

PEEL: Police effectiveness 2017

An inspection of Cleveland Police



March 2018

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Force in numbers



Calls for assistance

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

Cleveland Police

335

England and Wales

282



Anti-social behaviour

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

Cleveland Police

76

England and Wales

31

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

Cleveland Police

+0.2%

England and Wales

-0.05%



Crime (excluding fraud)

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

Cleveland Police

93

England and Wales

77

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

Cleveland Police

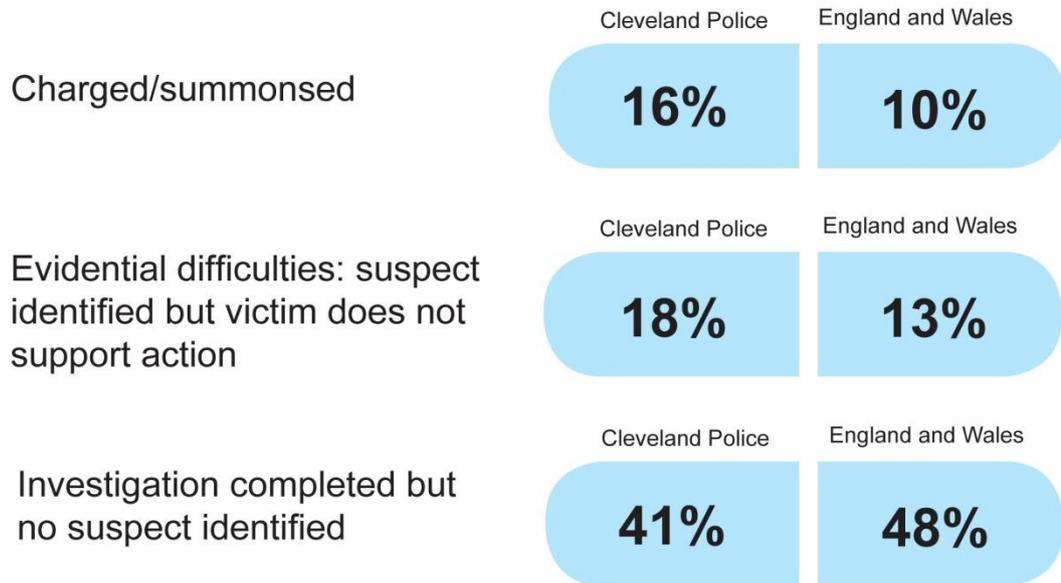
+8%

England and Wales

+14%



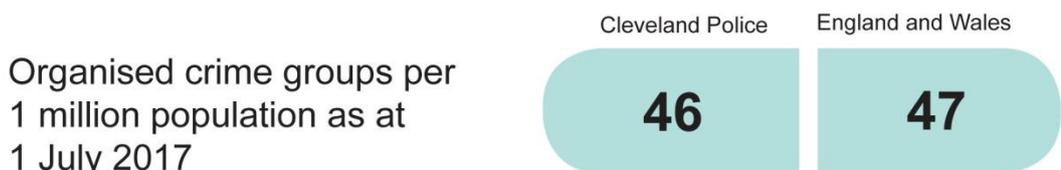
Crime outcomes*



Domestic abuse



Organised crime groups



*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.¹ Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Cleveland Police was assessed against the following areas in 2017:

- Preventing crime and tackling anti-social behaviour;
- Protecting vulnerable people; and
- Specialist capabilities.

Judgments from 2016² 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.

¹ 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

² The 2016 effectiveness report for Cleveland Police can be found on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/cleveland/effectiveness/

Effectiveness overview

Judgments

Overall effectiveness 2017  Good

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

Summary

Cleveland Police is good at keeping people safe and reducing crime. Since our 2016 effectiveness inspection the force has made progress in all areas inspected. It is further strengthening its approach to neighbourhood policing and responding well to people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. However, we found that the force needs to take further action to ensure vulnerable people consistently receive an effective service.

