

# PEEL: Police effectiveness 2017

An inspection of Cheshire Constabulary



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## Force in numbers



### Calls for assistance

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

Cheshire Constabulary

**252**

England and Wales

**282**



### Anti-social behaviour

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

Cheshire Constabulary

**32**

England and Wales

**31**

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

Cheshire Constabulary

**-13%**

England and Wales

**-0.05%**



### Crime (excluding fraud)

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

Cheshire Constabulary

**68**

England and Wales

**77**

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

Cheshire Constabulary

**+34%**

England and Wales

**+14%**



## Crime outcomes\*

Charged/summonsed

Cheshire  
Constabulary

**15%**

England and Wales

**10%**

Evidential difficulties: suspect identified but victim does not support action

Cheshire  
Constabulary

**17%**

England and Wales

**13%**

Investigation completed but no suspect identified

Cheshire  
Constabulary

**41%**

England and Wales

**48%**



## Domestic abuse

Domestic abuse incidents per 1,000 population 12 months to 30 June 2017

Cheshire  
Constabulary

**3**

England and Wales

**15**

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2017

Cheshire  
Constabulary

**13%**

England and Wales

**11%**



## Organised crime groups

Organised crime groups per 1 million population as at 1 July 2017

Cheshire  
Constabulary

**26**

England and Wales

**47**

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

## Risk-based inspection

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

- Protecting vulnerable people;
- Tackling serious and organised crime; and
- Specialist capabilities.

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

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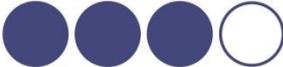
<sup>1</sup> Full details of the interim risk-based approach are available from the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

<sup>2</sup> The 2016 effectiveness report for Cheshire Constabulary can be found on the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-cheshire](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-cheshire)

## Effectiveness overview

### Judgments

Overall effectiveness 2017  Good

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

### Summary

Cheshire Constabulary is good at keeping people safe and reducing crime. Since our 2016 effectiveness inspection, the force has remained effective in protecting vulnerable people and supporting victims, and has made good progress in how it manages serious and organised crime.

Cheshire Constabulary is good at protecting vulnerable people. The awareness of vulnerability is consistent throughout the workforce. The constabulary ensures that victims of domestic abuse are a priority. However, it should review its processes on scheduling appointments and enhance guidance it gives to call handlers. Officers complete effective initial safeguarding at incidents but need more consistent

training and feedback on their vulnerable person assessments. The constabulary works in partnership to address mental health problems across Cheshire. Officers are aware of relevant mental health issues, and the constabulary plans to give officers more training. Crimes involving vulnerable victims are investigated generally to a good standard but there should be more documented use and supervision of investigation plans. The constabulary's use of available legal powers to protect victims of domestic abuse is positive.

Cheshire Constabulary is good at tackling serious and organised crime. It has made good progress since our 2016 effectiveness inspection. The constabulary has a very good understanding of the threats that serious and organised crime pose. When carrying out disruption activity on organised criminals, officers offer interventions to vulnerable offenders and family members to dissuade them from pursuing a life of crime. The constabulary has thorough governance and scrutiny arrangements in place for organised crime, and its processes comply with national guidance. We found good involvement of regional specialists and local policing teams, with a focus on addressing the exploitation of young people travelling to other regions to commit offences. The constabulary carries out educational initiatives, and proactively informs and reassures the public about organised crime.

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

# Protecting vulnerable people and supporting victims



Good

## Identifying vulnerability

Cheshire Constabulary is generally good at identifying vulnerability. It uses the College of Policing's definition of vulnerability<sup>3</sup> and all the officers and staff we spoke to during the inspection showed a consistent understanding of vulnerability – and the importance the constabulary places on it. The constabulary has a good understanding of the nature and scale of vulnerability in its local area. It produces and shares good analytical products with partner organisations. Local policing teams have up-to-date information on victims, repeat callers and locations.

Our crime file review showed some inconsistent flagging processes on force systems. We were informed that crime supervisors now scrutinise investigations prior to closure, to ensure vulnerabilities are identified and highlighted correctly. However, the constabulary needs to satisfy itself that its processes, including the identification of vulnerability and actions taken, are clear – and that staff and officers use them consistently. The constabulary holds daily management meetings in local policing areas and the public protection department to assess domestic incidents and concerns about safety. However, the constabulary could add broader concerns about vulnerability and mental health to the agendas of these meetings, to raise awareness and consistency. The constabulary looks for hidden vulnerability in modern crime types. Examples of this include operations to combat modern slavery and human trafficking; to prevent the exploitation of Lithuanian men through forced labour, and continuing investigations into organised female prostitution.

The constabulary is effective at identifying vulnerable people when they first contact the police. Call handlers are empathetic and respond well to callers' requirements; when it is needed, they deploy an immediate police response while staying on the line to reassure the caller. Call handlers obtain guidance from a range of guides and procedures, including for sexual offences and domestic incidents. However, no general guidance on vulnerability and mental health concerns is available, and the constabulary should look again at this. Recently, the constabulary has introduced the

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<sup>3</sup> The College of Policing's definition of vulnerability: "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."

