PEEL: Police effectiveness 2017

An inspection of Gloucestershire Constabulary

Contents

Force in numbers

Calls for assistance

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

Gloucestershire Constabulary	England and Wales
261	282

Anti-social behaviour

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

Gloucestershire Constabulary	England and Wales
40	31

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

Gloucestershire Constabulary	England and Wales
+3%	-0.05%

Crime (excluding fraud)

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

Gloucestershire Constabulary	England and Wales
53	77

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

Gloucestershire Constabulary	England and Wales
+11%	+14%

Crime outcomes*

	Gloucestershire Constabulary	England and Wales
Charged/summonsed	12%	10%
Evidential difficulties: suspect identified but victim does not support action	14%	13%
Investigation completed but no suspect identified	49%	48%

Domestic abuse

	Gloucestershire Constabulary	England and Wales
Domestic abuse incidents per 1,000 population 12 months to 30 June 2017	15	15
Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2017	9%	11%

Organised crime groups

	Gloucestershire Constabulary	England and Wales
Organised crime groups per 1 million population as at 1 July 2017	19	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.

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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. Gloucestershire Constabulary was assessed against the following areas in 2017:

- Preventing crime and tackling anti-social behaviour;

- Investigating crime and reducing re-offending;

- Protecting vulnerable people;

- Tackling serious and organised crime; and

- Specialist capabilities.

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

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[1] More details of the interim risk-based approach are on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based

[2] The 2016 effectiveness report for Gloucestershire Constbulary is on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-gloucestershire

Effectiveness overview

Judgments

Overall effectiveness 2017 ●●○○ **Requires improvement**

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

Summary

Gloucestershire Constabulary requires improvement at keeping people safe and reducing crime, although it has made a great deal of progress since 2016.

Gloucestershire Constabulary has improved its approach to preventing crime and tackling anti-social behaviour, but it needs to go further still to provide its communities with a consistently good service in this area. Leaders have a clear vision for crime prevention which sets out the changes needed to improve services. Some of these changes have already been made to allow neighbourhood officers to focus more of their time and effort on preventing crime and anti-social behaviour, rather than reacting after it has occurred. Officers and staff understand what matters

to local communities and are responsive to their needs. However, the force needs to improve the consistency of its problem-solving work and make greater use of analysis and evidence to prevent crime effectively.

The force should also address shortcomings in its investigation of crimes. It attends the majority of incidents promptly when this is appropriate, and generally makes informed decisions based on risk to victims. Most crimes are investigated to a satisfactory standard and the force makes good use of intelligence. Nevertheless, there are inconsistencies in the quality of investigations and in the supervision provided to investigators. We found that some cases are still being allocated to officers who do not have the right skills or experience, which sometimes means that victims do not receive the level of service that they should.

The force is good at protecting vulnerable people and supporting victims, which is a strength. It identifies vulnerable people effectively when they first contact the police. The force generally investigates crimes involving vulnerable victims to a good standard, and provides effective support to people with mental health conditions. However, it should improve its management of registered sex offenders in order to protect the public from harm.

The force has improved the way it responds to serious and organised crime since the last HMICFRS inspection in 2016. It has a better understanding of organised crime threats and this is starting to have a positive effect on its ability to disrupt organised criminals. It is also good at identifying those who may be vulnerable to being drawn into serious organised crime or gang activity. However, it is yet not clear whether new structures and processes will lead to positive results, as there has not been sufficient time for the force to evaluate the effectiveness of its disruptive activity.Gloucestershire Constabulary has the necessary arrangements in place to fulfil its national policing responsibilities, and to respond to an attack requiring an armed response.

Preventing crime and tackling anti-social behaviour

○●○○○ **Requires improvement**

Prioritising prevention

Preventing crime is a priority for Gloucestershire Constabulary and an essential feature of its 2017–2021 corporate strategy. Force leaders have a clear vision for local policing which specifies the changes needed in the current resourcing structure to improve its approach. The force intends to move to proactive, prevention-based policing. However, the force's local policing model does not yet provide effective crime prevention services to the public.

The force has a comprehensive neighbourhood policing strategy which is due to be fully implemented by January 2018. This has been communicated to the workforce and is well understood by officers and staff. Incremental changes to improve services have already been introduced, for example the dedicated local policing teams are not routinely redeployed away from their normal duties. This means they can be more proactive, focusing on preventing crime and anti-social behaviour, rather than simply reacting when it occurs. The force has also established a dedicated community harm reduction team (CHRT) which is focused entirely on prevention and early intervention. The team is responsible for developing the force's approach to reducing the threat of harm to local communities and creating sustainable reductions in crime and anti-social behaviour.

