.1 Voice of the Victim

Develop clear processes to ensure that 'the voices of vulnerable victims and witnesses' are heard

ORGANISATIONAL IMPACT:
A force that consistently meets the need of the victim in line with the Victim's Code of Practice, victim feedback is actively sought, and effective services are delivered, increasing police officer/staff confidence and job satisfaction.

EXTERNAL IMPACT:
Vulnerable victims feel heard and supported and able to access appropriate service provision which are commissioned in line with the needs of victims.

Objective 1: To ensure that 'the voices of vulnerable victims and witnesses' are heard relating to service provision and victim/witness feedback	Objective 2: To understand if existing practice is meeting the need of the victim/witness and in line with the Victims' Code of Practice	Objective 3: To seek feedback and use the voice of the victim to shape and plan future service design
What do we mean? The opinions, thoughts and experiences of vulnerable victims and witnesses are taken into account when identifying what service provision may be required and to ensure procedural justice. *What are forces doing?* Forces reported having specialist roles such as Victim Liaison officers who liaise between the victim and investigation. Some areas have victim support hubs to provide bespoke engagement and signposting. In addition, forces are undertaking training in areas such as trauma informed practice and the importance of language and some have developed guidance and tools to help capture the voice of the victim.	*What do we mean?* To assess and monitor current practice against the Victim's Code of Practice. *What are forces doing?* Forces referenced using scrutiny panels or representatives from other forces or partner agencies to ensure practice is meeting the Victim's Code of Practice along with the use of audits and dip sampling. In some areas there are changes being made to the IT system to include advice pop-up boxes on victim-care logs.	*What do we mean?* Views of service users are sought, considered and used in the decision-making around future systems and service provision. *What are forces doing?* Forces have reported creating engagement groups with either victims or victim representative groups. These groups are being used to capture the victim's voice in shaping services and build better relationships with different cohorts of individuals. For example, using the 'lived experience' of individuals to develop a new Victim and Witness Care Unit. In addition, some forces have developed victim satisfaction surveys to help gain feedback.

Evidence

Impact Toolkit

Under Development

How do we know? Related PEEL Measures

1.4 The force carries out a proportionate, thorough, and timely investigation into reported crimes.
4.2 The force provides an appropriate response to incidents, including those involving vulnerable people.
5.1 The force has effective oversight of investigations and carries out quality investigations to get the best results for victims.
5.2 The force secures justice for victims.
5.3 The force provides a quality service to victims of crime.
6.1 The force understands and effectively addresses the vulnerabilities it identifies.

Useful Links

Interim

Action 2.4.2 Evidence and Investigation

Return to Action Plan

> **Develop competent front line police and staff responders who use professional curiosity to ensure that the early investigation is maximised to gather best evidence**

ORGANISATIONAL IMPACT:
A skilled, motivated workforce who are equipped to look beyond the obvious to gather quality evidence and are clear on processes supported by well-defined policy and, where it is the most appropriate option, result in more cases leading to prosecution.

EXTERNAL IMPACT:
Victims are confident that police have collected the best evidence and that their case is being handled appropriately and sensitively, increasing reporting and achieving the best outcomes for children and adults at risk.

Objective 1: To ensure call handlers have an investigative mindset, ask open questions and try to understand what is happening and why.	Objective 2: To ensure good quality information is recorded which could be used in evidence-led prosecutions	Objective 3: To ensure the response or neighbourhood officer takes a similarly inquisitive approach in their interactions, likely to be recorded on Body Worn Video. All vulnerable victims and witnesses, especially children, must be given the time and safe space to feel able to give their account using trusted interpreters/communication aids where appropriate to support them.	Objective 4: To ensure that crimes are allocated to those investigators with the most appropriate skills	Objective 5: To ensure supervisors have the skills to review and manage investigations competently, ensuring due consideration is given to the appropriateness of prosecution. Where there are issues of exploitation/vulnerability (e.g. Modern Day Slavery, County Lines and Vulnerability to Radicalisation) it may not always be appropriate to prosecute
What do we mean? Call handlers feel able to, and do, display professional curiosity.	*What do we mean?* The quality of information recorded is monitored to ensure it is useable for prosecution.	*What do we mean?* Officers display professional curiosity when attending an incident, recording this on BWV where appropriate. They should also ensure that victims/witnesses are provided with a safe space and appropriate tools (e.g. interpreter, communication aids) to enable them to feel safe in giving their account.	*What do we mean?* Crimes are investigated by those who have the appropriate skills and understanding of the vulnerabilities present.	*What do we mean?* In conjunction with the Voice of the Victim (Action 2.4.1), supervisors effectively manage and review investigations and understand where prosecution may not be the most appropriate option.
What are forces doing? In addition to training and reviewing calls, forces reported providing call handlers with a set script or pop-up questions and guidance dependent on the crime/incident. In addition, some forces reported that call handlers complete the intelligence checks and the initial assessment of needs which provides a greater understanding of the call.	*What are forces doing?* In addition to auditing investigations and cases, forces also reported having systems in place to ensure the investigations are reviewed regularly and delivering training to improve the practice of front-line officers.	*What are forces doing?* Initiatives and/or training have been rolled out in some forces to improve officers' ability to engage with young people. In addition some forces have developed specialist roles to support children from diverse communities to engage confidently with the police. Templates have also been developed for officers to use to ensure key areas are not missed. In some forces, facilities have been addressed to help with engagement such as providing a calm environment in which children and young people can give evidence.	*What are forces doing?* Forces are delivering training in this area with some developing accreditation programmes such as 'Passports' to ensure officers at the different ranks have the correct training and skills.	*What are forces doing?* Forces reported linking in with Youth Offending or Justice teams when considering the most appropriate outcome and a number of forces discussed the use of diversionary schemes and out of court disposals where appropriate. Forces also reported using reviews and audits to ensure that working practices in relation to vulnerability are understood and that opportunities for evidence-led prosecutions have not been missed.