THRIVE<sup>4</sup> model for its call handlers to assess incidents. A template is now available, so the rationale on incidents is recorded; we found this was used well. This also helps supervisors to review incidents, which we found being done consistently, especially for domestic violence incidents. Call handlers are able to identify repeat callers by their location, but have to search IT systems to identify previous incidents linked to the number, location or an individual's details. In the calls we listened to, we found consistent checking of these systems to inform their initial assessment, and recording the relevant details on the call log.

During our inspection, the constabulary provided data which showed that, in August and September 2017, it was deferring a response, or scheduling appointments, for a notable number of domestic incidents that it classed as low risk. A small number of the officers we spoke to questioned the suitability and supervision of some previous scheduled appointments that the force control centre made. The constabulary now uses THRIVE to assess incidents as low risk, and has put in place a governance process. We reviewed a sample of current scheduled incidents and they appeared appropriate; the assessments contained clear rationales and the levels of supervision were consistent. However, the constabulary's policies on deployment, scheduling appointments and domestic abuse did not correspond with each other, and we found they were confusing officers and staff. Delaying a response to any vulnerable person or victim carries inherent risks: the delay in speaking to the victim in person; not taking prompt positive action; and being unable to make prompt referrals to partner agencies for support. The constabulary should satisfy itself that its policies, its procedures for scheduling appointments and any delays in responses to incidents are not exposing vulnerable persons to risk.

The constabulary is moving towards a new command and control system, which at the time of our inspection was expected to be in place in early 2018. During our inspection, we discovered an abandoned call rate of 21 percent for 101 calls (calls to the non-emergency telephone number). The constabulary attributes this to the recruitment and training of control centre staff during the delayed transition to its new system. The constabulary constantly monitors the abandoned call rate and told us that normally this figure is much lower. The constabulary needs to maintain strong leadership in the force control centre during the transition to the new control room system.

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<sup>4</sup> THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported, in order to help staff determine the appropriate level of response to a call.

## Initial response

Cheshire Constabulary generally provides a good initial response to vulnerable people. Supervisors in the force control centre consistently oversee how officers and staff handle incidents of domestic abuse. Individuals we spoke to were very clear about the importance of dealing with such incidents thoroughly and demonstrated a firm awareness of their responsibilities.

In HMICFRS' 2016 effectiveness report, as an area requiring improvement, we pointed out that response officers should become more proficient at completing risk assessments at initial response, and that the constabulary should provide better supervisory oversight. This year, we found incident supervisors exercising good oversight of officers' submission of vulnerable persons assessment (VPA) forms before an incident is closed. Officers complete these forms on electronic devices; they are then routed (without the sight of a supervisor) immediately to the multi-agency contact and referral partnerships, known as integrated front doors (IFDs), where they are assessed and actioned. Some of the VPAs we examined were very good, although we found their completion was of an inconsistent quality. Officers and supervisors who we spoke to told us they would welcome more feedback on their completed VPAs. We found inconsistent training for officers on the assessments, with some officers having received no recent training. Cheshire Constabulary recognises that it still needs to make progress in this area, and the public protection department is overseeing work to improve the quality of VPAs. As HMICFRS does not consider that the force has fully achieved the required level of improvement in this field, we will continue to monitor it.

