

# PEEL: Police effectiveness 2017

An inspection of Cumbria Constabulary



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## Force in numbers



### Calls for assistance

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

Cumbria Constabulary      England and Wales

**180**

**282**



### Anti-social behaviour

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

Cumbria Constabulary      England and Wales

**25**

**31**

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

Cumbria Constabulary      England and Wales

**-11%**

**-0.05%**



### Crime (excluding fraud)

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

Cumbria Constabulary      England and Wales

**52**

**77**

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

Cumbria Constabulary      England and Wales

**0.4%**

**+14%**



## Crime outcomes\*

Charged/summonsed

Cumbria Constabulary    England and Wales

**14%**

**10%**

Evidential difficulties: suspect identified but victim does not support action

Cumbria Constabulary    England and Wales

**12%**

**13%**

Investigation completed but no suspect identified

Cumbria Constabulary    England and Wales

**34%**

**48%**



## Domestic abuse

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

Cumbria Constabulary    England and Wales

**14**

**15**

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

Cumbria Constabulary    England and Wales

**11%**

**11%**



## Organised crime groups

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

Cumbria Constabulary    England and Wales

**42**

**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. Cumbria Constabulary was assessed against the following areas in 2017:

- Investigating crime and reducing re-offending;
- 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 Cumbria Constabulary can be found on the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-cumbria](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-cumbria)

## 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	2017
Protecting vulnerable people	 Good	2017
Tackling serious and organised crime	 Good	2017
Specialist capabilities	Ungraded	2017

### Summary

Cumbria Constabulary is good at keeping people safe and reducing crime. Since our 2016 effectiveness report, the constabulary has made progress in a number of areas. HMICFRS is pleased to see improvements in how the constabulary protects vulnerable people (those 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 constabulary continues to be effective in its approach to investigating crime and tackling serious and organised crime.

Our 2017 inspection found that the constabulary has effective processes to ensure that crimes are investigated thoroughly by appropriately trained officers and staff. The constabulary makes good use of intelligence and the forensic examination of digital evidence from mobile phones and computers to support investigations, and updates victims regularly as investigations proceed. The supervision of investigations has improved since our inspection last year. The constabulary understands those people and groups who cause the most harm in communities, and has measures in place to reduce re-offending. Although the constabulary has a daily emphasis on arresting the highest risk offenders, it also needs to ensure that lower risk offenders are being managed as effectively.

Cumbria Constabulary has improved its ability to protect vulnerable people since HMICFRS' 2016 effectiveness report. Its use of a standardised risk-assessment process provides a consistent means of identifying vulnerable people when they first contact the police. Robust quality assurance has improved the standard of risk assessments which officers submit about vulnerable people and victims of domestic abuse, but there is room for further improvement.

The constabulary is effective at tackling serious and organised crime. It has a good understanding of both local and national threats from organised crime, including newer threats such as modern slavery and cyber-crime. The constabulary has made progress in the way it manages organised crime groups, but it needs to do more to prevent serious and organised crime, and to deter people who are at risk of being drawn into organised criminal activity.

Cumbria Constabulary has the necessary arrangements in place to fulfil its national responsibilities, and to respond in the first instance to an attack requiring an armed response. It has plans in place to test the effectiveness of this capability regularly.

# Investigating crime and reducing re-offending



**Good**

## Initial investigation

Cumbria Constabulary is good at initial investigation. Staff within the control room risk assess each call for service using the THRIVE model<sup>3</sup> to determine the most appropriate response. Our review of 60 crime files from the point of initial contact to the conclusion of the investigation found that in the majority of cases the police response was timely. We also found, in both the file review and from conversations with officers during our inspection, that initial attending officers had a good understanding of the steps they must take to identify and secure evidence as part of the ‘golden hour’ immediately after an incident<sup>4</sup>.

The force’s figures show that in the 12 months to 30 June 2017 the National Fraud Intelligence Bureau (NFIB)<sup>5</sup> referred just 75 cases to the constabulary for further investigation. The force crime registrar’s team carries out an initial assessment of all referrals. This is to ensure that there are lines of enquiry in Cumbria before they are passed to the contact management and resolution (CMR) team. The CMR team will make a full assessment of the victim’s vulnerability, and allocate the case for investigation to either CID or uniformed officers, depending on the complexity of the allegations.

Some crimes are investigated over the telephone. This is wholly appropriate and is an efficient way of resolving crimes where it is immediately apparent that there are no viable lines of enquiry. The constabulary deals with 21 percent of incidents either by telephone or as a result of members of the public attending a police station. This is lower than the England and Wales rate of 30 percent. To ensure that officers make effective decisions about whether or not a crime is suitable for investigation over the telephone, trained police officers in the control room make an initial assessment and then conduct the relevant enquiries at the first point of contact. As part of our

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<sup>3</sup> The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

<sup>4</sup> Golden hour refers to the time after a crime has been committed during which there is maximum potential for recovery of forensic evidence.

<sup>5</sup> The National Fraud Intelligence Bureau is a police unit based at City of London Police responsible for gathering and analysing intelligence relating to fraud and financially-motivated cyber-crime.



inspection, we reviewed a small number of telephone investigations. We found that in all cases investigation over the telephone was the most appropriate means of investigation and that there was good victim care.

In general, crimes are allocated to appropriately skilled officers and staff for investigation, based on an assessment of threat, harm and risk, supported by compliance with the constabulary's crime allocation policy. However, during our inspection we conducted a small review of response officers' workloads. We found that relatively inexperienced officers are investigating some relatively complex offences, such as fraud and online grooming. To provide a good service to victims, these investigations should be allocated properly, and supervisors need to be aware of these investigations and be able to provide support to officers.

