

PEEL: Police effectiveness 2017

An inspection of Dorset Police



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Force in numbers



Calls for assistance

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

Dorset Police

223

England and Wales

282



Anti-social behaviour

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

Dorset Police

33

England and Wales

31

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

Dorset Police

+14%

England and Wales

-0.05%



Crime (excluding fraud)

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

Dorset Police

60

England and Wales

77

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

Dorset Police

+9%

England and Wales

+14%



Crime outcomes*

Charged/summonsed

Dorset Police

12%

England and Wales

10%

Evidential difficulties: suspect identified but victim does not support action

Dorset Police

10%

England and Wales

13%

Investigation completed but no suspect identified

Dorset Police

42%

England and Wales

48%



Domestic abuse

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

Dorset Police

8

England and Wales

15

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

Dorset Police

12%

England and Wales

11%



Organised crime groups

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

Dorset Police

10

England and Wales

47

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

Risk-based inspection

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

- 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 Dorset Police can be found on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-dorset

Effectiveness overview

Judgments

Overall effectiveness 2017  Good

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

Summary

Dorset Police is good at keeping people safe and protecting them from harm. Our findings this year are consistent with those from HMICFRS' 2016 effectiveness report, and the force is making good progress.

Protecting vulnerable people is a priority for Dorset Police and it has a good understanding of the nature and scale of vulnerability throughout the county. The force has good governance processes to co-ordinate its response to vulnerable people. Officers and staff use an effective risk-identification process and are good at

recognising vulnerability and assessing risk. The force uses intelligence tools such as its strategic assessment and domestic abuse offender profile to help it understand and respond to vulnerable people.

However, the high demand on police resources means that sometimes there are delays in responding to non-emergency calls that may involve vulnerable victims, which the force needs to address. The force has begun to restructure its operating model to improve its capacity and services.

The force works well with partner organisations, such as local authorities, health or education services, and victim support groups. It works with partners to plan and implement joint working practices to support people with mental health problems and to manage safeguarding risks to domestic abuse victims. The force is also effective in reducing the risk that sex offenders pose to the public.

Dorset Police maintains high standards of crime investigation and provides a good service to victims. However, body-worn video cameras have not yet been provided to all operational officers. This means opportunities to gather evidence may be missed and police-led prosecutions in cases where vulnerable victims are unwilling to give evidence may be hindered.

We are satisfied that Dorset Police has the necessary arrangements in place to fulfil its national responsibilities and to respond to an attack requiring an armed response.

Protecting vulnerable people and supporting victims



Good

Identifying vulnerability

Dorset Police has a good understanding of the nature and scale of vulnerability throughout the county. Protecting vulnerable people is a priority for the force and an important part of the police and crime commissioner's police and crime plan.

The force defines a person as vulnerable if, as a result of their situation or circumstances, they are unable to take care of themselves or protect themselves or others from harm or exploitation; people can be vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. Our inspection found the force has effective governance processes to co-ordinate its response to vulnerable people: from chief officer-led strategic performance reviews, through to daily area and forcewide tactical meetings, that all have a clear focus on protecting people from harm. Officers and staff spoken to in different departments and locations throughout the force have a good understanding of the types of vulnerability and how their actions contribute to the force's overall response.

The force control room processes are generally effective in identifying vulnerable people at the first point of contact, such as a phone call from a member of the public or radio communication from a member of the force. Those working in the control room receive regular training on the THRIVE³ structured risk assessment model and understand how to use it. We found that the use of THRIVE and specific risk assessments for certain types of incident (for example, domestic abuse), combined with working practices that identify repeat callers, victims and locations, create an effective risk-identification process. Supervisors review initial decisions made by call-takers, supported by a 24/7 intelligence desk within the control room. The force has developed a range of intelligence tools, including profiles covering crime types such as modern slavery and organised crime, that help it to understand and respond to the different types of vulnerability that exist within Dorset. For example, these can help to identify people who may be targeted by drug dealers or those premises where there may be people who have been trafficked or are forced into providing labour, such as car washes and fast food outlets.

³ 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.