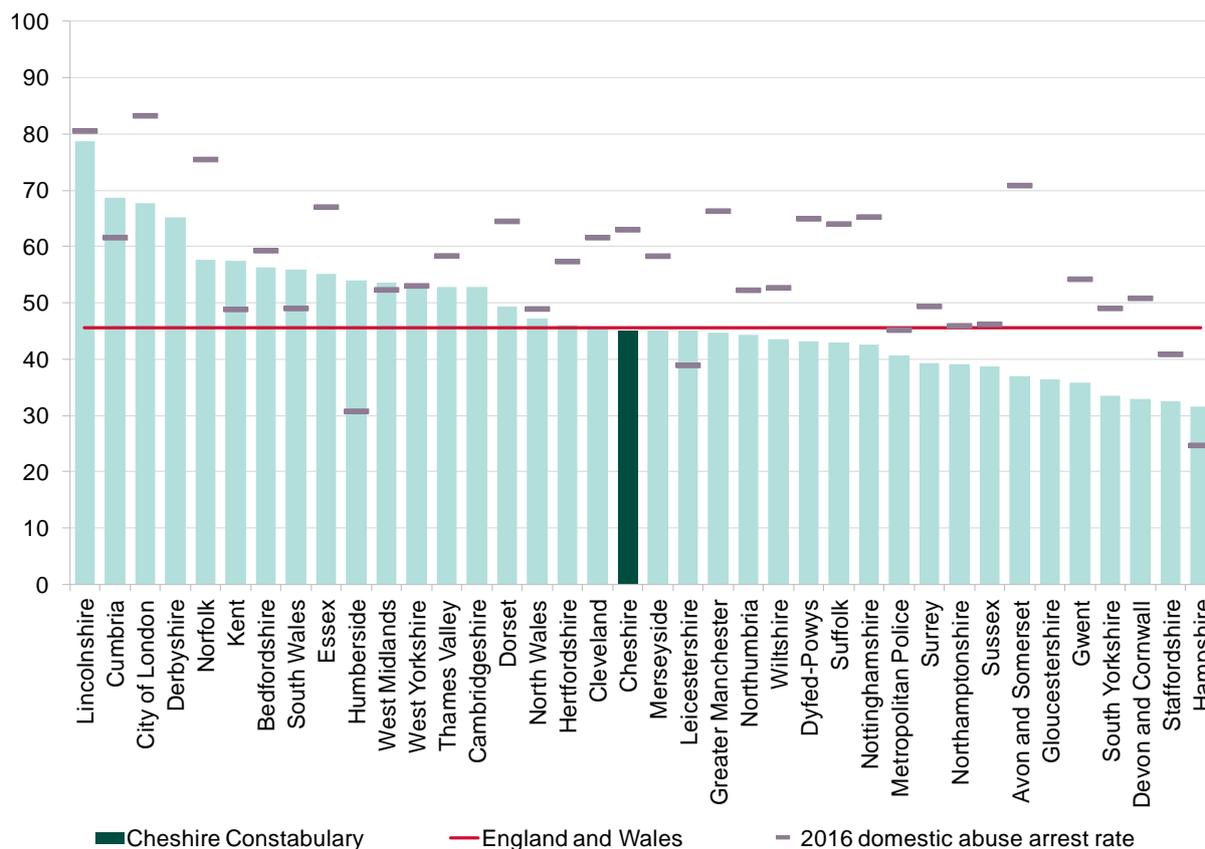
For victims of domestic abuse, the VPA form incorporates the domestic abuse, stalking and harassment (DASH)<sup>5</sup> template. We found good awareness of the importance of DASH, and a clear expectation that this assessment should be carried out with victims of domestic abuse face-to-face. Officers we spoke to understood their responsibilities for immediate safeguarding when attending an incident. We examined a sample of VPA forms for domestic abuse and found that, in general, immediate safeguarding actions had been taken. Safeguarding responsibility then continued through the officers managing the crime investigation. We found that, at the point of first contact, victims of rape or serious sexual offences are not being offered a choice of male or female officer to attend. However, we were reassured to find that appropriately trained officers support subsequent investigations.

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<sup>5</sup> Domestic abuse, stalking and harassment (DASH): a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking, harassment and so-called honour-based violence.

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

**Figure 1: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017<sup>6,7</sup>**



**Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data<sup>8</sup>**

**For further information about this data, please see annex A**

<sup>6</sup> Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide 2017 domestic abuse arrest data. Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data.

<sup>7</sup> North Yorkshire Police was unable to provide comparable domestic abuse arrest data. Therefore, it has been removed from the graph. For further information, please see annex A.

<sup>8</sup> The Home Office has provided HMICFRS with data on domestic abuse-related offences recorded in the 12 months to 30 June 2017. These data are more recent than those published by the Office for National Statistics.

In the 12 months to June 2017 Cheshire Constabulary recorded 45 arrests for every 100 domestic abuse-related offences, which is in line with the England and Wales rate of 46 arrests per 100 domestic abuse-related offences. It is notable that the constabulary's arrest rate for domestic abuse has reduced by 28 percent in the 12 months to 30 June 2017 compared with the same period in 2016. The constabulary told us that the reduction in arrests was due to increased recording of minor offences that did not always require arrest. At the time of our inspection, the availability of body-worn video cameras was still limited; the constabulary plans to make them more widely available to frontline officers in 2018.

The constabulary participates in four integrated front doors (IFDs) (see above), one in each local authority area; information about vulnerable people and their needs is shared and work carried out as appropriate through these police and partner co-located premises. We visited two of these units during our inspection and considered their workloads manageable, although supervisor resilience appeared limited. There is no weekend cover in the IFDs, and vulnerable persons assessment (VPA) referrals can take until mid-week to clear. However, the constabulary provides support for vulnerable victims through Operation Enhance (see below).

## **Mental health**

Cheshire Constabulary's ability to identify and support people with mental health problems generally is good. The assistant chief constable exercises strategic oversight over mental health issues. This is supported by an inspector who provides consistency in relation to the liaison with partner organisations and oversees the operation of the established triage service. Despite its focus on mental health, however, we found that the constabulary lacks an overarching strategy on mental health. A clear strategy may also assist the cohesion and data sharing of the complicated partnership arrangements, which operate over two health care trusts and four local authority areas. The force's latest strategic threat and risk assessment provides an overview of the mental health risks that it faces, and it is positive to see that police cells were used for only one section 136<sup>9</sup> detention in the 12 months to 30 June 2017. Regular partnership meetings are held to help understand the demand that mental health problems create, and the health trusts share issues and problems throughout the local area.