Understanding communities

The force has a good understanding of its communities and effectively assesses threats using community intelligence. MoRiLE[3] processes are used to increase the understanding of the threat of risk and harm, and local problem profiles[4] have been developed to enable the force to understand where harm is most likely to occur. Neighbourhood teams engage with the community using a variety of methods, including community meetings, events and social media. 'Community Alerts' is an app which the force uses to communicate directly with individuals either by text,

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[3] MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

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

email or voicemail. As a result, the force has been able to engage with individuals who do not normally use more traditional forms of communication, and provide them with crime prevention advice. Dedicated police community support officers (PCSOs) work with communities that traditionally have less involvement with the police to identify emerging concerns. These relationships enable the force to recognise and respond early to community tensions when they arise.

The force understands what matters to local people, and provides opportunities for them to influence policing priorities locally. It has developed particularly strong relationships with rural, faith, transient, sex-worker and eastern-European communities. PCSOs in local policing areas conduct at least two public surveys per month to canvass the local community regarding any current problems. Additionally, the force has effective processes in place to engage with communities through social media. Emerging and current problems that affect the community are identified through both force and public media channels. This allows the force to identify problems early, ensuring that force media campaigns are directed specifically towards the things that matter to the community. It also provides an opportunity to refer individuals to reporting and support services and promote crime-prevention messages.

Tackling crime and anti-social behaviour

The force also needs to improve the way it tackles crime and anti-social behaviour (ASB). The force recorded 40 ASB incidents per 1,000 population in the 12 months to 30 June 2017. This is a slight increase compared with the 12 months to June 2016, and is higher than the England and Wales rate of 31 ASB incidents per 1,000 population.

The force has made progress in embedding the OSARA[5] problem-solving model since the last HMICFRS inspection in 2016. Officers and staff are given time to work with communities and we found some good examples of problem-solving and preventative tactics as part of local officers' daily activities. However, the quality of the plans we examined was inconsistent. There is limited use of analysis or evidence to inform problem-solving work and a recently introduced performance framework for the neighbourhood policing teams is yet to have a noticeable effect. As a result, there is a risk that activities to address neighbourhood problems are not being co-ordinated or evaluated as well as they should be.

The force conducted an extensive review of its neighbourhood policing earlier this year and is fully aware of the areas where it needs to improve. It recognises that officers and staff need training in problem solving, and is in the process of producing a training plan for neighbourhood teams. It has also recently introduced new

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[5] A simple problem-solving approach used by many police forces. OSARA refers to the five stages used in the approach: objective, scanning, analysis, review and assess.

performance dashboards for all local policing areas to provide up-to-date information, identifying local crime hot spots and crime trends. Additionally, the force has made good progress in developing its problem-solving and community-building approach, and is working closely with other organisations to make contact with communities and tackle problems jointly. Originally trialled in Gloucester, this is now being rolled out across the other policing areas. This innovative project is intended to stimulate collaborative prevention and problem-solving approaches with local communities and address the underlying causes of crime and anti-social behaviour, rather than merely reacting to the symptoms.

Alongside its problem-solving work, the force is making greater use of the powers and tactics available to help tackle crime and anti-social behaviour as part of its overall approach. These include criminal prevention orders, criminal protection notices, civil injunctions and dispersal notices. However, the force does not have a good understanding of the effectiveness of these powers because it does not evaluate their use routinely.

Figure 1: Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017[6]
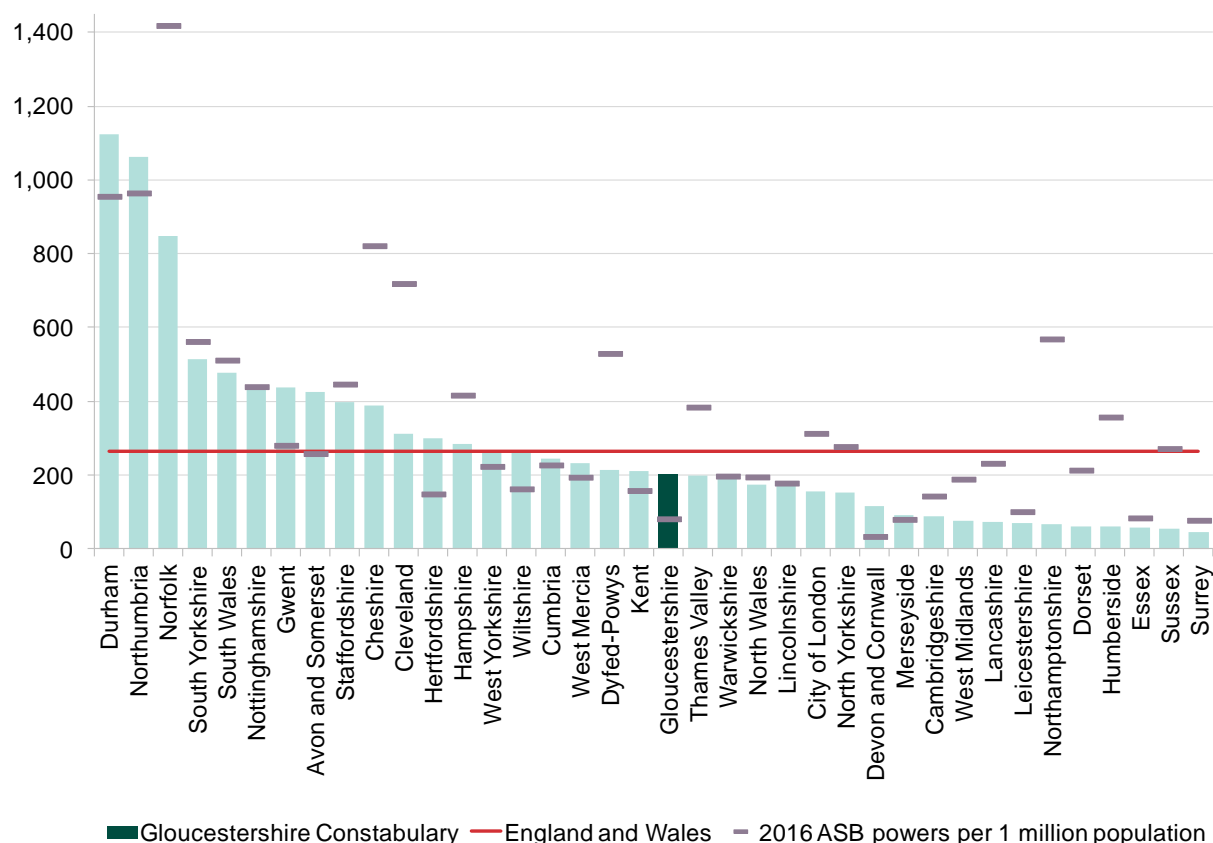
Gloucestershire Constabulary — England and Wales — 2016 ASB powers per 1 million population