However, the force needs to improve its response time in relation to non-emergency calls, including those involving vulnerable victims. Although it identifies and grades risk effectively, we found that the force does not always have enough resources to respond to all incidents at times of high demand. The force told us that when this happens it implements a process in the control room called total resource management (TRM) to move resources within the force area to where demand is greatest. During our inspection we found the TRM process was not always applied effectively: in one area of Dorset, non-emergency public demand for police services was not being met, and the response to some incidents was delayed for several days. This included a small number of domestic abuse incidents where the force had variously reassessed the intelligence, made contact by phone, rearranged appointments and reviewed the risk but were still failing to attend within a reasonable time. Limitations in the grading structure within the command and control system make it harder for despatchers to be clear which incidents should be prioritised and a secondary deployment system for low-risk incidents creates additional pressures for officers and staff already responding to other incidents. These problems relate to the response to non-emergency calls; we did not find examples of delays in the force's response to emergency and high-risk incidents.

The force is aware that it needs to improve how it responds and is implementing a new operating model, known as operational business design (OBD), that it is confident will address these shortcomings. However, the force could not provide us with a timetable for full implementation of the new operating model. The force also plans to replace its command and control system in 2018. In the meantime, the force needs to improve how it manages non-emergency deployments so that it meets demand from the public in an appropriate and timely way, especially when vulnerable people are involved.

Initial response

Dorset Police is effective in its initial identification and response to vulnerable people. Officers and staff are well trained to identify and assess vulnerability when attending incidents, and clearly understand their primary responsibility to protect people from harm. When dealing with vulnerable people, the force uses a structured form, called a public protection notice (PPN), to record information, assess risk factors and inform decision making about safeguarding measures. PPNs were introduced in early 2017 and support appropriate decision making and joint partnership working that safeguards vulnerable people. All types of vulnerability are recorded within the PPN, which is assessed by a supervisor and then submitted to the safeguarding referral unit for further assessment, research and dissemination to other police departments or partner organisations, as appropriate. We found that the transition to the new

process, which was introduced at the same time as the centralised multi-agency safeguarding hub (MASH⁴) in Poole, has been implemented effectively. We also found that PPNs we assessed were completed to a good standard.

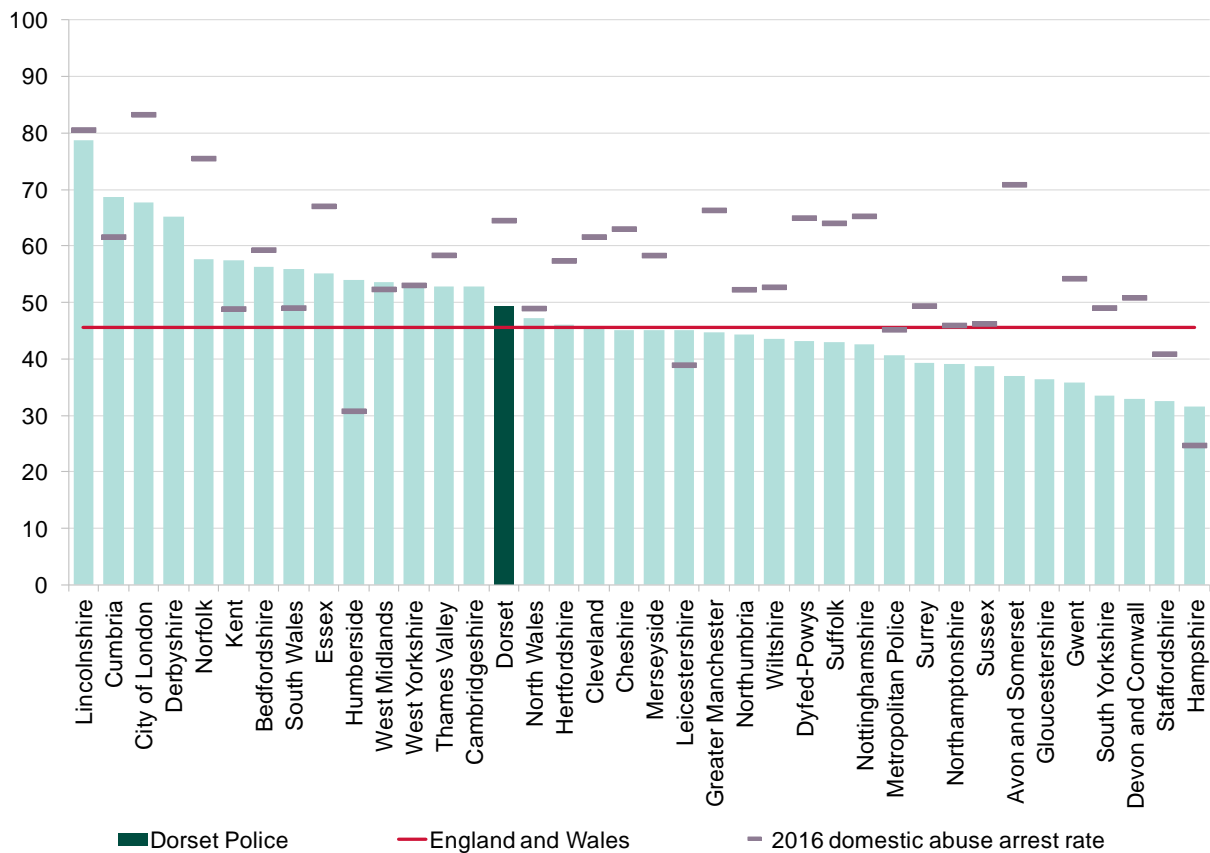
The force has a policy that officers and staff take positive action⁵ when attending domestic abuse incidents so that victims and any others present, including children, are helped and protected. Positive action to safeguard domestic abuse victims often includes arresting the offender and removing them. Officers and staff are clear about their safeguarding responsibilities to victims of domestic abuse and other vulnerable people.