How do we know? Related PEEL Measures

1.3 The force's crime recording can be trusted.
1.4 The force carries out a proportionate, thorough, and timely investigation into reported crimes.
1.5 The force makes sure that it follows national guidance/rules for deciding which outcome code it assigns to each report.
4.1 The force has effective oversight of its response to public contact and understands risk effectively at first point of contact.
4.2 The force provides an appropriate response to incidents, including those involving vulnerable people.
5.1 The force has effective oversight of investigations and carries out quality investigations to get the best results for victims.
7.1 The force is effective at apprehending and managing suspects and offenders and uses appropriate safeguarding tools to protect the public from harm.
10.3 The force is effective at managing demand and can demonstrate it has the right resources and partnerships in place to meet future needs.

Evidence

Impact Toolkit
Under Development

Useful Links
APP Guidance - Investigation

Action 2.4.3 Evidence Led Prosecutions

Develop and utilise in more effective ways early evidence gathering techniques and the use of 'evidence-led' prosecutions in all appropriate cases (wider than domestic abuse & child abuse)

ORGANISATIONAL IMPACT:

A highly-skilled and confident force who ensure that where vulnerability may prevent a victim from supporting an investigation, evidence is still gathered that leads to efficient investigations, positive outcomes and successful prosecutions where appropriate.

EXTERNAL IMPACT:

Victims feel safe and confident in the police's response to their needs from the start and throughout the investigation, ensuring that where prosecution is the most appropriate option, vulnerability is not a barrier to achieving justice.

Objective 1: Ensure officers/staff are aware of the principles of evidence-led prosecution and that it should be considered for a range of crimes other than DA, including Modern Day Slavery, Honour Based Violence, Elder Abuse and Child Sexual and/or Criminal Exploitation	Objective 2: To ensure first responders are trained, equipped and able to collect evidence options other than victim testimony, particularly where the victim is vulnerable	Objective 3: Where it is thought that the case may become an evidence-led prosecution, to ensure that officers/staff consult with the Crown Prosecution Service (CPS) at the earliest opportunity for investigative advice
What do we mean? Investigating officers/staff are trained in evidence-led prosecutions (ELP) and are able to apply the principles to vulnerability-related crimes other than domestic abuse (DA). *What are forces doing?* Many forces have developed and delivered training packages around ELP although currently there is a strong focus on DA. Following consultation with officers/staff forces are developing practical tools for frontline officers to improve their response and understanding to ELP.	*What do we mean?* First responders know how to, and do, gather the evidence required for an ELP even if this approach has not been decided on at that point. *What are forces doing?* Along with training, forces have also been pro-active in providing learning around ELP, Hearsay statements and Body Worn Video including providing ELP Prosecution aide memoires for first responders to use while they are at the scene.	*What do we mean?* To ensure the best outcome for a case, officers/staff need to consult with the CPS at the earliest opportunity to ensure they are collecting the evidence needed to proceed. *What are forces doing?* Some forces have worked jointly with the CPS to improve ELP advice by reviewing how officers access advice, providing training, developing an ELP Charging Advice Template or working with a dedicated CPS lawyer around ELP.

Evidence

Impact Toolkit

Under Development

How do we know? Related PEEL Measures

5.1 The force has effective oversight of investigations and carries out quality investigations to get the best results for victims.
5.2 The force secures justice for victims.

Useful Links

The Code for Crown Prosecutors

APP Guidance - Building an evidence led case

Action 2.5.1 Governance

To optimise governance arrangements regarding vulnerability (in-house and multi-agency) to ensure synergy regarding understanding of threat, barriers, good practice, gaps and related forward work plans

ORGANISATIONAL IMPACT:
A robust governance structure that ensures the best response to managing risk and vulnerabilities through providing accountability, leadership, learning and direction.

