

PEEL: Police effectiveness 2017

An inspection of Durham Constabulary



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Force in numbers



Calls for assistance

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

Durham Constabulary

England and Wales

265

282



Anti-social behaviour

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

Durham Constabulary

England and Wales

35

31

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

Durham Constabulary

England and Wales

-14%

-0.05%



Crime (excluding fraud)

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

Durham Constabulary

England and Wales

82

77

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

Durham Constabulary

England and Wales

+33%

+14%



Crime outcomes*

Charged/summonsed

Durham Constabulary England and Wales

11%

10%

Evidential difficulties: suspect identified but victim does not support action

Durham Constabulary England and Wales

20%

13%

Investigation completed but no suspect identified

Durham Constabulary England and Wales

37%

48%



Domestic abuse

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

Durham Constabulary England and Wales

25

15

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

Durham Constabulary England and Wales

16%

11%



Organised crime groups

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

Durham Constabulary England and Wales

53

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. Durham Constabulary 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 Durham Constabulary can be found on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-durham

Effectiveness overview

Judgments

Overall effectiveness 2017  Outstanding

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

Summary

Overall, Durham Constabulary remains outstanding in its effectiveness at reducing crime and keeping people safe. It continues to provide high-quality services to its communities, as well as seeking to innovate and improve in many areas. Because of this continued high level of performance, HMICFRS has only reassessed the constabulary in relation to how effectively it protects vulnerable people and supports victims. In 2016, it was assessed as outstanding at preventing crime and tackling serious and organised crime and good at investigating crime and reducing reoffending.

Durham Constabulary's approach to protecting vulnerable people and supporting victims is good. It is good at identifying vulnerable people at the first point of contact, and staff reassess risk at regular intervals as incidents develop. We found an impressive level of understanding throughout the constabulary of what makes a person vulnerable and how they need to be supported. Officers provide a good service to victims when they initially respond to incidents. They understand how to safeguard victims and refer them to appropriate agencies for additional support when this is appropriate.

The constabulary makes good use of preventative powers to protect victims of domestic abuse; investigations involving vulnerable victims are conducted to a good standard, although supervision should be better in less serious cases. Crimes are allocated to appropriately trained staff.

The constabulary has good relationships with partner organisations such as Rape Crisis, Harbour, HALO and Barnardo's. These allow it to provide vulnerable people with a service that meets their specific needs, to manage offenders who pose the greatest risk and threat, and to provide diversionary schemes to reduce re-offending.

Durham Constabulary has the necessary arrangements in place to help it to meet its responsibilities under *The Strategic Policing Requirement*, and to respond initially to an attack requiring an armed response.

Protecting vulnerable people and supporting victims



Good

Identifying vulnerability

Durham Constabulary has a good understanding of the scale and nature of the vulnerability it faces. People may be vulnerable through their age or disability, for example, or because they have been subjected to repeated offences, or are at high risk of abuse. The constabulary uses its strategic risk assessment process (STRA) effectively to identify major risks. It uses data from local authority and other partner organisations, including health, fire, ambulance and voluntary agencies, to inform its STRA to assist it to understand the nature and scale of vulnerability in its communities. This process has led to the development of problem profiles for domestic abuse, mental health-related incidents, child sexual exploitation and suicide. The constabulary has a clear understanding of what vulnerability is. It uses the College of Policing definition of vulnerability³ and has expanded this further, to clarify to all members of the constabulary and other organisations within County Durham and Darlington what vulnerability means. Staff have a full understanding of what can make a person vulnerable, and how they need to be supported. While the constabulary does not have a single overarching strategy for vulnerability, it does have plans which cover rape, domestic abuse and missing persons. The child and adult safeguarding boards also have their own strategies for their respective areas of vulnerability. Good leadership in the constabulary promotes the importance of dealing effectively with vulnerability. The chief constable's webcast and regular communications, along with other briefings by the chief officer team, are used constantly to keep vulnerability high on the agenda of the entire workforce.

When vulnerable people contact the police, the constabulary is good at identifying them as vulnerable – this was done correctly in all of the cases we examined during our inspection. Call handlers follow a structured risk assessment process (THRIVE)⁴ to ensure that they recognise vulnerable people at the earliest opportunity. All incident logs are assessed by call handlers using the THRIVE process and by

³ The College of Policing defines vulnerability as: A person is vulnerable if, as a result of their situation or circumstances, they are unable to take care of or protect themselves or others from harm or exploitation.