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.

⁴ 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. There is one MASH in Dorset covering the whole county and multiple local authority areas.

⁵ 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.

Figure 1: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017^{6,7}



Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data⁸

For further information about this data, please see annex A

The force’s domestic abuse arrest rate is 49.3 arrests per 100 domestic abuse-related offences in the 12 months to 30 June 2017. This has fallen since the same period in 2016, but is still above the England and Wales rate of 45.5 arrests per 100 domestic abuse-related offences.

⁶ 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.

⁷ 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.

⁸ 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.

However, it is not clear how often voluntary attendance⁹ at a police station is used for domestic abuse offenders instead of arrest. The force would benefit from analysing this so that it can better understand how its positive action policy is being interpreted and used by officers. Officers and staff use a range of safeguarding options to help domestic abuse victims in addition to arresting offenders, such as providing panic alarms, mobile phones and home-security measures. The specialist police domestic abuse team (maple team) is located within the MASH and works well with organisations such as local authorities, the NHS and victims agencies to exchange information and take joint action to support victims and prosecute offenders. The PPN form is also used to record details of any children present at incidents so that their school can be informed and provide support. Overall, the force responds well to victims of domestic abuse.

Dorset Police has made only limited progress in using body-worn video cameras to gather evidence at incidents and crime scenes. The force is conducting a joint trial of body-worn video cameras with Devon and Cornwall Police, but these cameras are not yet widely available throughout Dorset Police. Firearms teams were the first to be provided with equipment in mid-2017. Since HMICFRS' 2016 effectiveness report the force has issued officers and staff with smartphones that can take photographs, but full body-worn video camera capability is widely accepted as providing better evidence-gathering possibilities. There has been disappointing progress in the planned roll-out of body-worn video cameras to all operational officers and staff, which was identified as an area for improvement in HMICFRS' 2016 effectiveness report. It is unlikely to be completed until the second half of 2018 at the earliest, meaning the force continues to have a gap in its ability to maximise evidence-gathering opportunities and initiate police-led prosecutions in cases where vulnerable victims are unwilling to give evidence.

Mental health

Members of Dorset Police's workforce have an adequate understanding of how and why they need to identify and support people with mental health problems. Officers and staff receive training on dealing with people experiencing mental health problems and have a good understanding of vulnerability and use of the PPN assessment form. Officers and staff work well with partner organisations when dealing with people with mental health problems.

⁹ 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.