EXTERNAL IMPACT:
Victims, communities, the public and partners are confident of a consistent and joined up multi-agency response that seeks to find the best outcome for that child/adult at risk leading to reduced repeat victims of abuse and early identification of risk.

Objective 1: To ensure the implementation, in England, of the reforms to Multi Agency Safeguarding Children Partnerships from Local Safeguarding Children's Boards continue to be incorporated into the Forces' systematic governance arrangements	Objective 2: To ensure there is effective interoperability between Local Safeguarding Children Partnerships, Safeguarding Adults Boards and Community Safety Partnerships	Objective 3: To develop robust audit, peer review and independent scrutiny both within force and at a multi-agency level	Objective 4: To ensure integration of the learning and recommendations from national briefings and local and national learning reviews	Objective 5: To ensure the delegation of responsibility as the safeguarding partner from Chief Officer to another appropriate person in the force is subject to monitoring, evaluation and review
What do we mean? To ensure local arrangements for Multi Agency Safeguarding Children Partnerships are designed to meet the enhanced responsibilities of Chief Officers in terms of leadership, accountability and delegation and that Policing have in place their own systematic governance arrangements to support this. **What are forces doing?** Across the English Police Forces the senior leadership and governance arrangements vary considerably as the local areas move from implementation to embedding their new responsibilities. Some Police forces have engaged executive leads across all three safeguarding partner agencies and across multiple Local Authority footprints in executive arrangements that are systematic and visible within their structures.	**What do we mean?** Partnerships should be aligned and work together to safeguard children and adults at risk. **What are forces doing?** Some forces reported having a combined board structure which joins the statutory partnerships into one arrangement. In some areas non-statutory strategic meetings are held between the chairs of the statutory partnerships to ensure interoperability and promote joint working.	**What do we mean?** To ensure that there is clear oversight and accountability at both the force and multi-agency levels. **What are forces doing?** Forces reported having robust audit schedules across safeguarding areas. A number of forces reported conducting multi-agency reviews or commissioning peer reviews from partner agencies. Scrutiny was reported to be carried out by a mixture of independent scrutineers, multi-agency scrutiny panels, and critical friends such as the Crown Prosecution Service. In some areas Safeguarding Central Governance Units which are independent from operational delivery have been created to conduct reviews and audits.	**What do we mean?** The combined learning and recommendations from reviews are included in the development of safeguarding practices within force and partnerships. **What are forces doing?** Forces reported developing either learning and development groups that would collate and disseminate learning and recommendations, or creating specific functions within force such as a Statutory Reviews and Learning Officer. Forces reported sharing learning and recommendations through multi-agency newsletters or reflective learning groups for different vulnerability strands.	**What do we mean?** That the Chief Officer has an overview of the delegated role. **What are forces doing?** Forces reported ensuring the delegation of responsibility is monitored through one-to-ones or vulnerability boards.

How do we know? Related PEEL Measures

4.1 The force has an effective management structure in place that provides appropriate governance and oversight of the control room. Senior leaders take an active interest in the control room.

5.1 he force has an effective management structure in place that provides appropriate governance and oversight of investigations. Leaders make sure that staff and officers have sufficient skills and capabilities to achieve quality investigations and the right outcome for the victim.

6.1 The force understands and effectively addresses the vulnerabilities it identifies.

10.1 The force has an effective strategic planning and performance management framework and makes sure it addresses what is important both locally and nationally.

Evidence

Impact Toolkit

Under Development

Useful Links

Working Together to Safeguard Children

Children and Social Work Act 2017

Wood Report: Review of the role and functions of LSCBs

Action 2.5.2 Resilient Staff

Instil a supervisory approach at all levels throughout the organisation that encourages debriefing/review and a learning culture with a mindset of 'What did we do well?'

ORGANISATIONAL IMPACT:
A force that promotes a culture of continuous improvement at all levels with officers/staff feeling empowered to challenge inappropriate behaviour and poor decision making leading to a reduction in negative outcomes and an increase in wellbeing.

EXTERNAL IMPACT:
Lessons are learned from previous cases and the same mistakes are not made repeatedly, which instils faith and confidence in the police.

Objective 1: To ensure police officers/staff feel confident in the level of support they receive, have the ability to challenge and know who to go to if there is a problem

What do we mean?
The culture of the force is one where officers/staff receive consistent, high-quality supervision and feel supported and empowered in challenging inappropriate behaviour or poor decision-making around vulnerability.

What are forces doing?
Forces reported supporting staff through a number of different methods such as debriefs, clinical supervisions, mandatory 24 hours rest after deployment to a child death, use of an 'Individual Adjustment Passport' and peer support through Wellbeing Allies Scheme. Forces also highlight good practice through quality of service reports and case studies.

Several forces have implemented programs such as Leading with CARE, Learning Circles/Reflective Practice Panels, the Culture Project, which reviews leadership and supervisory behaviour, and other leadership development programmes to improve the learning culture and to assist current and aspiring supervisors.