Cleveland Police has an effective approach to reducing crime, tackling anti-social behaviour and keeping people safe. It prioritises and invests in preventing crime through its approach to neighbourhood policing, working with other organisations. The force has a good understanding of its communities and what matters to local people influences its identification of threat, risk and harm. It is good at tackling crime and anti-social behaviour with partner organisations (such as local authorities, or health and education services). The force reviews the effect of its activity on a case-by-case basis and uses evidence of good practice to inform activity in other areas, although recognises it could do more to understand the cumulative effect of this approach.

However, Cleveland Police must improve its ability to protect vulnerable people. The force is effective at identifying vulnerability. It answers calls promptly, treats victims with empathy and ensures their immediate safeguarding needs are addressed. Officers are providing an appropriate response and immediate safeguarding arrangements are put in place, but the quality of risk assessments is unsatisfactory. The force does not refer all high-risk domestic abuse cases to a multi-agency risk assessment conference, and does not always refer standard and medium-risk cases quickly enough. On a more positive note, the force is generally good at investigating crimes involving vulnerable victims, although the outcomes it achieves for domestic abuse cases require improvement. The force needs to do more to ensure that it manages effectively the risks posed by registered sex offenders. We found that the force works well with partner organisations to support vulnerable people with mental health problems.

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

Preventing crime and tackling anti-social behaviour



Good

Prioritising prevention

Cleveland Police's Towards 2020 vision describes prevention as one of three priorities (along with intervention and protection) which place victims at the centre of what the force does. Officers and staff understand the force's approach to prevention through its '3S' model for neighbourhood policing³. Those working in neighbourhood policing teams (both officers and PCSOs) are given the skills, guidance and support they need to engage with communities, solve problems with partner organisations, prevent crime and intervene to protect those who are vulnerable. Officers are only occasionally taken away from their local prevention roles to respond to urgent incidents. PCSOs are dedicated to their neighbourhood role. This means that they have the time to carry out proactive and preventative activities, including those with partner organisations such as housing, education and local authority anti-social behaviour teams. These activities are focused on preventing crime and anti-social behaviour from happening, rather than simply reacting when it occurs.

The police and crime commissioner (PCC) has made further investment in neighbourhood policing that includes the recruitment of crime prevention co-ordinators and schools liaison PCSOs to assist with prevention and early intervention.

Understanding communities

Cleveland Police has a good understanding of its communities and the threats they face. The force analyses and monitors these threats, working with partner organisations such as the local authority, community safety partnerships, mental health trusts and children's and adults' services to determine where harm is most likely to occur. The force also has a good understanding of what matters to local people. Local people can influence policing priorities in their area through a range of channels, including social media. Concerns local people raise become 'Areas of Focus' for the neighbourhood teams and the force publishes them on its website. The force provides updates through newsletters and Facebook.

³ Cleveland Police put in place a new neighbourhood policing model in July 2016. The '3S' model is based on the level of vulnerability within communities. It provides a flexible, three-tier policing approach. The force's ten neighbourhood sectors have been split into three tiers, according to whether an area requires 'strengthening, supporting or sustaining'. This determines the level of neighbourhood team presence in each local area.

The force engages effectively with its local communities. The local population is ethnically diverse, with some areas of social deprivation. Asylum seekers are placed in the area and Syrian refugees are re-homed through one of the local authorities. The force has developed positive relationships with its communities through its neighbourhood policing teams, community cohesion co-ordinators and working with its partner organisations. Neighbourhood policing teams have good networks in place and regularly speak to important contacts in the community, including members of independent advisory groups. This helps the force to identify community tensions when they arise. The force is also working to re-engage those communities and families who are less likely to interact with the police. For example, it is working with an organisation that supports community cohesion to assist in a difficult area of the force where there are disengaged young people.