## **Investigation quality**

Investigations conducted by Cumbria Constabulary are generally of a high quality. Our review of a sample of 60 files found that in the majority of cases, the constabulary had taken all investigative opportunities. However, in some lower level offences, the constabulary could improve crime prevention advice and opportunities to identify stolen property. For example, investigations into theft of mobile telephones lacked evidence of details being recorded on the National Mobile Phone Register (NMPR)<sup>6</sup>. The constabulary has already acted on this to ensure that more appropriate advice and action takes place.

During our inspection, we also assessed whether there was sufficient investigative capacity to investigate crime effectively. We found that the workloads of officers and staff investigating crime throughout the county are manageable and at a level, in terms of volume and complexity, which matches their knowledge, training and experience. Recently, the constabulary's detective capacity has been stretched. This is partly a result of the national increase in reporting of historic abuse. To ensure that there is sufficient capacity to meet the daily demand for investigators, the PCC has provided money to recruit 16 police staff investigators on a short-term basis to deal with historic abuse allegations.

Investigators generally receive good supervision to ensure that investigations, especially those which are more complex and higher risk, proceed in a timely manner. In our 2015 and 2016 effectiveness reports, we noted that in less complex investigations the supervision was not as good. Although we found that the constabulary has made improvements year-on-year since 2015, it can still do more to improve the quality of supervision of investigations of less complex crime. Several crime investigations that we reviewed lacked direction from supervisors in their review updates. A small proportion of crime investigations are concluded with 'no

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<sup>6</sup> The NMPR is a service used by police and law enforcement agencies to identify personal property for the purpose of crime investigation and property repatriation.

further action', but appropriate steps are taken to ensure that such crimes have been thoroughly investigated, even when the victim has withdrawn his or her support for police action.

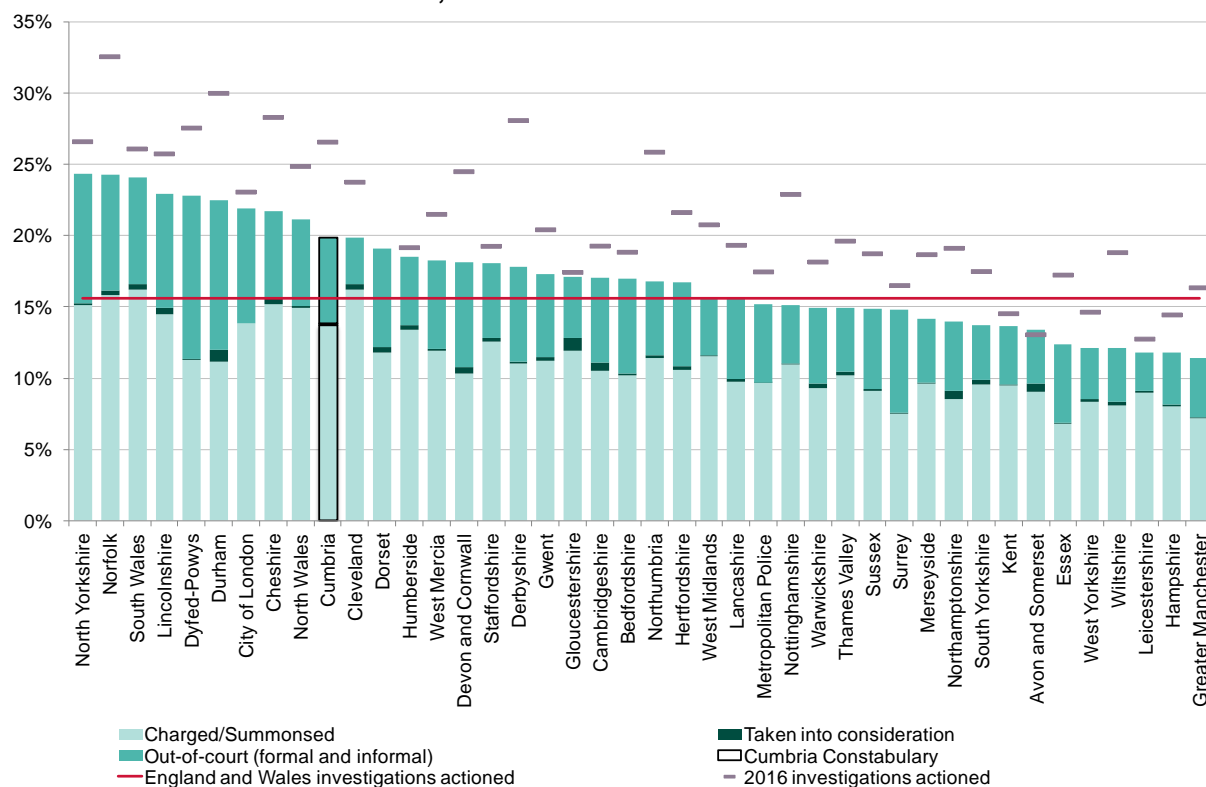
We found that in the majority of instances the constabulary provides a good service to victims of crime and regularly updates them throughout the investigation in accordance with the Code of Practice for Victims of Crime<sup>7</sup>. A quality assessment framework has been set up as part of the Safer Cumbria partnership, which includes Victim Support, Cumbria County Council and other criminal justice agencies, to monitor compliance with the Code and the quality of service given to all crime victims. The constabulary is using information from this monitoring to improve the quality of the information that it gives to victims.

The constabulary has a digital media investigations unit, which is able to examine digital devices such as mobile phones and computers in support of investigations. The unit has enough staff to keep any backlog to a minimum. The constabulary has a process in place to prioritise examinations in urgent or high-risk cases and examinations are being turned round within 24 hours if this is necessary.