Staff surveys are used to measure confidence in the support provided and to inform wellbeing activity/policy. Forces use responses to staff consultations and feedback groups to feed into local and force wellbeing boards.

Forces provide an ability to challenge through methods such as suggestion boxes, an idea drop system, and apps. Others have local boards and group who act as a sounding board for the Command Team and critical friends to the Senior Management Teams.

How do we know? Related PEEL Measures

9.1 The force understands the main factors that influence its workforce's well-being, and takes effective action to address any related problems.
9.2 The force effectively supports its new recruits, encouraging them to remain.
9.3 The force is effectively developing its workforce and first-line leaders.
10.2 The force's leaders are visible and effective

Evidence

Impact Toolkit

Under Development

Useful Links

Peel Police Leadership Report

College of Policing Leadership Training

Ensure that MASH/Multi-agency unit officers/staff (where implemented) fully understand the characteristics relating to vulnerability and principles of professional curiosity and that it is embedded within MASH/multi-agency processes

ORGANISATIONAL IMPACT

A more empowered workforce who will feel greater job satisfaction through helping individuals experiencing vulnerability, reducing burn-out and increasing retention.

EXTERNAL IMPACT:

An increase in the identification and understanding of risk enabling appropriate safeguarding responses which will ultimately improve the outcome for the individual at risk.

Objective 1: To ensure that the characteristics relating to vulnerability and principles of professional curiosity are well embedded within MASH/Multi-agency units	Objective 2: To ensure MASH/Multi-agency unit officers/staff have the training and skills necessary for the role	Objective 3: To ensure MASH/Multi-agency officers/staff work collaboratively
What do we mean? Officers/staff use professional curiosity to consider and articulate the wider risk in their safeguarding decision-making	*What do we mean?* Officers/staff working in the multi-agency hubs have the appropriate skills and training for the role	*What do we mean?* Police officers/staff working together effectively with partners.
What do we need? Strong leadership which through effective processes enables officers/staff to: • Be trained • Be professionally curious/consider the wider risk • Be able to challenge decisions • Be able to recognise their own bias	*What do we need?* Role profiles and specific training to include: • Working with partnerships • Understanding of safeguarding • The local practice safeguarding framework • The information sharing framework • Decision making skills	*What do we need?* Clear leadership on the structure, roles and responsibilities of the MASH • Actively develop relationships with partners • Clear definition of what the MASH is and does • Clear system and process for decision making, sharing information and escalation

Evidence

Impact Toolkit

How do we know? Related PEEL Measures

3.2 The force uses partnership-orientated evidence-based problem-solving to reduce and prevent long-term crime, ASB, harm and vulnerability.
6.2 The force provides good-quality safeguarding and support for all vulnerable people.

Useful Links

Multi-Agency Working and Information Sharing Report

Working Together to Safeguard Children

Making Safeguarding Personal: What might 'good' look like for the police?

Vulnerability Knowledge & Practice Programme

Recognise that officer/staff norms will change from exposure to aspects of criminality/vulnerability and that these need to be reset so that thresholds of acceptability are maintained

ORGANISATIONAL IMPACT:

A supported and resilient workforce who can recognise and manage the effects of exposure to aspects of criminality/vulnerability (e.g. compassion fatigue, moral injury and vicarious trauma) leading to a healthier workforce, reduced sickness levels and increased retention.

EXTERNAL IMPACT:

Victims, communities and the public experience an appropriate level of response from police and are always treated with dignity and respect leading to improved relationships and better engagement.

Objective 1: To reset thresholds of acceptability through training and briefings ensuring officers and staff are better equipped to recognise and respond to vulnerability appropriately	Objective 2: Ensuring through supervision and leadership that officers and staff are better supported to reset their thresholds and thus recognise and respond to vulnerability consistently
What do we mean? Training and briefings are provided which help officers/staff identify and reset changes in their thresholds of acceptability. *What do we need?* Officers and staff to have knowledge of and receive training in: • Signs of trauma, compassion fatigue and burn-out • Coping mechanisms • Identifying vulnerability • Expected behaviours and attitudes	*What do we mean?* The culture of the force is supportive in helping officers/staff reset thresholds of acceptability. *What do we need?* A compassionate and supportive culture that: • Ensures officers/staff feel safe and supported in the working environment • Trains supervisors in how to support the wellbeing of their staff and are themselves supported • Provides a range of wellbeing strategies that can be tailored to individual need • Takes learning and activities from Action 2.6.3 Recruitment