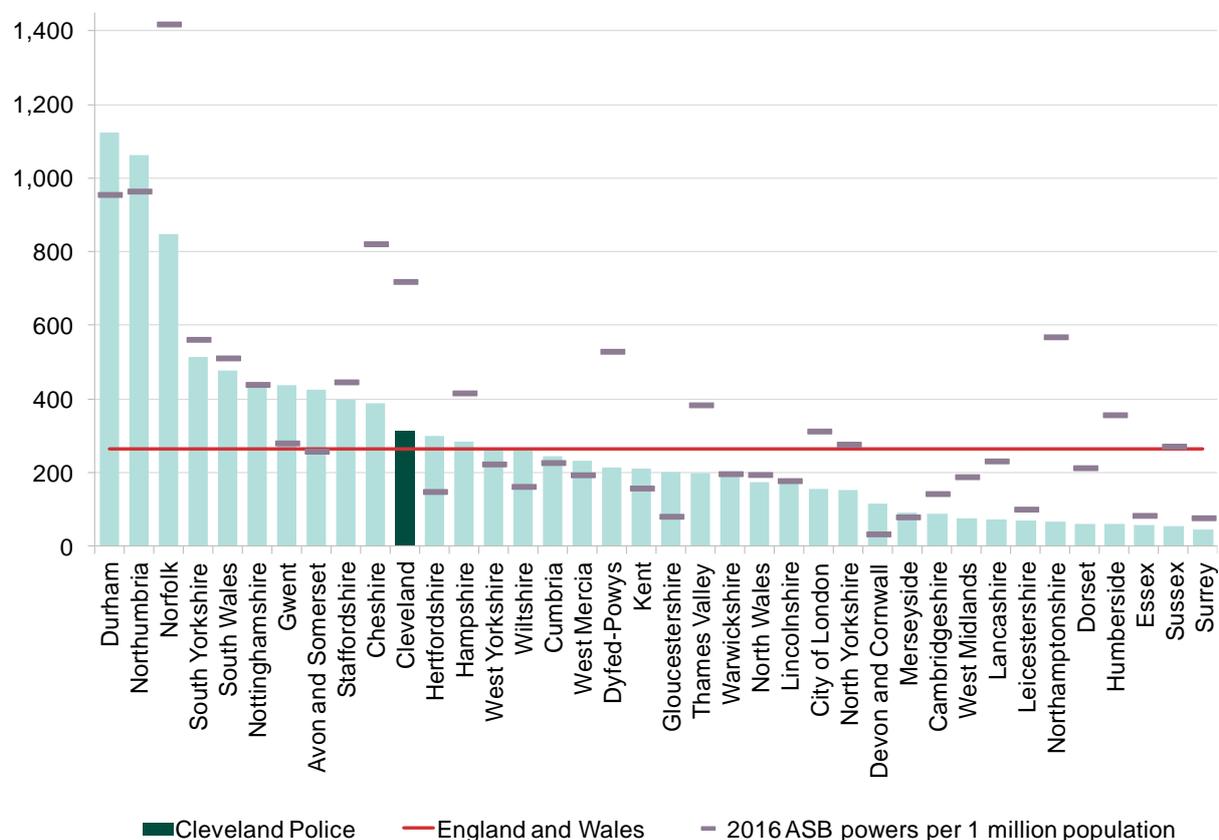
Tackling crime and anti-social behaviour

Cleveland Police is good at tackling crime and anti-social behaviour. It works well with partner organisations, such as local authority teams and housing associations. The force has a very effective problem-solving model, which it uses with partner organisations to analyse and solve problems relating to anti-social behaviour and crime. This is supported by the routine exchange of information through mutual access to IT systems, including access to problem-solving plans, which allows other organisations to provide updates and review progress. All areas of the force have a long-term approach to solving problems in collaboration with partner organisations, which focuses on early intervention with individuals and their family members in the local community. In one area, this has been extended to a 'whole family' approach, and in another area the force is involved in a partnership project focusing on adults with multiple and complex needs. Neighbourhood teams and partner organisations have received problem-solving training from an external specialist; officers and staff spoke positively about this during our inspection.

Cleveland Police makes effective use of the powers and tactics available to help tackle crime and anti-social behaviour. It makes good use of criminal and anti-social behaviour orders and works with its local authority and housing association partners to take out civil injunctions for anti-social behaviour. The force continues to make good use of dispersal orders, although its use of these orders has reduced. This is because of its renewed focus on dealing with the underlying cause of the anti-social behaviour, rather than continuing to issue rolling dispersal orders. The force also makes good use of road traffic legislation and other police powers in dealing with anti-social behaviour involving off-road motorbikes. Officers and staff have access to crime prevention advice which the force's community safety team provides regularly. The force promotes crime prevention well through the Cleveland Police and Cleveland PCC websites, messages on social media, and 'pop up' stalls where PCSOs provide crime prevention advice, products and services such as purse bells and laser etching of valuable items. The force involves local people in a limited range

of problem-solving activity and recognises it could do more in this area. It has plans in place to recruit community support volunteers, who can spend some of their time advising local people on community safety.