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<sup>7</sup> All police forces have a statutory duty to comply with the Code of Practice for Victims of Crime, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case.

**Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017<sup>8, 9</sup>**



Source: 2016 and 2017 Home Office Outcomes Data

For further information about this data, please see annex A

## Reducing re-offending

Cumbria Constabulary has a good emphasis on arresting suspects, although it needs to improve the suspect management process to ensure that it is proactive in finding suspects in all areas of crime. Those offenders who present the highest risk are discussed at the daily management meeting and are allocated for enquiries to find and arrest them as a priority.

The constabulary has a process and guidance for officers to inform them how extensively enquiries should be made locally before a suspect's details are circulated on the police national computer (PNC). Our inspection found that there was a general lack of awareness of this guidance, and in a small sample of investigations we found some instances where there had been delays in making enquiries to find a suspect. In addition, our file review found that the process for continued investigation once a suspect's details had been circulated on the PNC was not ideal.

<sup>8</sup> Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

<sup>9</sup> Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore figures for England and Wales will differ from those published by the Home Office. For further information about this data, please see annex A.

The constabulary has responded to this and has introduced a revised process, which should ensure that there is more proactive investigation in order to arrest suspects more rapidly. However, the constabulary could do more to ensure that all officers and staff know what they must do to make progress in investigating crimes when the suspects have been identified.

We noted in our 2016 effectiveness report that limitations with the constabulary's intelligence and crime management systems meant that it was unable to determine the number of outstanding suspects who are wanted for questioning but whose details have not been circulated on the PNC. This means that the constabulary is unable to manage all of its outstanding crime suspects effectively and to correctly assess the risk that they present. The introduction of a new intelligence system, Red Sigma, and the planned next phase of the system, which will include a crime management system, should help the constabulary to solve this problem. In the interim, it should ensure that there is regular and effective supervision of officer workloads so that team leaders are fully aware of the level of risk and can take the necessary action.

The constabulary has made significant efforts to improve its ability to identify and manage offenders who are foreign nationals since our 2016 effectiveness report. The constabulary now consistently checks all arrested foreign nationals with ACRO<sup>10</sup> for overseas convictions while they are detained in police custody. It has also improved partnership working with Immigration Enforcement<sup>11</sup> to check identity and nationality, and to explore options to deport people who pose a threat to communities or who have committed serious offences. The referral rate from the constabulary to Immigration Enforcement in the 12 months to 30 June 2017 was 23 percent compared to the England and Wales rate of 57 percent. The constabulary told us that although this had improved since June 2017, it recognised that it could do more to develop this partnership, and it now has an immigration enforcement officer in place who can access all relevant intelligence systems. Through the integrated offender management model (IOM)<sup>12</sup>, good partnership arrangements and an effective governance framework are in place to reduce re-offending. The constabulary has developed the IOM programme since our 2016 effectiveness report and it now includes offenders who steal, rob and burgle, and also those offenders who pose the greatest threat of domestic abuse.

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<sup>10</sup> ACRO Criminal Records Office manages criminal record information and improves the exchange of criminal records and biometric information.

<sup>11</sup> Part of the Home Office, Immigration Enforcement is responsible for preventing abuse, tracking immigration offenders and increasing compliance with immigration law. It works with partners such as the police to regulate migration in line with government policy, while supporting economic growth.

<sup>12</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.

Inclusion of an offender in the IOM programme is based on an offender's willingness to co-operate, any previous history of co-operation, an assessment of any increase in offending and a professional assessment. The IOM response within Cumbria includes the police, the community rehabilitation company (CRC)<sup>13</sup>, housing and the local authority. All these organisations have access to a database which allows agencies to exchange information. The joint agency group meets every month. All IOM cases are discussed and a support plan is agreed based on a range of factors, such as re-offending, housing status, financial position and relationship problems.

The constabulary has several projects which aim to reduce re-offending. The Step Up programme works with offenders and young offenders in an effort to keep them within the family unit and also to give them appropriate support when they are released from prison. The Turning the Spotlight programme looks at all the factors in the case when it deals with domestic incidents, and gives families an opportunity to come together and discuss how the crime has affected them. The community resolution programme<sup>14</sup> is available as an out-of-court solution for certain crime types to offenders who admit that they have committed a crime. Its purpose is to intervene and to change the pattern of offending behaviour. The offender must co-operate. If offenders do not co-operate, they can go back into the criminal justice system.

Through this enhanced partnership approach, the constabulary is starting to see sustained reductions in the levels of re-offending. The constabulary maintains performance data to measure the success of IOM, using the re-offending rate following an offender's removal from the scheme. The constabulary told us that only six of the 35 offenders who had completed the IOM programme in the last 12 months had gone on to re-offend.

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<sup>13</sup> A community rehabilitation company (CRC) is a private-sector supplier of probation and prison-based rehabilitative services for offenders in England and Wales.

<sup>14</sup> A community resolution is an alternative to formal criminal prosecution. It is a way of dealing with less serious crimes, allowing officers to use their professional judgment when dealing with offenders. It can be used for offences such as low-level public order, criminal damage, theft, and minor assaults. Community resolution will enable victims to have quick resolutions and closure to their crime, and offenders will receive speedy justice.

### **Areas for improvement**

- The constabulary should ensure that investigations of relatively complex offences are being allocated properly, and that supervisors are aware of these investigations and can also support officers in order to provide a good service to victims.
- The constabulary should ensure that offenders who are circulated as wanted on the police national computer, offenders who fail to appear on police bail, named and outstanding suspects, and suspects identified through forensic evidence are swiftly found and arrested.
- The constabulary should ensure that there is regular and active supervision of investigations to improve the quality and progress of investigations.