Evidence

Impact Toolkit

How do we know? Related PEEL Measures

2.1 The workforce interacts with the public fairly and respectfully.
9.1 The force understands the main factors that influence its workforce's well-being, and takes effective action to address any related problems.
9.3 The force is effectively developing its workforce and first-line leaders.
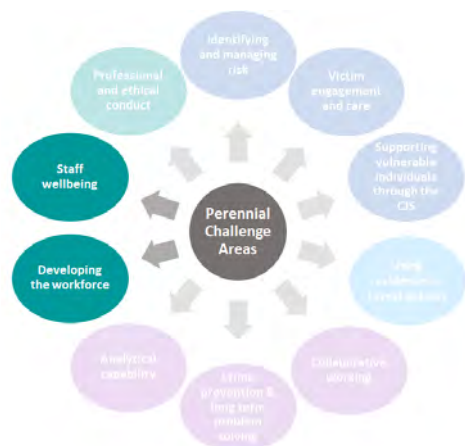10.2 The force's leaders are visible and effective

Useful Links

[Oscar Kilo](#)

[NPCC Wellbeing of Investigators Toolkit](#)

[Code of Ethics](#)

[Supervisory Support](#)

Action 2.6.3 Recruitment and Retention

> To ensure recruitment processes show/test understanding of vulnerability for potential new employees entering the service and throughout their career

ORGANISATIONAL IMPACT:

A motivated workforce who have aligned values and integrity and understand their role in relation to vulnerability leading to greater retention and job satisfaction throughout their career.

EXTERNAL IMPACT:

Individuals experiencing vulnerability are recognised and responded to with compassion, respect and dignity by motivated officers and staff.

Objective 1: To have a workforce that understands, and is motivated to understand, the importance and complex nature of vulnerability from the moment they join the service	Objective 2: To ensure that officers and staff continue to have aligned values in relation to vulnerability
What do we mean? Having the right people in policing from the start reflecting the community they serve. *What do we need?* Vulnerability at the heart of recruitment Review of recruitment processes such as: • Adverts • Process • Induction • Accessibility and diversity	*What do we mean?* Ensuring a continued focus on vulnerability throughout their career *What do we need?* Keeping vulnerability at the heart of the police service's values and culture Assessed at all points through: • CPD training • Supervision sessions • Regular checking by Anti-Corruption and Vetting departments • Shared learning from complaints/incidents

Evidence

Impact Toolkit

How do we know? Related PEEL Measures

2.1 Officers are effective at communicating and interacting with the public without bias. They consider the needs of their communities.
9.2 The force effectively supports its new recruits, encouraging them to remain.
9.3 The force is effectively developing its workforce and first-line leaders.
10.2 The force's leaders are visible and effective
11.1 Proactive and disruptive action taken by the force and effective vetting management reduce the threat and risk posed by police corruption.

Useful Links

Competency and Values Framework

Policing Education Qualifications Framework

NPCC Workforce Representation Toolkit

NSPCC Safer Recruitment

NPCC — National Police Chiefs' Council

Vulnerability Knowledge & Practice Programme

Action 2.7.1 Working with Communities

To work with communities to build confidence, improve understanding and increase reporting especially with groups affected by structural inequalities

ORGANISATIONAL IMPACT:

A force that is recognised as procedurally just (i.e., fair, trustworthy and respectful) by the communities that officers/staff serve and belong to, increasing partnership working, job satisfaction and intelligence.

EXTERNAL IMPACT:

Communities feel heard and listened to with individual needs respected and responded to, removing barriers to reporting and increasing the communities confidence in the response they will receive from the force.

Objective 1: To work with communities, community groups and in collaboration with Police and Crime Commissioners (PCC) to increase reporting of those groups that are under-reporting	Objective 2: To have recognition of the risk that a vulnerable person, groups affected by structural inequalities or even a community might experience when reporting and what support mechanisms are in place	Objective 3: To increase ease of access, third sector reporting and gateways to services	Objective 4: To ensure staff recognise that a community as a whole, or sections of it, can be vulnerable
What do we mean? The force works with the PCC to reach and engage with those communities and community groups that are under-reporting to understand and address the reasons behind this, increasing trust and confidence.	*What do we mean?* To appreciate the risks that individuals or communities may face when reporting crimes and provide a range of reporting mechanisms and routes to ensure they are safeguarded and supported through this.	*What do we mean?* To assess diversity and inclusion considerations, ensuring services are accessible for all communities.	*What do we mean?* Officers/staff have an awareness and understanding of the needs of specific communities and how best to address them.
What are forces doing? Some forces have provided resources to community organisations and services as a result of PCC plans, in the form of materials, training and workshops, to help understanding and increase reporting in in vulnerable communities.	*What are forces doing?* As well as holding community engagement events, several forces are working with partner agencies that work specifically with different communities e.g. sex workers, LGBT+. Other initiatives include talking to professionals from the beauty industry around how to deal with conversations about domestic abuse or commissioning services to hold events at public places such as supermarkets.	*What are forces doing?* A number of forces use social media to raise awareness of reporting methods. These included using Facebook and Instagram live, forum and Q&A features. Several forces have implemented or trialling online reporting systems via webchat or online form, including providing a quick exit feature and advice on deleting internet history. Several forces had promising practice around accessibility for reporting, e.g. the PLOD scheme for deaf communities, subtitles and translations. Other forces have incorporated partner intelligence to increase ease of access, third-sector reporting and gateways to services. These included crime and tension monitoring groups, a Domestic Abuse and Sexual Violence think tank and a community intelligence portal.	*What are forces doing?* Several forces incorporate training on specific vulnerable communities which are affected by structural inequalities. A number of forces sought engagement from communities through leading a network for women from Black, Asian and minority ethnicities, bringing Subject Matter Experts into internal engagement sessions, opening a community house, and assigning Strategic Engagement Officers to work with new and emerging communities and asylum seekers.