Figure 1: Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017⁴



Source: 2016 and 2017 HMICFRS data return
For further information about this data, please see annex A

The force evaluates most local initiatives as they occur but it does not have a full understanding of the overall effect of its crime prevention activity. The force reviews the effect of its activity on a case-by-case basis and uses evidence of good practice to inform activity in other areas. It analyses the results of force-wide operations and those at a local level and also reviews problem-solving plans. Officers and staff are informed of good practice through flags on the force’s electronic iMap (geographical mapping) system, which show where problem solving has occurred and the results. Neighbourhood policing teams know where to find this information and use it to inform their own problem-solving plans. The force also publishes examples of good practice on its ‘what works’ internal website. However, it could do more to

⁴ Bedfordshire, Derbyshire, Greater Manchester, the Metropolitan Police and Suffolk forces were unable to provide any 2017 ASB use of powers data. Gloucestershire, Hertfordshire, Humberside and Merseyside forces were only able to provide partial 2017 ASB use of powers data. Greater Manchester Police was unable to provide any 2016 ASB use of powers data.

understand the full effect of all its problem solving throughout the force area, including which activity has the greatest effect and why. The force has started to do this by reviewing its activity in force-wide performance meetings, and has formed an evidence-based practice clinic with Teesside University. This collaboration should provide the force with an evidence base of what works, and specifically what works within Cleveland.

Protecting vulnerable people and supporting victims



Requires improvement

Cleveland Police was inspected as part of a joint national child protection inspection (NCPI) programme in May 2017. The report of that inspection was published on 21 September 2017⁵. HMICFRS has not re-inspected the force's processes specific to children during this inspection to allow the force to make the necessary improvements. Findings and recommendations relating to these processes are in the NCPI report.

Identifying vulnerability

Cleveland Police is effective at identifying people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. The force has a clear definition of what vulnerability is, and a 'victims first' approach which includes all types of vulnerability.

It communicates this effectively to officers and staff, who understand what is expected of them. The force has a good understanding of the nature and scale of vulnerability in the force area. It works closely with local authorities and other partner organisations, including mental health trusts, to analyse data and understand where and when those who are most vulnerable require support. The force also has a good understanding of patterns of offending behaviour, particularly for domestic abuse perpetrators. It is developing its understanding of where hidden harm exists, such as vulnerable people being trafficked or subjected to forced labour.

The force is good at identifying vulnerable people when they contact the police. Call handlers identified vulnerable victims correctly in all of the 18 calls we listened to. Calls were answered promptly, empathy was shown to victims and clear advice was provided about immediate safeguarding actions, particularly for victims of domestic abuse who were in fear of the perpetrator returning. The force uses a structured approach for assessing risk, to help ensure that vulnerability is identified at the earliest opportunity. From listening to calls, we found that this was applied consistently in terms of the questions asked, but some information recorded could be more detailed. Repeat callers are identified through matching locations and phone numbers and the force has completed a significant amount of work to ensure that the quality of the information in its systems makes this process effective. The force uses assessments of risk to determine the appropriate response for vulnerable victims.

⁵ *National Child Protection Inspections – Cleveland Police*, HMICFRS, 2017. Available at: www.justiceinspectorates.gov.uk/hmicfrs/publications/cleveland-national-child-protection-inspection/

In our 2016 effectiveness inspection⁶, we found that the force needed to improve its categorisation of absent children at the first point of contact with the police. Anyone whose whereabouts cannot be established should be considered as missing until they have been located, and their well-being or otherwise has been confirmed. All reports of missing people sit within a continuum of risk from 'no apparent risk (absent)' through to high-risk cases that require immediate, intensive action. Although this subject is not part of our PEEL effectiveness assessment in 2017, during our inspection we verified that the force had addressed this problem and is now correctly categorising children who are missing but with no apparent risk.