# Protecting vulnerable people and supporting victims



Good

## Identifying vulnerability

One of Cumbria Constabulary's priorities is the protection of vulnerable people (those 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) and communities. During the last 12 months the constabulary has maintained a significant focus on communicating to its workforce the importance of recognising vulnerability. It has done this through chief officer road shows and video briefings, supervisor '7-minute briefings' to teams, training days, online training and an internal marketing and awareness campaign. All these have concentrated on different strands of vulnerability rather than on an overall definition. We found that all the officers and staff we spoke to had a good understanding of the different strands of vulnerability, such as mental health, vulnerable children and adults, domestic abuse and modern slavery.

The constabulary has a good understanding of the nature and scale of vulnerability throughout the county. It improves its understanding by finding out where there are gaps in intelligence and then asking frontline officers and staff to gather information about specific areas of interest, such as child sexual exploitation.

It works with partner organisations such as the local authority, the probation service, and fire and ambulance services to analyse data and identify trends and patterns. Analytical work conducted within the constabulary's intelligence unit is also disseminated to partner organisations where vulnerability has been identified. For example, recent analysis of calls to the police about anti-social behaviour revealed that a high proportion related to mental health. This information was provided to relevant partner agencies in order to develop a joint action plan. Work is also under way to develop problem profiles<sup>15</sup> for each strand of vulnerability, which will further enhance the constabulary's understanding.

The constabulary makes good use of THRIVE to identify vulnerable people when they first contact the police. During our inspection, we found that this was done in all of the cases that we examined. However, although call takers are using the THRIVE model, the assessment is not always clearly and consistently recorded on the

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<sup>15</sup> A problem profile is intended to provide the force with greater understanding of established and emerging crime or incident series, priority locations or other identified high-risk issues. It should be based on the research and analysis of a wide range of information sources, including information from partner organisations. It should contain recommendations for making decisions and options for action.

call log. The constabulary command and control system contains a system of drop-down menus relating to specific vulnerabilities, which gives call takers additional information and question sets to get as much information as possible from the caller and make an appropriate response. Systems are in place which enable call takers to identify repeat victims.

## **Initial response**

Cumbria Constabulary responds well to incidents involving vulnerable people, particularly those who have mental health conditions and victims of domestic abuse. The constabulary has informed its workforce about 'Keep me Safe', a recent project. Officers and staff have received a detailed aide-memoire which gives advice and guidance on the expected standards of safeguarding, investigating and the methods of recording decisions. This is also available on the handheld digital devices which are issued to officers and staff. Members of the workforce we spoke with during our inspection praised the guidance in helping them in their initial response to vulnerability.

In our 2016 effectiveness report, we noted that officers were not consistently completing risk-assessment forms to a satisfactory standard. If the forms are filled in correctly, this allows those working in the multi-agency safeguarding hub (MASH)<sup>16</sup> to validate the risk and exchange information with other organisations effectively. We are pleased to see that the quality of submissions has improved and that the constabulary has a referrals unit in place to quality-assure risk assessments. There is still room to improve the level of detail contained within the assessments, but overall we found that the process was sufficiently robust to ensure that victims received the level of support they needed.

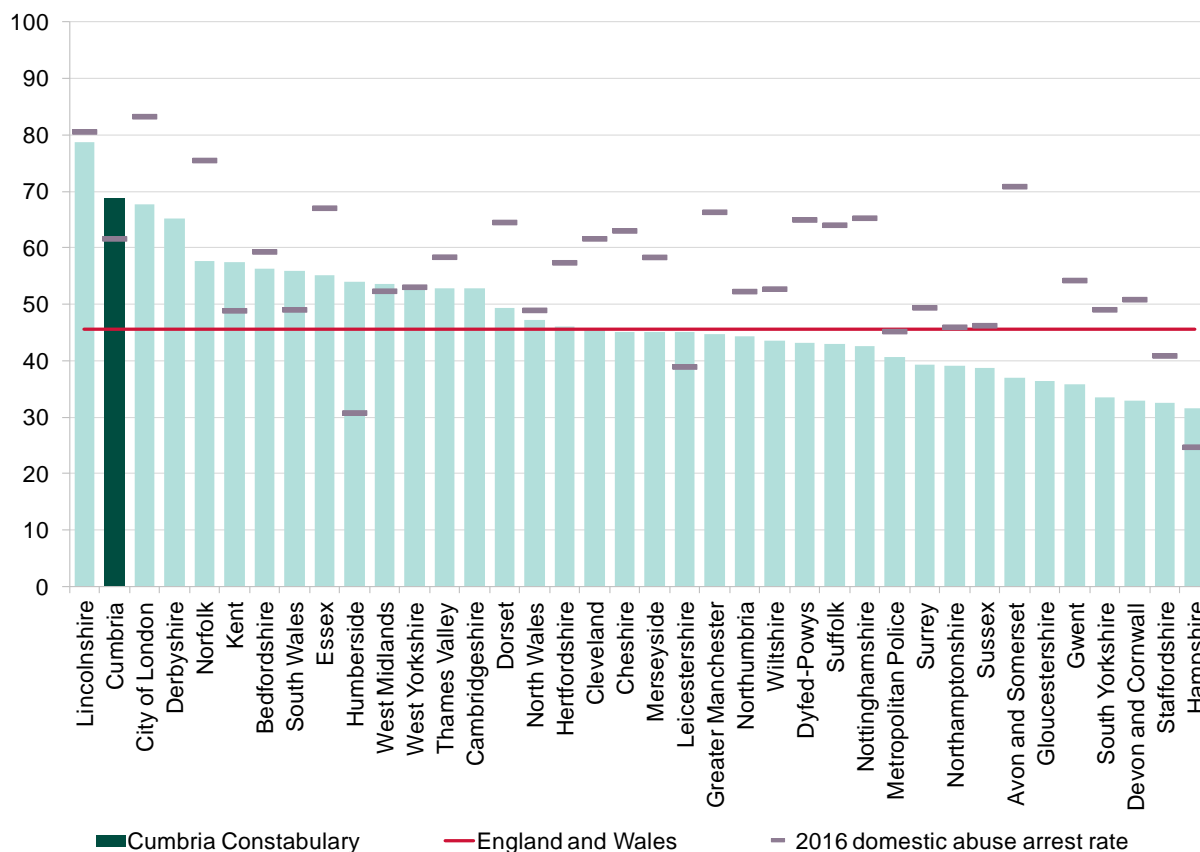
The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not linked directly to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse 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.