How do we know? Related PEEL Measures

2.1 The workforce interacts with the public fairly and respectfully
3.1 At its core function, the force prioritises the prevention and deterrence of crime, ASB, harm and vulnerability.
3.3 The force actively seeks views and support from its communities.
4.1 The force has effective oversight of its response to public contact and understands risk effectively at first point of contact.
4.2 The force provides an appropriate response to incidents, including those involving vulnerable people.
6.1 The force understands and effectively addresses the vulnerabilities it identifies.
8.5 Communities, organisations and individuals are resistant and resilient to the impact from serious and organised crime (Protect and Prepare).

Evidence

Impact Toolkit

Under Development

Useful Links

How can charities maximise their impact by working with PCCs?

Neighbourhood policing impact and implementation 2018

Independent advisory groups advice

Action 2.1.1 Recognition and Response

Recognising and responding to vulnerability is everyone's business, including front line police officers and staff who often come into contact with vulnerable people, either in crisis or have suffered or at risk of harm. First responders are in a position to identify risk at an early stage and provide the opportunity for protection, however this requires the ability to recognise vulnerabilities and risks of harm, displaying professional curiosity and knowing the most appropriate action to take.

Training in the different strands of vulnerability and referral mechanisms is needed for frontline staff to ensure the vulnerable person receives the appropriate support, such as risk management plans for older victims, or to provide confidence in identifying vulnerabilities such as modern slavery, human trafficking and vulnerability to radicalisation.

Although risk assessment tools can be used to help frontline staff identify vulnerability, these need to be completed accurately and consistently and requires the officer/staff to have good communication skills to elicit the information and a good understanding of vulnerability. This is needed for both victim and offender, especially where the offender is a child, as they are entitled to the same safeguards as other children. A possible way of dealing with identified vulnerability, particularly with young perpetrators is to take a trauma informed approach to assessing risk, such as considering adverse childhood experiences.

Action 2.1.2 Mental Health

See Action Impact Toolkit

Action 2.1.3 Access to Services

Pivotal to the effectiveness of safeguarding approaches is a knowledge of service provision within the area, and an understanding of what these services can do to assist vulnerable people. For example, police may advise or signpost an individual to Independent Domestic Violence Advisors or Independent Sexual Violence Advisors who are able to provide targeted professional support to victims or those at risk of abuse.

There are also a variety of third sector support agencies to which the police can consider referring vulnerable individuals, including Victim Support and community-based outreach services. Neighbourhood Policing Teams are important in identifying what service provision is available, and making initial contact with the services to ensure an effective route of communication. Working with third sector partners has a range of benefits, including the impact of their strong presence within communities, and the wealth of specific knowledge and expertise held within such services.

The VKPP briefing on Safeguarding Adult Reviews found cases where a lack of knowledge and understanding of local service provision contributed to missed opportunities to refer vulnerable individuals for support which may have helped reduce the risk that they faced. Partner and third sector agencies provide services and support which the police cannot, therefore it is essential that forces understand the options available for vulnerable people in their area, and officers, staff and volunteers are confident in signposting vulnerable people to the relevant support required.

Action 2.2.1 Appropriate Action

A referral is the passing on of information between agencies, or internally, if someone believes a child or vulnerable adult may be suffering or is at risk of suffering significant harm. Often information sharing problems can occur from the absence of effective systems for sharing information, referrals lacking relevant details or officers not making a referral even when there are concerns. In some cases, more so with vulnerable adults, issues are caused by a lack of knowledge of the relevant referral services and processes, a lack of feedback on previous referrals deterring officers from submitting further referrals, or relying on partners to share information with relevant agencies instead of sharing it themselves. In addition, there can be insufficient follow-up. For example, not always finding out what action was previously undertaken with repeat referrals or recording the outcome of the referral.

Appropriate referrals enable children or vulnerable adults to receive the right service at the right time. Therefore, arrangements should be in place setting out the processes for sharing information including clear escalation policies for staff to follow when they feel that safeguarding concerns are not being addressed within their organisation or by other agencies. Employers are also responsible for creating an environment where staff feel able to raise concerns and feel supported in their safeguarding role. Partnership working should be collaborative and receptive to 'professional challenge'. Although challenging other professionals can be difficult, it is important not to assume the lead agency has made the best decision.