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<sup>9</sup> Section 136 of the Mental Health Act 1983 enables a police officer to remove, from a place other than where they live, someone who they believe to be suffering from a mental disorder and in need of immediate care and control, and take them to a place of safety – for example, a health or social care facility, or the home of a relative or friend. In exceptional circumstances (for example if the person's behaviour would pose an unmanageably high risk to others), the place of safety may be police custody. Section 136 also states that the purpose of detention is to enable the person to be assessed by a doctor and an approved mental health professional (for example a specially trained social worker or nurse), and for the making of any necessary arrangements for treatment or care.

Call handlers in the control centre demonstrate an ability to identify and deploy an immediate response to mental health incidents when this is required. They can access the 'evergreen logs', which contain data from triage crews (including nurses) and can use these logs to help them identify mental health problems. We found the levels of training for officers in mental health inconsistent. However, the constabulary plans to provide training for all officers in 2018.

The constabulary participates in an established triage car service, which operates seven days a week with police and mental health nurse crews. The crews are informed about all mental health-related incidents and can either respond or provide officers with direct advice. Every officer we met was aware of the triage car provision and was very positive about the service it provided.

## **Investigating crimes involving vulnerable people**

In general, the constabulary investigates crimes involving vulnerable victims to a good standard. We found that it consistently allocates serious crimes to the correct level of investigators. Detectives working in the public protection department (PPD) and criminal investigation department (CID) are appropriately trained to PIP 2 level,<sup>10</sup> although we found that the continuing professional development opportunities varied between the two departments. Detectives were investigating additional crimes of rape because of workloads spreading from the dedicated rape unit (DRU) due to a significant rise in demand. We found also that documented investigation plans, and supervisory guidance and support on detective investigations, were inconsistent – and absent in some cases. Officers in some cases made progress independently; to their credit, this did not appear generally to affect the quality of the investigations. We noted that detective supervisors had to attend many meetings, which could be contributing to the lack of availability of supervisors for detectives across the constabulary. Prior to our inspection, we examined 22 crime files with a vulnerable victim; the overall standard of investigations was effective, although we found that some cases held by uniformed officers would have benefited from more supervisory guidance from the outset. However, we found general improvement in this area during our inspection. More consistent investigation plans and supervision of all investigations would support and strengthen the welfare of officers, especially those managing complex investigations. Although the constabulary leadership

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<sup>10</sup> Professionalising Investigation Programme (PIP): The aim of the PIP is to ensure that staff are trained, skilled and accredited to conduct the highest quality investigations: PIP level 1 – priority and volume crime investigations; PIP level 2 – serious and complex investigations; PIP level 3 – major investigations; and PIP level 4 – strategic management of highly complex investigations. PIP identifies key learning and development for investigators in new or specialised roles, and standards of competences in investigation and interviewing. These are now established within a suite of national occupational standards (NOS).

places a strong emphasis on welfare, some investigators told us they did not have the time to actually use the welfare support on offer, or found its availability and structure limited, and would value more support.

Cheshire Constabulary makes positive use of available legal powers to protect victims of domestic abuse. Two members of staff oversee the issue of domestic violence protection notices (DVPNs)<sup>11</sup> and orders (DVPOs),<sup>12</sup> and the constabulary produces good analytical data to monitor performance. The constabulary is consistently higher in the use of DVPOs than the England and Wales rate; it has a high success rate of application at court, and can monitor breaches.

The constabulary's use of Clare's Law<sup>13</sup> continues to be in line with that of other forces in England and Wales but its prominence could be enhanced so no opportunities are missed. In the 12 months to 30 June 2017 the charged or summonsed rate was 25.1 per 100 domestic abuse-related offences, this has decreased by 31 percent compared with the same period in 2016, but remains higher than the England and Wales rate of 18.6 percent. Criminal justice liaison nurses and the Cheshire CARES victims' services scheme offer vulnerable victims and offenders further support.<sup>14</sup>

The constabulary proactively uses specialist software to monitor offenders accessing and sharing indecent images of children. It uses the system effectively, examines it daily, and there is no backlog of unexamined work. The constabulary manages registered sex offenders (RSOs) using nationally recognised risk-assessment tools,

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<sup>11</sup> A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

<sup>12</sup> DVPOs are designed to provide protection to victims by enabling the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing the victim time to consider their options and get the support they need.

<sup>13</sup> The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law)

<sup>14</sup> Cheshire CARES (Cope and Recovery Enhanced Service) is the police and crime commissioner's dedicated service providing support to all victims of crime in Cheshire, based on the individual's needs.

and has an established MAPPA process.<sup>15</sup> Supervisors closely monitor visits to high-risk offenders and allocate visits to officers and staff before they become overdue. High-risk offenders are also reviewed monthly in a face-to-face meeting between the offender's manager and supervisor. However, the constabulary needs to update its new tracking database to match the risk-based approach, and supervisor resilience is limited. Local policing officers are aware of RSOs in their area; they are provided with information about them and are encouraged to submit intelligence as part of effective monitoring. One local policing area is piloting more active involvement of local policing officers in RSO management for evaluation. During our inspection, a routine visit by an offender manager revealed an RSO had breached his conditions; this led to arrest and charges for multiple offences.