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<sup>16</sup> A multi-agency safeguarding hub (MASH) is a location in which staff from the police, local authority and other safeguarding agencies share data, research and decision making about local children and adults who are vulnerable; the purpose is to ensure a timely and joined-up response for children and vulnerable adults who require protection.



**Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017<sup>17, 18</sup>**



**Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data<sup>19</sup>**

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

The constabulary has a relatively high arrest rate for domestic abuse suspects. For every 100 domestic abuse-related offences recorded by Cumbria Constabulary in the 12 months to 30 June 2017, there were 69 arrests made (compared to the England and Wales rate of 46 arrests per 100 domestic abuse-related offences).

<sup>17</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>18</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>19</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.

Positive action at domestic abuse incidents<sup>20</sup> has been a main theme of the 'Keep me Safe' project, and this has resulted in a significant increase in the use of body-worn video cameras at incidents. Body-worn video cameras are not issued to every officer. Each district has an allocated number of cameras. The constabulary's limited number of cameras means that officers are not able to use cameras at all incidents, but the constabulary intends to buy a new body-worn video camera system in the near future.

## **Mental health**

Cumbria Constabulary recognises that the role of the police in supporting people with mental health conditions is increasing. It has developed good working arrangements with partner organisations, such as the local authority, the NHS and the ambulance service, in order to provide a more effective service. Officers and staff in the control room have been trained to recognise and protect people with mental health conditions, and the people we spoke to during our inspection displayed a good level of knowledge. The THRIVE process helps officers and staff to make effective decisions. Although frontline officers and staff have not yet been trained about mental health, we found that the constabulary's efforts to increase awareness and the issuing of the 'Keep me Safe' aide-memoire have helped them to understand their responsibilities. The constabulary plans to train all frontline officers and staff in mental health awareness in early 2018. It is using its partnership arrangements effectively. Student police officers have a one-week attachment to the social services crisis teams and hospitals, so that they get a practical understanding of mental health and problem solving in this area of vulnerability.

At a county-wide level, the Criminal Justice and Mental Health Group is led by the NHS Clinical Commissioning Group<sup>21</sup>. This brings together health services and criminal justice agencies to improve the support provided where a person's mental health is a factor in the person being either a suspect or a victim of crime. To support frontline officers and staff, a mental health app is available on their handheld devices, which enables them to find information about how to deal with incidents and how to contact partnership services.

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<sup>20</sup> The first priority of the police is to make people safe. At domestic abuse incidents it is particularly important that officers take positive action to make the victim and any children safe. This may mean arresting a person suspected of an offence, where the power to arrest exists, or taking other positive steps to ensure safety, such as organising refuge accommodation or organising the fitting of a panic alarm.

<sup>21</sup> Clinical Commissioning Groups were created following the Health and Social Care Act in 2012, and replaced Primary Care Trusts on 1 April 2013. They are clinically-led statutory NHS bodies responsible for planning and commissioning health care services for their local area.

The constabulary has a mental health street triage scheme<sup>22</sup> in place in conjunction with the local authority. This provides a 24/7 information and advice telephone service to officers on patrol to help them to identify people with mental health conditions, and to give appropriate support. In addition, the constabulary has recently secured £1.4m from the Home Office Police Innovation Fund to support a multi-agency crisis assessment service, which provides facilities to ensure that people who have severe mental health conditions are not taken into police custody. The constabulary also has good arrangements in place to refer those people who do not need medical intervention, but who do need additional support, to schemes such as the Lighthouse project, which is a seven-day evening drop-in centre. The constabulary has asked the University of Central Lancashire to evaluate its partnership arrangements and the initial findings are expected to be available around April 2018.

## **Investigating crimes involving vulnerable people**

Cumbria Constabulary investigates crimes involving vulnerable victims to a good standard. Crimes are generally allocated to suitably skilled officers and staff within the constabulary's public protection units who are trained to deal with vulnerable victims. Our analysis of a random sample of investigations found that there was effective supervision and review. Although there are opportunities for continuing personal development, some officers and staff we spoke to during our inspection felt that there was an inconsistent approach to developing skills, and the constabulary should review the way in which it develops officers and staff within specialist units. We found that the majority of investigators throughout the three district units had a manageable workload, and there was adequate provision to manage their well-being through a weekly meeting with line managers, annual performance and development reviews, and for those working in the public protection unit, an annual appointment with the occupational health unit.