Action 2.3.1 Tasking and Review Process

The annual Force Management Statement (FMS) sets out expected demand, an essential process in ensuring the force is effective in meeting the demand. To support the delivery of the FMS, local profiles should be produced and used to develop a common understanding among local partners of the threats, vulnerabilities and risks providing information on which to base the local response and local action plans.

Strategic Tasking groups enable senior managers to agree strategic direction and align resources to priorities with contributions from partner agencies and community safety partnerships, whilst Tactical Tasking is undertaken by operational police managers ensuring that decisions about priorities and resources are based on the best available threat assessments. It is therefore essential that these tasking forums consider all strands of vulnerability in their planning and decision-making. Partner agencies are an important part of this process as multi-agency working provides improved information sharing, joint decision-making and co-ordination enabling the early and effective identification of risk to vulnerable people.

There are also several national strategic tasking groups around vulnerability, for example the NCA chairs strategic groups on child sexual exploitation and abuse, modern slavery and human trafficking, and organised immigration crime. These vulnerability strands often cross borders, therefore having cognisance of regional and national strategies and tasking around these vulnerabilities will ensure a joined-up approach to tackling the issues.

Action 2.3.2 Data Collection

The Force Management Statement (FMS) is an annual self-assessment provided to HMICFRS setting out expected demand and how the force will change and improve its workforce and other assets to cope with that demand. This is important as understanding and planning resources to meet that demand is central to a force's efficiency.

As well as providing information on vulnerability in the initial response demand section, there is also a specific section on protecting vulnerable people (PVP) which covers every type of PVP demand and how your force identifies and safeguards vulnerable people. Assumptions around future demand linked to vulnerability need to be based on sound evidence and analysis. HMICFRS has reported that understanding of hidden demand has improved particularly in regards to modern slavery, county lines and cuckooing.

However, data needs to be assessed for quality as this can lead not only to misunderstanding demand but also officers being unable to assess the effectiveness of their practice. The National Intelligence Model provides a framework for the analysis and intelligence of information.

Action 2.3.3 Analytical Capability

The Strategic Policing Requirement (SPR) sets out that PCCs and Chief Constables must consider the areas of threat set out in the SPR which include, serious and organised crime, including cyber, trafficking and child sexual abuse. They should understand their roles in preparing for and tackling shared threats, risks and harm; agree, and have the capacity to meet that expectation.

Analytical capability and capacity is essential to be able to identify threats and high risk areas of vulnerability, target early interventions and predict future risk. In 2015, the HMIC found that management information in forces was weak and they were ill-informed as to how well they were meeting the need of children. Improving the quality of information helps with service planning and understanding whether forces are meeting needs of communities. More recently HMICFRS have identified a lack of capacity in neighbourhood policing to analyse and use intelligence which can reduce how effective neighbourhood policing is at keeping people safe.

To understand fully and deal with the risks present it is important for forces to work in partnership with other agencies. For example, effective partnerships are needed to co-ordinate activity and build intelligence to tackle issues such as modern slavery, human trafficking and vulnerability to radicalisation, and multi-agency safeguarding hubs may provide more timely, accurate and co-ordinated intelligence leading to better informed safeguarding decisions.

Action 2.4.1 Voice of the Victim

Working Together to Safeguard Children promotes a child-centred approach to safeguarding where the needs of the child are put first, including speaking and listening to the child. This is also set out in legislation such as Article 12 of the United Nations Convention on the Rights of the Child and Section 11 of the Children Act 2004.

Children have the right to the full protection offered by criminal law and safeguarding risks should be considered whether the child is a victim, witness, or an offender with due regard given to their safety and welfare at all times.

APP guidance states that in relation to concern for a child the initiating officer must "communicate with the child and keep them informed, taking into account the child's wishes as part of the decision-making process and, whenever possible, acting on them."

This also applies to adults with The Code of Practice for victims of crime requiring all victims to be treated in a respectful, sensitive and professional manner and that provision of information on key stages and support services available can help with victim engagement. The 2014 Care Act also states that the starting assumption should be that the individual is best-placed to judge their wellbeing and therefore their views, wishes and feelings should be listened to, for example carrying-out person centred assessments which involve and support the person.

Action 2.4.2 Evidence and Investigation

All victims of crime have the right to expect that forces will allocate their crime to someone with the appropriate skills to investigate it. Most crimes reported to the police are not major incidents and usually the officer who first attends is the only resource that is required. The quality of the investigation, whether carried out in person or over the phone, is a significant factor in gathering material that leads to the detection of a crime. Positive action in the period immediately after the report of a crime minimises the amount of material that could be lost to the investigation, and maximises the chance of securing material which is admissible in court.

The CoP Perennial Challenges identified Evidence and Investigation as one of the reoccurring issues within policing. On the front line this appears as issues such as poor completion of case files, poor or missing witness care information, missed opportunities to find and collect important evidence particularly during the 'golden hour' and a lack of confidence in collecting and using evidence from social media, text messages and digital equipment.