## Partnership working

Cheshire Constabulary has well-developed relationships with partner organisations, enabling it to support vulnerable people and meet the needs of victims. The constabulary has four established multi-agency contact and referral partnerships, known as integrated front doors (IFDs). Officers and staff are located together with partner agencies to share information and make sure action is taken on the vulnerable persons assessment (VPA) referrals that officers submit. Other partnership work is established through Operation Encompass.<sup>16</sup> Police and schools across the four local authority areas share information about children exposed to domestic violence. Operation Enhance is another service that the constabulary provides; independent domestic violence advocates (IDVAs) support officers in visiting higher-risk victims of domestic abuse over weekends, to offer support and give them confidence in the criminal justice process. Local policing officers we spoke to were aware of this operation and valued it. The constabulary engages with victims through domestic abuse victim surveys; currently, it is surveying victims of rape as part of analysis that the dedicated rape unit (DRU) has carried out. However, it does not obtain feedback from victims of domestic abuse who do not support police action. An established multi-agency risk assessment conference (MARAC) process is in place, which follows consistent accepted practice. At the MARAC meeting, police and other specialists, including the IDVAs who support victims, share information about the highest-risk domestic abuse cases.

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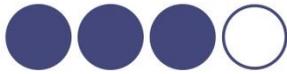
<sup>15</sup> Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

<sup>16</sup> Operation Encompass aims to safeguard and support children and young people who have been involved in or affected by incidents involving domestic abuse. Following such an incident, a school's 'key adult' is contacted by 9.00am the next day and made aware. Arrangements can then be put in place to support children during their school day.

### **Areas for improvement**

- The constabulary should review its approach and policies in relation to scheduling incidents and deployment for victims of domestic abuse, and take steps to ensure that changes necessary to protect victims are implemented.
- The constabulary should ensure that frontline officers are proficient in completing vulnerable person risk assessments and there is sufficient supervisory oversight and feedback to ensure opportunities to safeguard vulnerable victims are not missed.
- The constabulary needs to ensure consistent investigation plans and supervision are in place for all investigations to guide and support officers, especially those managing complex investigations.
- The force should ensure its process to obtain feedback from victims of domestic abuse includes those victims who do not support police action.

# Tackling serious and organised crime



Good

## Understanding threats

Cheshire Constabulary has a very good understanding of the threats posed by serious and organised crime and this has improved since our 2016 effectiveness inspection. The constabulary uses structured methods, such as MoRiLE,<sup>17</sup> to assess threats, including drug trafficking and modern slavery. It has completed a recent detailed profile of modern slavery in Cheshire and has an analyst and a detective supervisor to oversee this specialist area of work. It has renewed its strategic threat and risk assessment, which details the threats that organised crime poses to the local area. We were pleased to see that the constabulary has made progress since 2016 by introducing its assessment and consideration of serious and organised crime at a pan-Cheshire level, at the protecting vulnerable people board. This has assisted in the effective tackling of child sexual exploitation, an issue that overlapped numerous local policing areas in the constabulary.

The constabulary has developed four serious and organised crime local area profiles<sup>18</sup> to correspond with each local authority. It has produced them using partnership information and shared them with the local authority partner agencies. The constabulary draws on a range of intelligence sources to increase its understanding of serious and organised crime, including partner agencies, local policing teams and community intelligence. Information is gathered and analysed at a local and regional level, including the regional organised crime unit and the government agency intelligence network (GAIN).<sup>19</sup> Intelligence is also collected at the local policing level, where officers understand the importance of information about organised crime within their area of geographical responsibility. This helps

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<sup>17</sup> The 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

<sup>18</sup> 'Local profiles should be produced by each police force area. Forces should use them to develop a common understanding among local partners of the threats, vulnerabilities and risks, provide information on which to base local response and local action plans, support the integration of serious and organised crime activity into day-to-day policing, local government and partnership work, and allow a targeted and proportionate use of resources. For further information, see: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/371602/Serious\\_and\\_Organised\\_Crime\\_local\\_profiles.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf)