⁴ 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.

using the national decision model (NDM),⁵ and this dictates the level of graded response for each incident. The constabulary also uses vulnerability markers for domestic abuse, repeat callers and incidents, and mental health-related calls. The markers indicate clearly to the call-taker whether the individual has a history of vulnerability.

Initial response

Durham Constabulary is good at initially responding to incidents involving vulnerable people. If a caller requests an officer of a specific gender when reporting an incident such as rape, the constabulary will accommodate this – unless attendance is urgent, in which case an explanation will be given to the caller why the officer attending is not as requested. Neighbourhood teams are involved with the continuous safeguarding of vulnerable victims. Appropriate risk assessments are carried out on a regular basis. The constabulary uses the standard domestic abuse, stalking and harassment (DASH) risk assessment form⁶ to assess threat, harm and risk at all domestic incidents. These assessments are then sent to the multi-agency safeguarding hub (MASH).⁷ Some PCSOs who work in schools have received training in the DASH forms and can submit them when required. Supervision of the response, the use of body-worn video cameras, the safeguarding provided and the completion of DASH forms are all good. No domestic abuse incident can be closed without the endorsement of a supervisor to confirm all the above has been carried out satisfactorily. Managers receive performance data, which includes compliance in submission and the quality of DASH forms. Domestic abuse investigation officers based in safeguarding teams, and officers within the MASH, screen the medium-risk domestic abuse forms and provide feedback on the quality of the forms to officers.

At all domestic abuse incidents officers ensure that all parties, including any children within the household, are considered and appropriate safeguarding measures put in place, including referrals to other agencies where necessary. Officers generally

⁵ The national decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gathering information; assessing threat and risk; considering powers and force policy; identifying options; and take action and review what happened.

⁶ Domestic abuse, stalking and harassment (DASH 2009) is the risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help those at the front line to identify high-risk cases of domestic abuse, stalking and so-called honour-based violence.

⁷ 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.

attend incidents within appropriate timescales, and officers use body-worn video at all domestic abuse incidents. This helps them to secure good-quality evidence and bring perpetrators of domestic abuse to justice, even if their victims do not support police action (for example because they are vulnerable or intimidated).

Response officers are fully aware of the constabulary's well-established 'through the eyes of the child' policy, which requires that they use body-worn video cameras when they respond to such incidents, to record what life is like in a household for everyone concerned. Officers submit safeguarding referrals for anyone in the household who may be deemed vulnerable, including adults. They also ensure that any children present are kept safe and receive support from other agencies, including their schools.

The constabulary did not provide HMICFRS with data on the use of arrest, voluntary attendance⁸ or bail in relation to domestic abuse incidents. This is because its systems do not allow it to extract this information. Although the constabulary uses other sources of information to understand and improve the services it provides to victims of domestic abuse, it should ensure that it has all of the data it needs to do this thoroughly.

Mental health

Durham Constabulary has a good awareness of the scale of demand that mental health incidents place upon it. Its mental health problem profile, produced using data from partner organisations, provides the constabulary with a detailed analysis of the scale of the mental health-related demand it faces and highlights gaps in its knowledge that require further consideration. Through its daily analysis it is also able to understand what its current demand is as well as the nature of that demand.

The constabulary's mental health policy clearly outlines the roles and responsibilities of people who deal with mental health incidents and how the organisation interacts with other organisations to provide a service to victims. This policy ensures a clear and consistent service supporting vulnerable individuals throughout an investigation, whether they are victims, witnesses, suspects, offenders or members of the public requesting assistance. We spoke to officers, PCSOs and staff, and all showed a very good awareness and understanding of mental health and the vulnerability associated with it. They are clearly aware of their responsibilities in supporting people with mental health conditions.

Staff in the control room generally show a good understanding of mental health problems and identify most incidents where mental health is a factor. All staff in the control room have received mental health awareness training, as well as training on

⁸ A voluntary attendance is a police station interview when the 'volunteer' attends to assist the police with an investigation and they are not under arrest. Volunteers have the right to access independent legal advice and are free to leave the police station at any time unless and until they are arrested.

the NDM which is used along with the THRIVE risk assessment process to assess risk at every stage of an incident. However, several incident logs we reviewed showed that mental health conditions, once identified, was not taken as seriously as the vulnerability of other victims. In some of these incidents, staff displayed a limited understanding of risk, and this occasionally led to a delayed response. We also found that, while threats and risk levels were considered, the rationale for the categorisation of risk was not always recorded on the incident log. These logs are reviewed by the control room dispatcher and a supervisor before they can be closed. However, owing to insufficient information being recorded on some logs, it was difficult for the initial level of risk to be assessed. Inconsistent recording of rationales for categorisation of risk in the incident log is something that we highlighted to the constabulary in 2016.⁹ Despite efforts to improve the process, there remains room for improvement.