The constabulary uses legal powers well to protect victims of domestic abuse. In the 12 months to 30 June 2017, Cumbria recorded 1,003 charged/summonsed outcomes for domestic abuse offences. This represents a charged/summonsed rate of 35.4 (the England and Wales rate is 18.6) per 100 domestic abuse-related

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<sup>22</sup> 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.

offences. This is one of the highest rates in England and Wales. The constabulary also makes good use of measures such as the domestic violence disclosure scheme<sup>23</sup> and domestic violence protection orders<sup>24</sup> to enhance its ability to protect victims.

## Partnership working

Cumbria Constabulary has well-developed relationships with partner organisations, which help it to support vulnerable people and address the needs of victims. Several partner agencies work in the same buildings as the constabulary in a multi-agency safeguarding hub (MASH). This increases the opportunities for exchanging information. The main focus of the MASH is on safeguarding children, so there is currently limited collaboration in the partnership from adult social care and adult mental health services. Improving collaboration with these services presents an opportunity to enhance the development of effective safety plans for children, adults, victims and offenders who need support.

The constabulary has made good progress with its plan to improve the way it deals with domestic abuse. During our inspection, we examined the plan and found just three outstanding actions, mainly relating to continuous awareness and monitoring processes. Effective monitoring arrangements are in place through the constabulary's business improvement unit, which holds the manager of the plan to account for completing the outstanding actions. The constabulary currently gathers feedback from a small number of victims of domestic abuse through the independent domestic violence advisers (IDVAs)<sup>25</sup>, but plans are in place to use the Safer Cumbria quality assurance partnership framework to collate this information, and to continue to improve the services which are provided for victims.

Efforts are being made to broaden the partnership arrangements. The constabulary has recently started a pilot of Operation Encompass with some local schools. Encompass aims to safeguard and support children and young people who have been involved in, or affected by, incidents which involve domestic abuse. If a child

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<sup>23</sup> The domestic violence disclosure scheme, or Clare's Law, 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.

<sup>24</sup> 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.

<sup>25</sup> Independent domestic violence advisers (IDVAs) are trained specialists who provide a service to victims, who are at high risk of harm from intimate partners, ex-partners or family members, with the aim of securing their safety and the safety of their children; they are also known as independent domestic violence advocates.

has been affected by an incident like this, a school's 'key adult' is contacted by 9am the next day and is told about the incident. Arrangements are then put in place to support the child during the school day.

An established multi-agency risk assessment conference (MARAC) process is in place<sup>26</sup>. The constabulary refers all high-risk cases to the MARAC and occasionally refers medium-risk cases, following an assessment.

Established multi-agency public protection arrangements (MAPPA) are in place to develop plans to manage the offenders who pose the greatest risk to communities. The MAPPA meetings include dedicated mental health practitioners to make sure that if mental health is a concern offenders have access to treatment. Offenders who are subject to MAPPA plans are closely managed and monitored by specially trained MOSOVO<sup>27</sup> officers and staff. The constabulary uses workforce briefings to ensure that frontline officers and staff are aware of the high-risk offenders who are present in the areas they patrol. In addition, the constabulary makes use of ancillary orders (known informally as additional orders) such as serious harm prevention orders to try to mitigate the risk of further offending. It is proactive in its approach to identifying those who view and/or exchange indecent images of children online.

#### **Areas for improvement**

- The constabulary should ensure that risk assessments are completed to a standard that allows those working in the multi-agency safeguarding hub to validate the risk and exchange information with partners effectively.
- The constabulary should implement a process to obtain feedback from the victims of domestic abuse.

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<sup>26</sup> A multi-agency risk assessment conference (MARAC) is a meeting where information is shared on the highest risk domestic abuse cases between representatives of local police, health, child protection, housing practitioners, independent domestic violence advisers, probation and other specialists from the statutory and voluntary sectors.

<sup>27</sup> MOSOVO – Management of sexual offenders and violent offenders.

# Tackling serious and organised crime



Good

## Understanding threats

Cumbria Constabulary has a good understanding of the threat posed by serious and organised crime<sup>28</sup>. It conducts a strategic threat assessment and uses structured methods to assess a range of threats, including modern slavery, child sexual exploitation, drug trafficking, cyber-crime and 'county lines'<sup>29</sup>. The constabulary makes use of a broad range of intelligence sources and data, including data from partners such as fire and rescue, housing and trading standards, to produce a detailed local profile of serious and organised crime throughout the areas of the three district basic command units. When the constabulary identifies gaps in intelligence, it acts appropriately in order to fill them. The constabulary has recently updated the profile, which is awaiting approval by a group of senior leaders, chaired by the assistant chief constable, before it is disseminated to other organisations. The constabulary is part of a collaboration between north-west forces to support the regional organised crime unit (ROCU). The constabulary, the ROCU and the National Crime Agency exchange information regularly to ensure that the regional and national threats are reflected in Cumbria Constabulary's assessments.

The constabulary is good at identifying organised crime groups. Officers and staff we spoke to during our inspection have a good knowledge of how to spot the signs of organised crime, especially the more recent threats such as modern slavery. This is as a result of internal awareness projects and by asking frontline officers to identify organised crime groups and to submit intelligence about them. The constabulary has the right processes in place to ensure that new organised crime groups are properly assessed once they have been identified. Officers and staff use an approved 'mapping' tool, which assists in assessing the risk and the required response. As of 1 July 2017, the constabulary had mapped 42 organised crime groups per 1 million residents in Cumbria, which is in line with the rate in England and Wales. A regular monthly organised crime group management meeting, chaired by the director of