<sup>19</sup> A large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

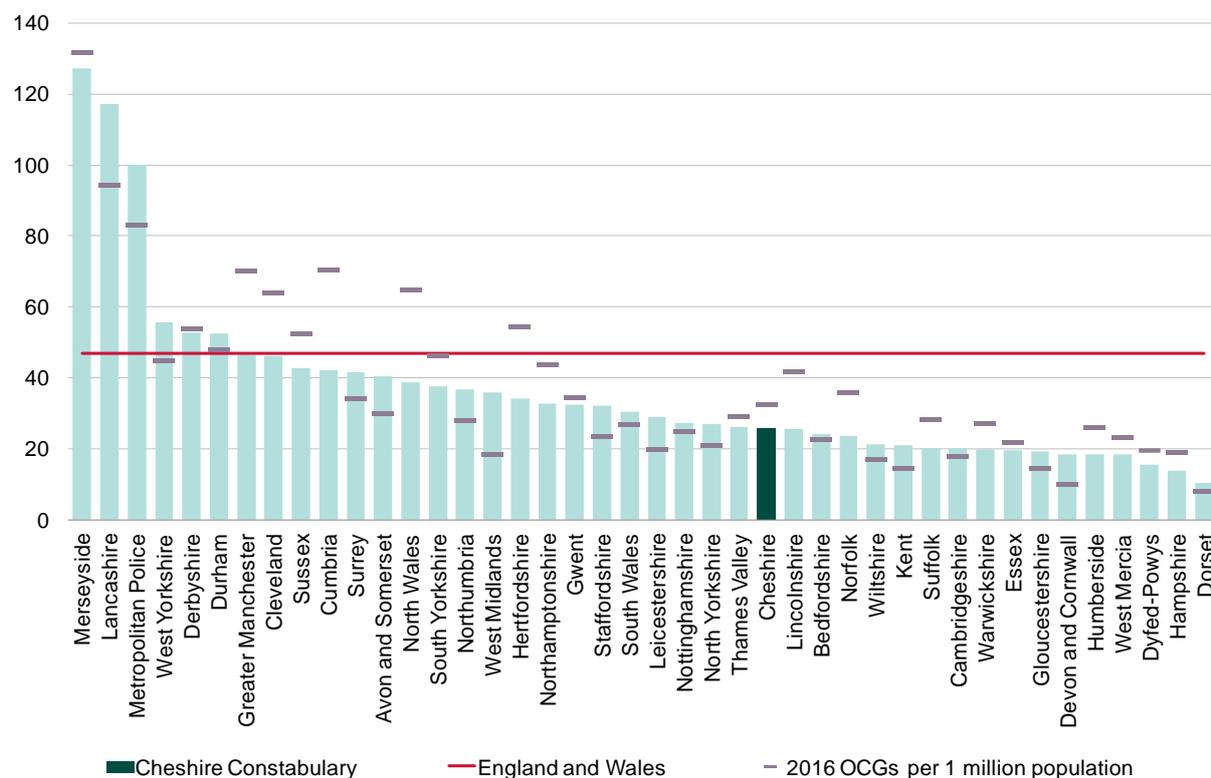
officers in each local policing team to consider the threat of organised crime as well as of emerging criminals in their areas, and how the teams are going to manage these threats.

Correct processes are in place to ensure that new organised crime groups (OCGs) are assessed properly as soon as they are identified. This is known as OCG mapping.<sup>20</sup> Criminals who meet the definition of an OCG in Cheshire are mapped accordingly. As of 1 July 2017, the constabulary had mapped 26 OCGs per one million population; this is in line with the England and Wales rate. The assistant chief constable oversees the process of archiving OCGs in Cheshire, and of deciding not to focus on a specific OCG, to ensure consistent governance.

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<sup>20</sup> When a police force identifies a group of individuals whom they suspect may be involved in organised crime, an organised crime group (OCG), they go through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability on computer software, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. This helps the force to make informed decisions about how to prioritise its activity.

**Figure 2: Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017<sup>21</sup>**



Source: 2016 and 2017 HMICFRS data return

For further information about this data, please see annex A

## Disrupting and investigating serious and organised crime

Cheshire Constabulary is good at disrupting and investigating serious and organised crime (SOC). It has a clear process to prioritise activity, based on threat, harm and risk, and to scrutinise the progress of disruption activity in conjunction with local policing teams. A systematic approach includes the governance of activity through a monthly ‘covert’ tasking and co-ordination group, which the assistant chief constable oversees. The use of available resources in response to the current threat, harm and risk related to organised crime is discussed; the process by which OCGs are nominated for consideration is clear. The assistant chief constable also leads the constabulary tasking meetings, where activity and updates on OCGs are examined further, and which include local policing teams. A partnership board supports the constabulary’s understanding of the threats of SOC by including relevant partner organisations, and this is achieved locally through the community safety partnerships.

<sup>21</sup> The City of London Police has been removed from the graph as its organised crime group data are not comparable with other forces due to its size and its wider national remit. For further information, please see annex A.

Lead responsible officers (LROs) take positive responsibility for tackling OCGs over the long term. The constabulary regularly scrutinises activity and progress through the 4P plans (pursue, prevent, protect, prepare).<sup>22</sup> The constabulary has a good working relationship with the regional organised crime unit (known as TITAN) and we found several examples of operations where the constabulary had worked in investigations with the specialist capability provided within TITAN and the National Crime Agency. The constabulary is tackling county lines<sup>23</sup> positively, working with other forces to combat this type of drug supply and manage effectively the complex investigations that cross its borders into other force areas.

Local policing teams are involved in disrupting SOC. We found it very positive to see a local policing representative raising an organised drug supply initiative at a force tasking meeting. The constabulary has held serious and organised crime continuing professional development events, which local policing officers and police community support officers (PCSOs) have attended. The constabulary produces 'OCG on a page' to give local officers concise information. Those we spoke to demonstrated a good awareness of organised crime and knew how to access this information; some of them had been involved in disruption operations. The constabulary monitors its impact on SOC and collates disruption profiles in line with national practice. Disruption and 4P plans that record and analyse activity are evaluated. The constabulary crime operations unit carries out debriefing and reviews the tactics used.