There is a mental health professional on duty in the force area each evening to provide specialist advice and guidance to officers and staff as part of a street triage scheme¹⁰. During the day there are NHS staff on duty in both of the custody offices in the county (Bournemouth and Weymouth), meaning that a trained professional can give support, advice and onward referrals to people in custody with mental health needs. NHS partners provide telephone advice for Dorset Police at any time of the day or night. We found examples of when officers and staff used specialist mental health advice in a way that improved the outcome for the person they were dealing with.

The force has made good progress in reducing the number of people with mental health problems who are detained in police cells. When detention under the Mental Health Act¹¹ is the only option, officers take the person to an NHS place of safety and not to a police station. Between April and October 2017, no people were taken to a police station for detention because of mental health problems. We reviewed a small sample of crime investigations involving mental health problems and found that all were conducted to a good standard. The force's arrangements provide an effective, co-ordinated service to people experiencing mental health problems.

The force works with partners to plan and implement joint working practices to support people with mental health problems. While there are effective joint mental health governance structures in place, we found the internal governance of the response to mental health within Dorset Police was less clear. The force's mental health strategy was due for review in December 2016, but this has not yet been updated. Dorset Police will not receive mental health training approved by the College of Policing until spring 2018. A protocol is in place between the force and partners that outlines each organisation's responsibilities. However, we found that its application is not consistent and that police resources are sometimes committed to dealing with people who may have mental health problems when another agency's help would be more appropriate.

¹⁰ 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.

¹¹ Section 136 of the Mental Health Act 1983 enables a police officer to remove, from a place other than where they live, someone who they believe to be experiencing a mental health crisis 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.

A new police staff member has been appointed recently who has responsibility for improving mental health leadership and co-ordinating partnership working. We will monitor the effect of these initiatives on the force's response to people experiencing mental health problems.

Investigating crimes involving vulnerable people

Dorset Police is good at investigating crimes involving vulnerable people. The force has various specialist units that deal effectively with high-risk or specialist crimes involving children or sexual offences. Other teams that investigate lower-risk offences involving vulnerable people also undertake good-quality investigations. The force's crime allocation processes are appropriate and offences are allocated to people with the right skills, according to the risk and complexity involved. We found that members of the workforce understand their role and that most supervisors conduct regular checks of workload volume and quality. Some officers and staff in specialist departments are dealing with high workloads and show signs of strain. Supervisors understand the problem but have limited ability to reduce these workloads. There is a shortfall of 14 detectives and there are more vacancies in other specialist teams that are due to expand as part of the OBD change plans. The force is trying to recruit to fill vacant posts as part of its increased investment in areas dealing with vulnerable people. It will need to remain focused on recruitment and staff welfare so that it can maintain its ability to provide good services to the public.

The force is good at monitoring and reviewing its performance to understand where it performs well and what needs to improve. Each of the recognised 13 strands of vulnerability has an accountable lead officer. We found the force reflects on and assesses the services it provides, which results in a drive for continuous improvement and constructive action plans. We reviewed several crime files that related to vulnerable or domestic abuse victims and found consistently high standards; almost all cases had an effective investigation, appropriate levels of supervision, a focus on bringing offenders to justice and good victim care. The force makes good use of protective legal powers such as domestic violence protection notices and orders¹² and the domestic violence disclosure scheme (also known as Clare's Law¹³).

¹² 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.

¹³ 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.

Within the maple team, the force employs several independent domestic violence advocates (IDVAs¹⁴) who support and advise victims. National practice is that IDVAs are not employed by the police, but instead work for other agencies so they are independent and can challenge the police on behalf of victims when necessary. We found no evidence that the IDVA arrangements in Dorset are having a negative effect on victims, but the deputy chief constable and police and crime commissioner have agreed to review this situation in response to our inspection. The positive action policy towards domestic abuse is evident in the crime outcomes achieved by the force. Dorset Police has positive outcome rates for domestic abuse offences that are consistently above England and Wales rates for the number of charges, summonses and other positive interventions with offenders.