The CoP has produced evidence and guidance on initial investigation including guidelines for first responders on how to elicit initial accounts and the use of Body Worn Video. The backdrop to this however is the need for frontline staff to display professional curiosity and be prepared to look beyond the obvious, asking questions that may glean evidence that can be used in a subsequent investigation.

Action 2.4.3 Evidence Led Prosecutions

Evidence-led prosecutions may be used in circumstances where the victim is unable to give evidence in court, for example due to a physical or mental condition, or the victim is in fear. This suggests that evidence-led prosecutions could be considered for offences where victims are vulnerable and may be unable/unwilling to give evidence. For example, in cases of honour based crime, crimes against older people, child sexual exploitation offences or cases of modern slavery and human trafficking where victims may not identify themselves as victims, may feel loyalty to offenders, or may be unable to support a prosecution.

In these circumstances police are advised to use other strategies rather than relying on victim testimony. Both the annual Modern Slavery report and guidance around child sexual exploitation recommend obtaining evidence from a wide range of sources and building an intelligence picture from information from partner agencies. Cases must pass the Full Code Test for the Crown Prosecution Service (CPS) to proceed without the victim, meaning that other evidence such as a section 9 statement from the victim setting out their fears, evidence of injury, officer statements, body-worn video footage or third-party witness statements is essential.

Therefore to enable successful evidence-led prosecutions, evidence-building should be considered early on and police should work closely with the CPS.

Action 2.5.1 Governance

The Children and Social Work Act 2017 introduced changes to the safeguarding arrangements for children with the chief officer of police becoming a statutory safeguarding partner along with the local authority and the clinical commissioning group in the area with a responsibility to work together to identify and respond to the needs of the children in the area. Guidance around safeguarding responsibilities is published in Working Together to Safeguard Children.

In response to this the National Police Chiefs Council adopted the Voice of Policing statement where Chief Officers signed up to work alongside partners in the new safeguarding partnership arrangements in England and mobilise robust long term plans to reduce the prevalence and impact of adverse childhood experiences which can lead to contact with the police.

Currently the delegation of responsibility and associated governance structures is untested although Sir Alan Wood will be reviewing the progress of the implementation of the multi-agency child safeguarding partnerships.

Often the focus of learning from Serious Case Reviews (SCRs) is on other partner agencies, distilled learning specific to the police has been produced by VKPP and as part of a Triennial Analysis of SCRs funded by the Department for Education.

Action 2.5.2 Resilient Staff

Effective supervision can increase job satisfaction, identify training and professional development needs, leading to greater effectiveness, and enable staff to reflect on and develop their practice increasing their accountability.

Guidance from the Social Care Institute for Excellence highlights the impact that organisational culture can have on effective supervision, suggesting the importance of the police embedding a culture of learning within the organisation. Policing has seen a shift in approach, with forces becoming more able to adapt and confront new challenges, more readily learning from failings and implementing change.

However, there is inconsistency in the national delivery of leadership and supervision to front line staff. As such the College of Policing undertook a call for practice in September 2019, and aim to develop guidelines to support effective supervision based on the findings. To ensure effective supervision staff undertaking supervisory roles must have the training and skills for the role, and be supported in their own development.

Pressures of operational work however, can sometimes mean that supervisory practices such as debriefing can be overlooked and opportunities to identify good practice and areas for development are missed. Such missed opportunities highlight the need to develop a practice culture which places significant importance on supervision and learning.

Action 2.6.1 Multi-Agency Hubs

See Action Impact Toolkit

Action 2.6.2 Officer Norms

See Action Impact Toolkit

Action 2.6.3 Recruitment and Retention

See Action Impact Toolkit

Action 2.7.1 Working with Communities

Victimisation can often be traumatic and for some people and communities, either due to culture, experience or perception, reporting to the police may be difficult. The police are responsible for working with communities to ensure that barriers to reporting are minimised, and that communities are empowered to report and engage with police. This is particularly important for groups affected by structural inequalities who can be disproportionately affected by barriers to reporting. Effectively engaging communities in policing can increase the degree of trust and the perception of police legitimacy, whilst also impacting crime levels and impressions of disorder.

Neighbourhood Policing Guidelines highlight how forces should be involved in a two-way dialogue with the public, in order to develop a better understanding of the needs, risks and threats of the community and provide an opportunity to help build confidence in the police.

Independent Advisory Groups (IAGs) and Counter Terrorism Advisory Groups (CTAGs) provide a platform for the police to engage with communities, enabling community members to challenge police approaches, and contribute to forward-thinking around increasing the ease of access to the police for the communities most affected by structural inequalities.

Police responsibility also covers appropriate support for victims and witnesses. The Victims' Code of Practice states that victims who are particularly vulnerable, intimidated or persistently targeted, are entitled to an enhanced service in terms of support.