To support the decision-making process when dealing with incidents involving mental health, officers have been given multi-agency training within the last 12 months. Officers also have access to a page on the constabulary's intranet that provides immediate access to information on how to deal with mental health incidents. Some staff also feel that they would benefit from additional training.

The constabulary has produced an updated version of its mental health guidance booklet, and issues this to all officers. The booklet has guidance on areas of decision-making, how to deal with mental health incidents in private and public places, the Mental Capacity Act 2005, police powers, recording decisions, and a list of contacts and resources available to staff. Since November 2014, the constabulary has used a telephone triage process giving officers on scene access to crisis team nurses to discuss the best way to help those struggling with mental health problems. The constabulary monitors how often it uses this on a monthly basis and discusses outcomes with partner organisations. Because of an increase in demand for this service, the constabulary has enhanced the triage service. The service includes two mental health nurses situated within the control room and one nurse on patrol with a police officer providing a fast initial response service to incidents. The nurses are available to offer advice and support to victims and officers dealing with incidents, as well as control room staff taking initial calls. This initiative will be monitored through monthly threat and risk meetings to assess its use and the effect it is having on the service being provided. It is too early to assess whether the scheme has realised the intended outcomes.

⁹ *PEEL: Police effectiveness 2016 – An inspection of Durham Constabulary*, HMIC, 2017. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-durham/

Investigating crimes involving vulnerable people

Crimes are allocated to appropriately skilled staff based on a risk assessment of each case. Safeguarding detectives are trained and accredited to ICIDP (including serious and complex suspect and witness interview) and SCAIDP standards.¹⁰ They also receive specialist, child witness interview training.

Investigating officers receive training on the conduct of these types of investigations and are also required to complete e-learning packages. Supervisors ensure that staff maintain their training and accreditations. During our inspection we found staff to be well-supervised, with regular one-to-one conversations taking place between staff and their line managers. Managers consider staff wellbeing and provide support where appropriate, helping staff to perform effectively and conduct good quality investigations. For example, we noted that staff from the areas of safeguarding, crime, and public protection all attended a two-day conference on 'Safeguarding the Safeguarder', which partner agencies were also invited to attend. The event complemented a good level of support provided to staff working within these areas of investigation.

Staff investigating offences involving vulnerable victims all had manageable workloads at the time of our inspection. The crime file review and our inspection indicated that supervision and governance of cases with vulnerable victims was good when the offence is of a more serious nature, such as rape or a serious sexual offence. However, crimes perceived to be less serious had not been scrutinised or supervised to the same degree. This was the case regardless of whether these crime investigations were being managed within specialist units or within response and neighbourhood functions.

The constabulary achieves good outcomes for victims of domestic abuse in many of its investigations, although it charges a lower proportion of domestic abuse perpetrators than most other forces (13.3 per 100 domestic abuse-related offences for the 12 months to 30 June 2017 compared to 18.6 per 100 domestic abuse-related offences for England and Wales). This charge rate has declined from 24.0 per 100 domestic abuse-related offences for the 12 months to 30 June 2016, although the constabulary has a higher compliance rate for crime recording than many other forces, which may be a contributing factor. The number of cases resulting in a charge has also fallen since 2016, although we found no evidence that the constabulary is failing to charge offenders when this would be appropriate. The constabulary also makes greater use of cautions in domestic abuse cases compared with forces across England and Wales (in the 12 months to 30 June 2017 there were 6.4 per 100 domestic abuse-related offences compared to 4.1). Cautions and other

¹⁰ ICIDP stands for initial crime investigator development programme; SCAIDP stands for serious child abuse investigator development programme.

non-judicial outcomes such as restorative justice are only used in specific circumstances such as intimate partner violence, and this process is closely overseen by senior officers.

However, HMICFRS is concerned by the high proportion of domestic abuse cases in Durham Constabulary where a suspect was identified, there were evidential difficulties and the victim did not support police action. This happened in over half of domestic abuse cases recorded by the constabulary in the 12 months to 30 June 2017. This is an extremely large increase compared to the 12 months to 30 June 2016 and relatively high compared to other forces in England and Wales. This increase is largely due to the fact that the constabulary chose not to use this outcome category until 2017 – it is also related to better crime recording, better identification of domestic abuse and appropriate flagging of vulnerability when the victim initially contacts the police. However, the constabulary should continue to monitor this area closely to ensure that victims of domestic abuse receive the best possible protection from harm.