The force has improved its management of registered sex offenders since our last inspection. In HMICFRS' 2016 effectiveness report we identified problems with high workloads and overdue visits to registered sex offenders. Since then, new processes and different ways of working have been introduced which mean that registered sex offender visits and risk assessments are up to date, workloads are more evenly distributed and the force has increased the capacity of the management of serious and violent offenders (MOSOVO) team. The MOSOVO team works with partner organisations through the multi-agency public protection arrangements (MAPPA) process to exchange intelligence and manage offenders jointly. Response officers and neighbourhood teams can access information on force systems that helps them understand where registered sex offenders and other dangerous offenders live and what the relevant risks are. When necessary, specific actions are allocated to officers and staff to conduct additional proactive work or intelligence checks on registered sex offenders as part of the wider force management process. Dorset Police is effective in reducing the risk that sex offenders pose to the public.

Partnership working

Dorset Police works effectively with partner organisations to protect vulnerable people. The MASH for Dorset began operation in Poole in early 2017. Police teams that focus on protecting vulnerable people, including children and domestic abuse victims, work alongside staff from the three main local authorities, NHS trusts and other agencies from throughout the county. The force exchanges information well within the MASH, enabling a co-ordinated safeguarding response to be provided to local communities. Partners are complimentary about the leading role that Dorset Police took in the formation of the MASH, from researching best practice and establishing standard methods of working to its central role in daily operations.

¹⁴ Independent domestic violence advisors (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.

The creation of the police impact team, where officers work with other agencies to safeguard vulnerable children at risk of sexual exploitation and of going missing, is an example of good operating procedures. The MASH project manager (a Dorset Police staff member) monitors its effectiveness and is working with partners to expand both capacity and remit to address the increasing demand from adults at risk and other safeguarding needs. The force's contribution to joint working has been significant and positive, leaving it well placed to understand the benefits and implications of a future expansion in service provision.

The force also works well with partner organisations to manage safeguarding risks to domestic abuse victims through the multi-agency risk assessment conference (MARAC¹⁵) process. There are three MARACs within the force area and each meets on a regular basis to exchange information, plan and review joint responses to high-risk domestic abuse cases, and to make referrals to other forces and agencies. We spoke with officers and staff involved in the MARAC process and found that procedures generally work well, although there are some differences in approach, such as meeting frequency and referrals processes, that may result in different victim outcomes throughout the county. The force is aware of the differences and should ensure that it has effective procedures in place. The links between the MARAC and the maple team are positive and promote the effective exchange of information. Both have good levels of partner engagement that allow effective risk management of offenders and support for victims. Feedback from vulnerable victims of crime, including domestic and sexual abuse, is exchanged with partners in learning forums and used to influence future service provision. There is a clear focus on working with partner organisations to develop and improve the collective response provided to vulnerable victims of crime.

Areas for improvement

- The force should improve the response to non-emergency incidents particularly where vulnerable victims are involved to ensure they are kept safe.
- The force should improve its initial investigation of cases involving vulnerable victims by providing responding officers with access to photographic and/or video-recording equipment to show evidence of injuries and crime scenes.

¹⁵ 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 advisors, probation and other specialists from the statutory and voluntary sectors.

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 crime¹⁷.

Dorset Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. A chief officer has been appointed on behalf of Dorset Police and Devon and Cornwall Police to lead a programme to build a joint capacity to respond to the national threats.

Both forces routinely assess their capability to respond to the six national threats; this forms part of a bi-annual cycle to set force priorities and allocate resources to them.

Dorset Police and Devon and Cornwall Police have established a comprehensive training programme to test their ability and preparedness to meet their national obligations.

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*¹⁸ makes forces responsible for implementing national

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

¹⁷ 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.

¹⁸ *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).

Dorset Police operates joint arrangements with Devon and Cornwall Police to provide armed policing. The force has an adequate understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance.¹⁹ The force last reviewed its APSTRA on 16 October 2017.

There are two areas where the APSTRA could be improved. More analysis should be made of locations such as crowded places that are attractive targets for terrorists. It would also benefit from more detailed monitoring of how quickly armed response vehicles (ARVs) respond to armed incidents.

HMICFRS expects APSTRAs routinely to consider sites and venues that are most likely to be the scene of a terrorist attack. This will help to identify ARV patrol areas. Additionally, 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 scrutinised the APSTRA closely. She formally approved its content, which includes the levels of armed capability and capacity that the threats require. Her decisions and the rationale on which they are based are clearly auditable.

¹⁹ 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 2,700²⁰ 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

²⁰ 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 Rules²¹ 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.

²¹ 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.