## **Preventing serious and organised crime**

In HMICFRS' 2016 effectiveness report, we highlighted that the constabulary should take steps to identify those at risk of being drawn into SOC and ensure preventative measures are put in place with partner organisations to deter them from re-offending. We also said it should enhance its approach to the lifetime management of organised criminals. This year, we found that Cheshire Constabulary has improved its initiatives to identify, prevent and support people at risk of being drawn into

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<sup>22</sup> 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps: Pursue – prosecuting and disrupting people engaged in serious and organised crime; Prevent – preventing people from engaging in serious and organised crime; Protect – increasing protection against serious and organised crime; Prepare – reducing the impact of this criminality where it takes place.

<sup>23</sup> The term 'county lines' describes organised drug-dealing networks expanding – usually from large cities into smaller towns – in order to exploit new markets and evade police detection. This activity is often accompanied by violence and intimidation as new groups compete with locally established drug dealers.

organised crime. Its integrated offender management (IOM) unit,<sup>24</sup> called 'Navigate', operates across the whole constabulary area. We found that the constabulary has developed its IOM programme to target people involved in serious and organised criminal activity. When it carries out disruption activity on organised criminals, IOM staff are present to offer interventions designed to deter people from crime and discourage re-offending. The IOM provides alternatives to vulnerable offenders through its Navigate programme. It considers family members of organised criminals as well, and refers them to partner organisations that offer a wider range of services intended to prevent young people from moving into a life of crime. The constabulary has seen some positive results arising from this. At the time of our inspection, it had identified one urban street gang in Cheshire. Further preventative work with youths has taken place through the 'Borders Project'. This involves engaging with staff and pupils at four pupil referral units in Cheshire which aims to raise awareness about the consequences of becoming involved in county lines issues (see above).

The constabulary works to prevent offending among established organised criminals. The process of sharing intelligence with the county's prisons has improved, allowing the constabulary to better understand and manage the lifetime threats that imprisoned organised criminals pose. This has resulted in a continuous operation to combat the supply of drugs into prisons: a number of prisoners are approached to sign up to the IOM Navigate programme, and the activities of those who do not participate are disrupted through joint work with prison, police and partner agencies. Information is available about individuals due to be released from prisons and is shared with local policing units. The constabulary's lead responsible officers (LROs) achieve additional lifetime management through the consistent use of the 4P plans. Although the constabulary's rate of application for serious crime prevention orders is slightly below the rate for England and Wales, it does have existing orders in place and several more in active development. The constabulary communicates regularly with the public to inform, reassure and raise awareness of SOC.

HMICRFS is impressed with the progress that Cheshire Constabulary has made with tackling serious and organised crime over the past year and has not identified any areas for improvement.

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<sup>24</sup> Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

## Specialist capabilities

### Ungraded

#### National policing responsibilities

*The Strategic Policing Requirement (SPR)*<sup>25</sup> specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Cheshire Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has assessed its capability to respond to the six national threats included in the SPR. This assessment forms part an annual planning cycle when intelligence concerning all of the force's priorities is reviewed. This responsibility rests with an assistant chief constable who leads a programme to build the force's capacity in response to its national responsibilities. We found this to be an effective means of identifying risks, engaging the workforce and developing the skills and experience the force requires. These arrangements are also subject to annual scrutiny by the police and crime commissioner.

The force has established a comprehensive training programme. Training exercises are routinely completed with other organisations to examine their joint response to civil emergencies and other disasters. The force has recently assisted other forces in responding to acts of terrorism, most notably at the Manchester Arena in the spring of 2017.

#### Firearms capability

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

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. *The Code of Practice on Police use of Firearms and Less Lethal Weapons*<sup>26</sup> makes forces responsible for implementing national

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<sup>25</sup> The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners. *The Strategic Policing Requirement*, Home Office, March 2015. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

<sup>26</sup> *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Cheshire Constabulary has joint arrangements with North Wales Police to provide armed policing. The force also shares firearms training facilities with other forces in the North West of England. The force has an adequate understanding of the potential harm facing the public. It shares an APSTRA with other forces in the region, which determines the forces' training needs. This APSTRA conforms to the requirements of the code and the College of Policing guidance;<sup>27</sup> it was published in June 2017.

However, the purpose of an APSTRA goes beyond the identification of a force's training requirements. HMICFRS would expect to see an assessment of the threats and risks in each force area, with resources in place to address them. For this reason, it would be advisable for Cheshire Constabulary to develop an APSTRA in conjunction with North Wales Police; this would bring greater assurance that their joint deployments of armed officers are better aligned with local needs. A chief officer represents all forces in the region in scrutinising the required levels of armed capability and capacity. At the time of the inspection, we were encouraged to see that he has extended his responsibilities to include a programme of work to develop APSTRAs for each force area. The programme includes the compilation of a joint APSTRA for Cheshire Constabulary and North Wales Police. We will monitor these developments in future inspection activity in the region.