Initial response

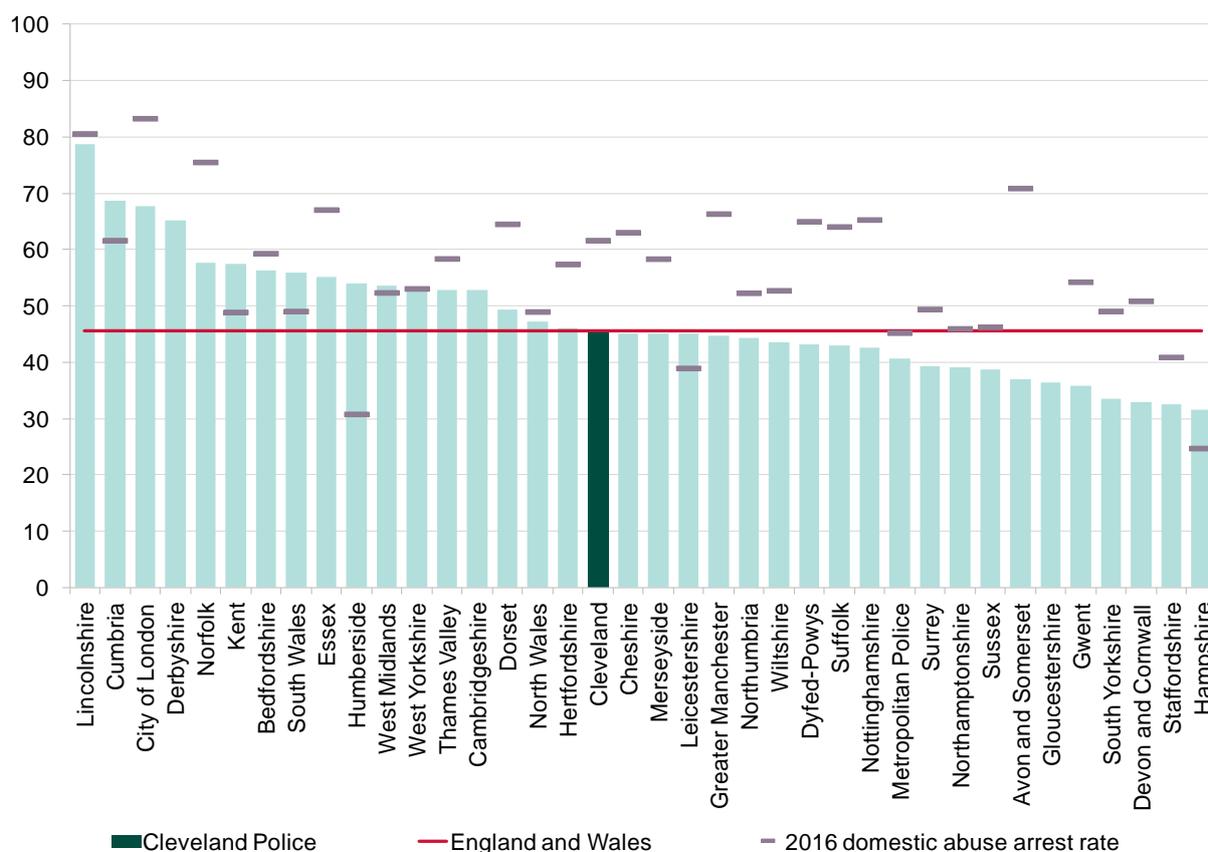
Cleveland Police's initial response to vulnerable people requires improvement, particularly for victims of domestic abuse. Officers provide an immediate response to high-risk victims, and put in place effective immediate safeguarding measures to protect the victim. Although we found that officers complete DASH risk assessment forms for all incidents of domestic abuse, and the force has processes in place to ensure this happens, they do not always complete forms to a satisfactory standard. On too many occasions, officers omit details which would assist with the longer-term safeguarding of victims, and do not include routinely the names of other vulnerable people or children in the household. However, the force's subsequent quality assurance processes ensure these omissions are corrected and that the appropriate information is available to partner organisations. The force recognises that response officers need a better understanding of how this information is used and has begun to address this through specialist vulnerability officers working with specific response teams.