Partnership working

The constabulary works well with several support organisations that provide a service to vulnerable people. Details of support services are routinely shared with victims when officers attend incidents, by handing out leaflets and also items, such as nail files, mints and lip balms, with contact details of support agencies printed onto them on where to access advice.

The constabulary works very well in its multi-agency safeguarding hub (MASH) structure, ensuring that partner agencies are co-located within the same office, enabling them to share information, make joint decisions and share workloads. The constabulary is represented at operational and strategic MASH management meetings where MASH effectiveness, good practice and areas for improvement are discussed, monitored and reviewed together in partnership so that there are no unintended consequences of single-agency decision-making. Meetings outside that structure will take place if a specific operational need has been identified or if a review has generated recommendations or actions. Children's social care services also has a dedicated team manager in the strategy team, having seen the operational benefits of this approach. A teleconferencing approach is now also used within the MASH to improve efficiency and multi-agency contribution to the process. Feedback from partner agencies was very positive regarding the constabulary's contribution to multi-agency working.

The constabulary has invested, with other organisations, in the multi-agency risk assessment conference (MARAC) process.¹¹ It employs a dedicated MARAC co-ordinator, a chairperson and support service, who all work within the MASH. The number of cases discussed at MARAC per 10,000 adult females is lower than the England and Wales rate and notably below the level recommended by SafeLives of 40 cases per 10,000 adult females.

Durham Constabulary operates a triage system where cases are risk-assessed before being referred to the MARAC. This is to ensure that MARAC discussions are focused on high-risk, complex cases where a multi-agency response is most likely to be effective. All high-risk victims of domestic abuse are considered for referral, and we found no evidence of inappropriate 'screening out'.

The constabulary makes appropriate use of legal powers to protect victims of domestic abuse. Its rate of disclosure (under Clare's Law)¹² for the 'right to know' is 14.5 disclosures per 100,000 population, compared to the England and Wales rate of 5.7 disclosures per 100,000 population. Domestic violence protection notices (DVPNs) and domestic violence protection orders (DVPOs) are used effectively by the constabulary to manage offenders.¹³ The constabulary provides good governance and enforces these orders well, making good use of its neighbourhood policing teams to do this. In the 12 months to 30 June 2017, 17 DVPOs were breached, a breach rate of 42.5 percent. The constabulary uses neighbourhood officers and PCSOs to monitor registered sex offenders within their community. Local staff have a very good awareness of who is living within their area, the type of offences they commit and the level of threat and risk they pose. They are also aware of what their role is in managing these offenders.

¹¹ 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.

¹² 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.

¹³ 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.

Area for improvement

- The constabulary should improve its ability to analyse and understand its domestic abuse data, including arrests rates and the use of the outcome category 'evidential difficulties; victim does not support police action'. The constabulary should use this data to monitor and continually improve its response to domestic abuse and ensure that domestic abuse victims receive the best possible service.

Specialist capabilities

Ungraded

National policing responsibilities

*The Strategic Policing Requirement (SPR)*¹⁴ specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime. Durham Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities.

A chief officer has been appointed to lead a programme to build the constabulary's capacity to respond to national threats. In addition, a senior manager has been assigned responsibility for monitoring each of the threats and they report frequently to the chief officer.

In conjunction with other public sector organisations, the constabulary has established a comprehensive programme to test the joint response to national threats. As part of the programme, training exercises for each threat have been completed in the last 12 months. If any shortfalls in the constabulary's capabilities are identified, these are included in an improvement plan that is managed effectively by the appointed chief officer.

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

Firearms capability

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

¹⁴ The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners. *The Strategic Policing Requirement*, Home Office, March 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. *The Code of Practice on the Police Use of Firearms and Less Lethal Weapons*¹⁵ makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. It 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).

Durham Constabulary operates joint arrangements with Cleveland Police to provide armed policing. The constabulary has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance.¹⁶ The APSTRA was published in April 2017 and is subject to regular review. However, the APSTRA could be improved if it included analysis of how quickly armed response vehicles (ARVs) respond to armed incidents. Collecting data on the time taken for ARVs to attend armed incidents is important: it helps a force to know whether it has sufficient armed officers to meet operational demands.

In Durham, we found that the designated chief officer scrutinises the APSTRA closely. They formally approve its content, which includes the levels of armed capability and capacity that the threats require. Decisions and the rationale on which they are based are clearly auditable.

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

¹⁵ *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

¹⁶ 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 2,700¹⁷ 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

¹⁷ 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 Rules¹⁸ 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.

¹⁸ 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.