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<sup>27</sup> College of Policing Authorised Professional Practice on armed policing, available at: [www.app.college.police.uk/app-content/armed-policing/?s](http://www.app.college.police.uk/app-content/armed-policing/?s)

## Annex A – About the data

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

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

- Data that forces submitted were checked and queried with those forces where data were notably different from other forces or were internally inconsistent.
- All forces were asked to check the final data used in the report and correct any errors identified.

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

### Methodology

#### Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

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

#### Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2016 population estimates. These were the most recent data available at the time of the inspection.

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

## **Survey of police staff**

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

## **Ipsos MORI survey of public attitudes towards policing**

HMICFRS commissioned Ipsos MORI to survey attitudes towards policing between 21 July and 15 August 2017. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 300 and 321 individuals in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey are available on our website:

[www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments](http://www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments)

## **Review of crime files**

HMICFRS reviewed 2,700<sup>28</sup> police case files across crime types for:

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

Our file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. We randomly selected files from crimes recorded between 1 January 2017 and 31 March 2017 and assessed them against several

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<sup>28</sup> 60 case files were reviewed in each force, with the exception of the Metropolitan Police Service, West Midlands Police and West Yorkshire Police where 90 case files were reviewed.

criteria. Due to the small sample size of cases selected per force, we did not use results from the file review as the sole basis for assessing individual force performance, but alongside other evidence gathered.

## **Force in numbers**

A dash in this graphic indicates that a force was not able to supply HMICFRS with data or the data supplied by the forces were not comparable.

### **Calls for assistance (including those for domestic abuse)**

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

### **Recorded crime and crime outcomes**

These data are obtained from Home Office police recorded crime and outcomes data tables for the 12 months to 30 June 2017 and are taken from the October 2017 Home Office data release, which is available from:

[www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)

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

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

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

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

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

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the Home Office data hub (HODH) on a monthly basis. All other forces provide these data via a manual return also occurring on a monthly basis.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. This means they no longer issued simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. These three pilot forces continued to operate in accordance with the pilot conditions since the pilot ended in November 2015. Other forces subsequently also limited their use of some out of court disposals. Therefore, the outcomes data should be viewed with this in mind.
- Direct comparisons should not be made between general crime outcomes and domestic abuse-related outcomes. Domestic abuse-related outcomes are based on the number of outcomes for domestic-abuse related offences recorded in the 12 months to 30 June 2017, irrespective of when the crime was recorded. Therefore, the domestic abuse-related crimes and outcomes recorded in the reporting year are not tracked, whereas the general outcomes are tracked.
- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2017, Home Office, July 2017. Available from:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/633048/crime-outcomes-hosb0917.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/633048/crime-outcomes-hosb0917.pdf)

### **Anti-social behaviour**

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

[www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables)

All police forces record incidents of anti-social behaviour (ASB) reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Forces record incidents under NSIR in accordance with the same victim-focused approach that applies for recorded crime, although these data are not subject to the same quality assurance as the main recorded crime collection.

Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with ASB incidents (for example, local authorities and social landlords), but incidents reported to these agencies will not generally be included in police data.

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

## **Domestic abuse**

Data relating to domestic abuse-flagged offences is obtained through the Home Office for the 12 months to 30 June 2017. These are more recent data than those previously published by Office for National Statistics. The Home Office collects these data regularly and requires all forces to record accurately and flag domestic abuse crimes. Domestic abuse flags should be applied in accordance with the Home Office Counting Rules<sup>29</sup> to ensure consistency across forces, and within published data sets.

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

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

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017)

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

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<sup>29</sup> Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

## **Organised crime groups (OCGs)**

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

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

## **Figures in the report**

Not all forces' reports will contain all the figures we mention in the sections below. This is because some forces' data was incomplete or not comparable with England and Wales data, and in 2017 HMICFRS undertook risk-based inspections. More details about our risk-based approach can be found here:

[www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

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

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

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

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

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

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

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

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Dorset Police was unable to provide 2016 crimes outcome data, because it had difficulty with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded.

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

Please see 'Domestic abuse' above.

- The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2017 in this calculation. It is also possible to have more than one arrest

per offence. In addition, the reader should note the increase in police-recorded crime which affected the majority of forces over the last year. This may mean arrest rates are higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMICFRS evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

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

- Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide domestic abuse arrest data. North Yorkshire Police was unable to provide comparable domestic abuse crime and arrest data, so a rate could not be calculated. Therefore, these forces are not included in the figure.
- Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data. Therefore, these forces do not have 2016 data included in the figure.

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

- Cambridgeshire Constabulary was unable to provide 2016 domestic abuse arrest data due to a recording problem that meant it could only obtain accurate data from a manual audit of its custody records.
- Lancashire Constabulary had difficulty in identifying all domestic abuse-flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on the 2016 data provided to HMICFRS would be marginal and that these are the most reliable data it can provide.

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

Please see 'Organised crime groups' above.

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

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