The way in which the force refers victims to other organisations for longer-term safeguarding also requires improvement. We found that the force makes timely referrals for high-risk domestic abuse cases, but longer-term safeguarding is sometimes delayed while the force undertakes a secondary quality-assurance check to ensure that the victim has been assessed correctly. This needs to improve to ensure that vulnerable people are kept safe.

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.

⁶ PEEL: Police effectiveness 2016 – An inspection of Cleveland Police, HMIC, 2017. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-cleveland/

Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017^{7, 8}



Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data⁹

For further information about this data, please see annex A

Cleveland Police’s arrest rate and voluntary attendance rates¹⁰ for domestic abuse have both reduced. In the 12 months to 30 June 2017 the force recorded 3,145 arrests for domestic abuse; this is 45.4 arrests per 100 domestic abuse-related offences, which is in line with the England and Wales rate. This arrest rate has reduced by 26.4 percent compared with the previous year. In the same period, the number of suspects dealt with by means of voluntary attendance reduced slightly.

⁷ 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.

⁸ 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.

⁹ 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.

¹⁰ A voluntary attendance is a police station interview when the 'volunteer' attends to assist the police with an investigation and they are not under arrest. Volunteers have the right to access independent legal advice and are free to leave the police station at any time unless and until they are arrested.

The force could do more to understand the cause of these reductions, and ensure that it is sufficiently proactive in its approach to protecting victims of domestic abuse as part of its initial response. On attending an incident, the force makes good use of body-worn video cameras and has made further investment in additional and better video cameras for its officers to use. This provides evidence-gathering and safeguarding benefits, particularly in domestic abuse incidents.

Mental health

Cleveland Police fully understands its role in supporting vulnerable people with mental health conditions, and the demand that it manages with partner organisations. Mental health practitioners commented on the effective leadership of the chief constable in this area. The force, with partner organisations, provides effective services to victims and offenders who are assessed as having mental health problems. Since 2012, the force has been part of the Cleveland Crisis Care Concordat, with the four local authorities and the NHS, and has an appropriate governance structure in place. The force understands the nature and scale of the demand created by responding to and supporting people with mental health problems. It has analysed its demand, alongside data from its partner organisations, and this has informed the arrangements it has put in place. These arrangements include a mental health co-ordinator, a street triage service¹¹ of four nurses, a mental health nurse working in the custody area, a liaison and diversion team who provide support to those who come into custody, facilities that can be used as places of safety under section 136 of the Mental Health Act 1983¹² and safe places to accommodate people suffering from dementia.

Although Cleveland Police does not have specific guidance in place about identifying mental health concerns in relation to callers, we found that staff in the control room are nonetheless able to identify vulnerable and repeat callers and are good at

¹¹ Street triage is a partnership scheme between police and mental health professionals to provide advice and support for people experiencing mental health crisis. This advice can include an opinion on a person's condition, or appropriate information sharing about a person's health history. The aim is, where possible, to help police officers make appropriate decisions, based on a clear understanding of the background to these situations. This should lead to people receiving appropriate care more quickly, leading to better outcomes and a reduction in the use of section 136. It is not necessarily street-based but can be control room-based or via a help line.

¹² Section 136 of the Mental Health Act 1983 enables a police officer to remove, from a public place, 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.

identifying repeat callers. Following a recent pilot, the force has appointed a control room triage worker to help determine the most appropriate response to deal with a mental health-related incident when the force receives a call. Frontline officers have a good understanding of their responsibilities for identifying and seeking support for people with mental health concerns. Officers spoke positively about dementia training (and the Herbert Protocol)¹³, although they felt that training from a mental health professional would also be beneficial – the force already has plans in place to provide this.