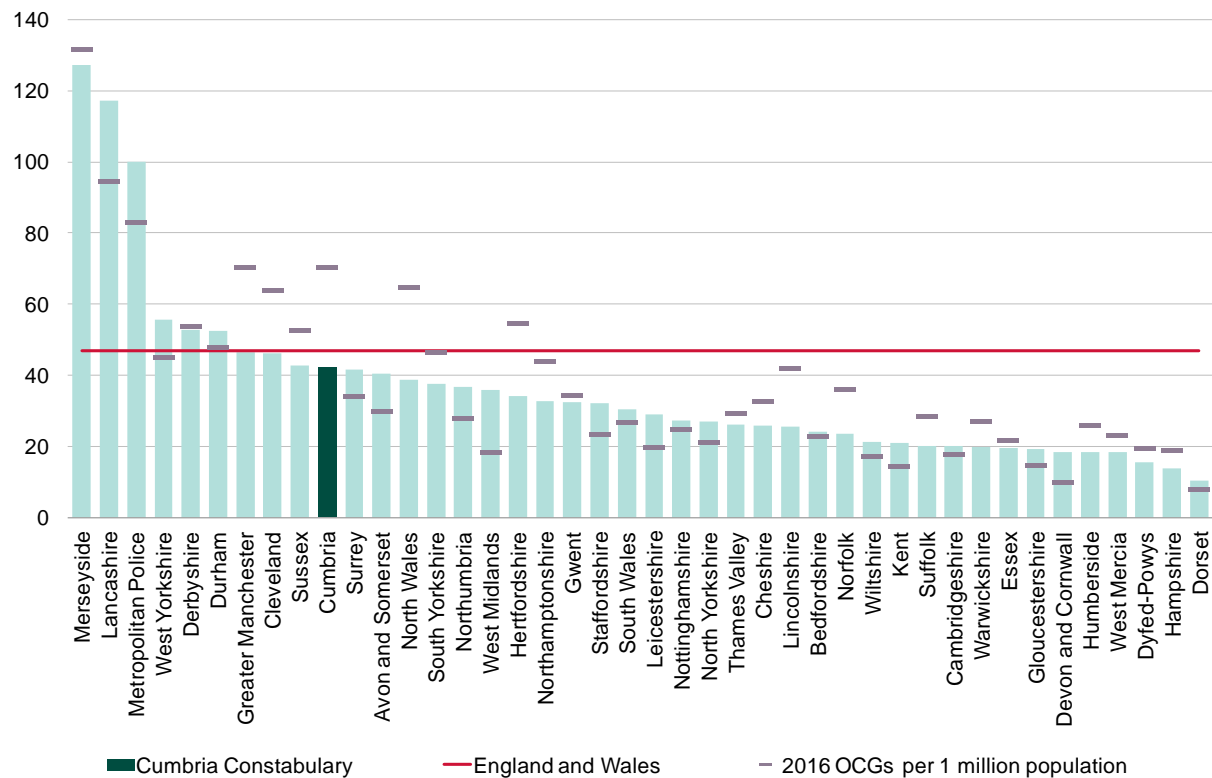
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<sup>28</sup> Serious and organised crime is when serious crime is planned, co-ordinated and conducted by people working together on a continuing basis. Their motivation is often, but not always, financial gain.

<sup>29</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.

intelligence, considers threats from organised crime groups. The constabulary regularly reassesses organised crime groups to ensure that resources are being correctly applied in order to manage the risk.

**Figure 3: Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017<sup>30</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

Cumbria Constabulary is good at disrupting and investigating serious and organised crime. It uses a clear method for prioritising organised crime groups for intervention. As part of the mapping process, crime groups are scored according to the level of threat, risk and harm that they pose to communities. This is used to determine which ones should be prioritised for intervention. The monthly organised crime group management meeting allocates resources to tackle organised crime groups identified for disruption. There is flexibility within the process to allow for professional judgment. For example, if vulnerability or violence is such a concern that organised crime groups present an immediate threat to communities, an emerging organised crime group may be discussed at the meeting and resources

<sup>30</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.

allocated to deal with that risk. Although there is some good co-operation between partner organisations on serious and organised crime at a local level, there is no constabulary-level partnership structure in place to provide direction and oversight of the joint response to work which tackles serious and organised crime. The constabulary is aware of this and is taking steps to introduce this type of structure.

Our 2016 effectiveness report noted that the constabulary's arrangements for area inspectors to take responsibility as 'lead responsible officers' (LROs) for disrupting and dismantling organised crime groups were ineffective. We are pleased to see that the constabulary has revised its approach to LROs and responsibility is now at chief inspector level for the majority of organised crime groups. We spoke to several LROs during our inspection who displayed a good understanding of the threat posed by organised crime groups and also the range of tactics that are available, both proactive and reactive, to disrupt their activities. There are plans in place for each organised crime group based on the '4P' model – prepare, prevent, protect and pursue<sup>31</sup>. The constabulary is making better use of partnership intelligence opportunities such as the Government Agency Intelligence Network (GAIN)<sup>32</sup>, but there is room for further improvement. Local neighbourhood officers and staff are aware of the organised crime groups in their areas and are involved in disruption work. For example, one neighbourhood team in the south of the county had worked successfully with the Environmental Health Agency to disrupt an ice cream parlour that was suspected of being involved in child sexual exploitation.

The constabulary works in partnership with other law enforcement agencies and police forces to tackle county lines. This is a significant part of the threat from serious and organised crime in Cumbria. The constabulary has undertaken various successful operations, which have resulted in victims being safeguarded and lengthy custodial sentences being given to organised crime group members.