The force works well with partner organisations to prevent harm and improve care for people who are in crisis as a result of their own mental health, and to provide an effective emergency response. This is demonstrated by the reductions in the use of section 136 of the Mental Health Act seen since the street triage scheme was set up in 2012. Force data indicate that the number of people with mental health concerns being detained in custody reduced by 97 percent between 31 March 2012 and 31 March 2017. The figures also indicate a reduction of 57 percent over the same period in the use of section 136 of the Mental Health Act 1983. The force attributes these reductions to the excellent mental health provision available to it, and officers being able to take people to the assessment suite on a voluntary basis rather than using section 136. Officers recognise the good relationship they have with partner organisations and speak positively about the triage service and having access to a mental health nurse for advice.

Officers also have access to two mental health assessment units, one of which has a 24/7 walk-in service. Officers use a variety of specific referral mechanisms for children with mental health concerns, including a young people's assessment facility, Barnardo's, CAMHS (NHS Child and Adolescent Mental Health Services) and a children's hub. This means that there is appropriate support for adults and children with mental health concerns.

Investigating crimes involving vulnerable people

Cleveland Police is generally good at investigating crimes involving vulnerable people. All crimes are allocated to appropriate specialists within the force's protecting vulnerable people (PVP) investigation units. Officers within the domestic abuse and vulnerable adults unit receive appropriate training and all are accredited or working towards accreditation. The force has a three-year rolling programme for training PVP officers and staff, who receive some continuous professional development training from partner organisations. The force considers the well-being of officers and staff working in these units, who undergo psychological screening and have recently received training from the mental health charity MIND to

¹³ The Herbert Protocol is a national scheme that encourages carers to compile useful information which could be used in the event of a vulnerable person going missing.

help them to manage their own mental health. Officers have reasonable workloads, allowing them to conduct high-quality investigations and provide tailored support to victims. Victims are kept informed throughout investigations, and victim contracts are used to determine the frequency of contact that victims want to receive. We found good examples of the force supporting victims with mental health problems throughout the investigation process.

The force makes good use of some legal powers to protect vulnerable victims but should improve its use of domestic violence protection orders (DVPOs)¹⁴. The force's use of DVPOs has more than halved from 69 to 32 when comparing the 12 months to 30 June 2016 with the same period in 2017. Conversely, the force is one of the highest users of the Clare's Law 'Right to Know' and 'Right to Ask' schemes¹⁵. The force believes that this is because it has a dedicated officer in place supporting these schemes. It is now putting a dedicated officer in place to support the use of DVPOs.

The force's investigation outcomes for domestic abuse require improvement. For the 12 months to 30 June 2017, the rate at which Cleveland Police charges domestic abuse offenders with a crime is in line with the England and Wales rate, although the force has seen a slight decrease when compared with its own performance in the previous year. However, a high rate of investigations have been assigned an outcome where the suspect has been identified, but there are evidential difficulties and the victim does not support police action. The force does not seek the views of victims to understand why this is, although it told us that it will now start to seek this feedback to inform its own learning. In response to an HMICFRS recommendation from our 2016 effectiveness report, the force has completed comprehensive analysis of data to understand its high use of this outcome category for domestic abuse crime, and is making progress with its plan for improvement.

¹⁴ Domestic violence protection notices (DVPNs) may be issued by an authorised police officer to prevent a suspected perpetrator from returning to a victim's home and/or contacting the victim. Following the issue of the DVPN, the police must apply to magistrates for a domestic violence protection order (DVPO). The DVPO will be granted for a period of up to 28 days.

¹⁵ Clare's Law, or the domestic violence disclosure scheme, has two functions: the 'right to ask' the police about a partner's previous history of domestic abuse or violent acts; and the 'right to know' – police can proactively disclose information in prescribed circumstances.

Partnership working

The force works well with partner organisations to provide longer-term safeguarding for vulnerable victims, although arrangements are not as effective as they could be. The force and partner organisations have implemented a children's hub in the north of the force area covering Hartlepool and Stockton, which is a good example of how partnership working can provide effective support to vulnerable children. The force's PVP hub works well and helps ensure that appropriate cases are referred to partner organisations, but it lacks the benefits that would come from all partners being co-located and therefore able to discuss and review safeguarding arrangements together. Both the force and the PCC have been actively engaging with partner organisations to address this, but have not yet succeeded in gaining a commitment from partners to form a similar multi-agency safeguarding approach for the south of the force area, or joint provision for vulnerable adults.

Cleveland Police does not refer all high-risk cases of domestic abuse to a multi-agency risk assessment conference (MARAC). A MARAC allows information about the highest-risk domestic abuse cases to be exchanged between the police and other specialists, including those who support victims. High-risk domestic abuse victims are those who are at risk of serious harm, which could be fatal, although the criteria for which cases will be considered differ between county and city areas. While the force has an established MARAC process in place with partner organisations, we found that officers use their professional judgment as part of a triage process to reduce the number of cases to be discussed at conferences, without the involvement of partners.

In our 2016 effectiveness report, we stated that the force should ensure that it manages effectively the risk posed by registered sex offenders. Workloads in the unit were excessive. This year, we found that the situation has not improved. There has been a large increase in the number of registered sex offenders the force has to manage and, although the force has placed additional officers into this area, existing officers have been temporarily redeployed to cover other work. While officers make scheduled visits most of the time, they are unable to carry out all of the checks required. This means that the force still needs to improve the way it protects its communities from the risk posed by registered sex offenders.

Areas for improvement

- The force should improve the quality of information that officers record on the DASH risk assessments at initial response.
- The force should ensure its process to obtain feedback from victims of domestic abuse include those victims who do not support police action.
- The force should review the MARAC referral process and consider the need for greater partner involvement in the decision-making process to ensure high-risk victims of domestic abuse are not being placed at risk as a result.
- The force should take steps to understand the reasons why a high proportion of crimes related to domestic abuse fall into the category 'Evidential difficulties; victim does not support police action', and rectify this to ensure that it is pursuing justice on behalf of victims of domestic abuse.
- The force should ensure that it manages effectively the risks posed by registered sex offenders.
- The force should improve how it works with partner organisations in relation to exchanging information and safeguarding victims by continuing to work to establish a multi-agency safeguarding hub.

Specialist capabilities

Ungraded

National policing responsibilities

*The Strategic Policing Requirement (SPR)*¹⁶ specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime. Cleveland Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities.

In April 2017, an additional assistant chief officer post was established to oversee the force's specialist capabilities and its capacity to respond to the national threats. A structured assessment has led to the identification of gaps in capability and service provision; the force has made funding available to fill these gaps.

The force has established a comprehensive programme to test its response to national threats. This programme is run in conjunction with the Local Resilience Forum, a statutory body that brings together emergency services and other organisations, such as local councils. The force has recently completed training exercises to test evacuation plans at chemical plants, to assess emergency procedures for incidents involving nuclear materials and to examine its capability to respond to firearms attacks.

The force also has a joint operations group with Durham Constabulary. The remit of this group is to identify training needs and develop the skills and experience the forces require to respond effectively to the threats. The group considers the capabilities of the workforce, projected retirements and the best training available to ensure that both forces are well prepared for the future.

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.

¹⁶ 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

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 the Police Use of Firearms and Less Lethal Weapons*¹⁷ makes forces responsible for implementing national 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).

Cleveland Police operates joint arrangements with Durham Constabulary to provide armed policing. The force has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance¹⁸. The APSTRA was published in April 2017 and is subject to regular review. However, the APSTRA could be improved if it included analysis of how quickly armed response vehicles (ARVs) respond to armed incidents. Collecting data on the time taken for ARVs to attend armed incidents is important; it helps a force to know whether it has sufficient armed officers to meet operational demands.

We found that the designated chief officer scrutinises the APSTRA closely and formally approves its content, which includes the levels of armed capability and capacity that the threats require. The decisions and the rationale on which they are based are clearly auditable.

The force has begun a programme to increase the number of ARV officers. HMICFRS found that a clear justification for this decision has been set out in the force APSTRA.

¹⁷ *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

¹⁸ College of Policing authorised professional practice on armed policing available at: 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

Review of crime files

HMICFRS reviewed 2,700¹⁹ 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

¹⁹ 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

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

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

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 Rules²⁰ 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

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.

²⁰ 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

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.