Although the constabulary has some understanding of its effect on serious and organised crime, it needs to improve this. In the 12 months to 30 June 2017 the constabulary provided data which showed a level of disruptions against organised crime groups which was higher than the England and Wales rate of disruptions per 100 mapped organised crime groups. Disruptions are considered at the monthly organised crime group mapping meeting to ensure that they are recorded

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<sup>31</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>32</sup> The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which exchanges information about organised criminals.



consistently in accordance with national guidelines. The constabulary has a limited understanding of the longer-term effect of its response to serious and organised crime, but it has done some work to assess the effect of specific operations on the level of threat posed by organised crime groups operating across county lines.

## **Preventing serious and organised crime**

Cumbria Constabulary has improved its ability to prevent serious and organised crime, but it could do more to ensure that it identifies all those who are at risk of being drawn into serious and organised crime by using a more cohesive prevention strategy. Some good local projects are in place aimed at identifying and supporting those people who are at risk of being drawn into serious and organised crime. For example, in the south of the county the constabulary is working in partnership with health and welfare officers to reduce the risk of drug users becoming victims of 'cuckooing'<sup>33</sup>. Health and welfare officers are now visiting drug users and leaving a laminated letter at the address stating that, as part of the support programme, police officers will be calling at the address. The purpose of the letter is to deter organised crime group members who might visit the potential victim with the intention of involving the victim in the supply of drugs. In addition, the police and crime commissioner has allocated money to support youth engagement events which are aimed at preventing and deterring people who are at risk of being drawn into organised crime. In the west of the county, the Copeland local partnership hub has successfully secured £1m of government money, which is being used specifically to prevent the children of organised crime group members from being drawn into organised crime when one of their parents is in prison.

The constabulary has also improved its approach to preventing further offending by established organised criminals, but it recognises that this is an area where it needs to do more. It makes effective use of the regional prison intelligence unit within the ROCU. All organised crime group members who are in prison are flagged to help the constabulary to track their location, release date and proposed area of residence on release, although more could be done to ensure that there is adequate monitoring to prevent them from continuing to commit organised crime while they are in prison. The constabulary has arrangements in place with the National Probation Service to assist in the management of organised crime group members once they have been released from prison. The details of all organised crime group prisoner releases are raised at the monthly OCG meeting, which is also attended by MOSOVO trained officers.

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<sup>33</sup> Cuckooing is a term used to describe the situation when a drug dealer moves into a drug user's home and starts to deal from that location. This increases the risk to the drug user and places that person at greater risk of exploitation by the drug dealers or organised crime group.

In the 12 months to 30 June 2017, two serious crime prevention orders (SCPOs) were granted. This represents a rate of 3.6 SCPOs per OCG (active and archived), which is slightly below the England and Wales rate. The LROs we spoke to during our inspection had a good understanding of additional orders (known formally as ancillary orders) and management of SCPOs. In addition to these orders, the constabulary uses other ancillary orders to deter organised criminals from further criminal activity. These include harassment orders and criminal behaviour orders, which also are seen to be effective in safeguarding vulnerable victims.

The constabulary communicates well with the public to stop people from becoming victims of serious and organised crime. It has organised a series of projects, using social media and leaflets, to raise awareness of threats such as child sexual exploitation, modern slavery and criminals who operate across county borders. Cumbria University is working with the constabulary to establish the levels of awareness in local communities, in order to help the constabulary to develop further campaigns to increase the public's knowledge.

To increase communication between the constabulary and young people, the constabulary arranged for Cumbria University to manage its Snapchat account, to ensure that the constabulary talks to young people in a style they can relate to and understand. The Snapchat app, an image messaging and multimedia mobile application, has been used to develop a child sexual exploitation story. The use of the Snapchat account in this way has resulted in a national award.

By working in partnership with the local authority education department, the constabulary has been able to use the schools' portals, which are the access points to the internet for Cumbria schools. Through this, the constabulary has sent letters to every parent in Cumbria telling them about the risks from serious and organised crime. This has incorporated a variety of messages to raise awareness with both children and their parents.

#### **Area for improvement**

- The constabulary should enhance its approach to the lifetime management of organised criminals to minimise the risk they pose to local communities. This approach should include routine consideration of ancillary orders, partner agency powers and other tools to deter organised criminals from continuing to offend.

## Specialist capabilities

### Ungraded

### National policing responsibilities

*The Strategic Policing Requirement (SPR)*<sup>34</sup> specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Cumbria Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities; these arrangements are dependent on using its own assets and sharing resources with other forces in the region. The constabulary has assessed its capability to respond to the six national threats included in the SPR. An assistant chief constable takes responsibility for this assessment; this ensures that operational plans and the constabulary's training programme are aligned to the national threats.

The constabulary 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 constabulary has recently completed an exercise with external organisations to assess its response to a chemical, biological and nuclear attack. It also frequently tests contingency plans to provide humanitarian aid to flood victims.

### 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 the Police Use of Firearms and Less Lethal Weapons*<sup>35</sup> makes forces responsible for implementing national

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<sup>34</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>35</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).

Some forces in England and Wales operate joint arrangements with other forces to provide armed policing. Cumbria Constabulary provides its own armed capabilities; however, it has joint training facilities with other forces in the north west of England. The constabulary has an adequate understanding of the potential harm facing the public. It has a joint APSTRA with other forces in the region to determine the forces' training needs. This APSTRA conforms to the requirements of the code and the College of Policing guidance;<sup>36</sup> it was published in April 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 Cumbria Constabulary to develop an APSTRA that is bespoke to the Cumbria area; this would give greater assurance that the deployment of armed officers meets local requirements. A chief officer represents all forces in the region in scrutinising the required levels of armed capability and capacity. We were encouraged to see that he has extended his responsibilities to develop APSTRAs for each of the forces in the region. We will monitor these developments in future inspection activity in the region.

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<sup>36</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>37</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>37</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>38</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>38</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.