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

Areas for improvement

- The force should evaluate and share effective practice routinely, both internally and with partner agencies, to improve continually its approach to the prevention of crime and anti-social behaviour.

- The force should improve its ability to analyse information and intelligence to provide a better understanding of crime and anti-social behaviour in Gloucestershire and enable it to focus activity effectively.

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

Investigating crime and reducing re-offending

 Requires improvement

Initial investigation

Gloucestershire Constabulary is good at initial investigation. In the majority of cases, it attends incidents promptly when this is appropriate, and makes informed decisions based on risk to victims. We found that senior managers in the force control room monitor unattended incidents and when they recognise that there are unacceptable delays they take action to redeploy officers and staff to ensure that incidents are responded to. Once officers arrive at the scene, they take appropriate steps to identify and secure evidence as part of the golden hour[7] immediately after an incident.

The force is good at assessing reports of fraud. The force's figures show that in the 12 months to 30 June 2017, the National Fraud Intelligence Bureau (NFIB)[8] referred 146 cases to the force for further investigation. The force incident assessment unit initially assesses the complexity of the investigation, the value of the loss and any information on the suspected offender(s). Allocation is based on an assessment of the level of skill required to conduct an effective investigation, yet this does not always happen. We found examples of officers within local investigation teams investigating complex cases of fraud without the requisite skills and experience. The force has a fraud investigation facility provided by staff who have received additional training to enable them to investigate the most complex and serious cases. These members provide support and assistance to investigators who have less experience. Prior to allocation for investigation, a detective sergeant compiles an investigation plan, and also reviews all aspects of the investigation at its conclusion. The force is aware of the problems with its systems and is developing more efficient processes to manage fraud investigations and to support victims, particularly those who may be vulnerable. It has well-developed and agreed plans in place to increase the number of trained detectives within the local investigation teams. This should ensure that all victims receive a service appropriate to their needs.

The force currently has limited telephone investigation facilities; however, it is planning to introduce these in the future. In some instances, staff within the force incident assessment unit investigate certain types of crime by telephone. During our

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[7] Golden hour refers to the time after a crime has been committed during which there is maximum potential for recovery of forensic evidence.

[8] The National Fraud Intelligence Bureau is a police unit based at City of London Police responsible for gathering and analysing intelligence relating to fraud and financially-motivated cyber-crime.

inspection, we found that use of telephone investigation in the cases we reviewed was appropriate and an efficient way of resolving less serious crimes where it is immediately apparent that there are no viable lines of enquiry.

Investigation quality

Most investigations conducted by Gloucestershire Constabulary are of a satisfactory quality. This is an improvement on the findings from HMICFRS' 2016 effectiveness inspection. We reviewed a sample of 60 files and found the majority were of a good standard, particularly in relation to the more serious crime categories. However, we found the quality of the information recorded in investigation plans and the levels of recorded supervisory direction varied. In relation to the more serious cases, supervision was strong, with regular and intrusive oversight. However, such scrutiny was less obvious in cases that related to the other crime categories. This means that quality and consistency of investigations cannot be monitored to ensure all victims receive the best service. The force is updating its current crime recording system so that it can include a standardised investigative action plan, which will enable supervisors to monitor the quality and consistency of the information recorded.

The force has responded well to our 2016 effectiveness report, where we said its approach to allocating crimes for investigation was inconsistent. Some cases were being allocated to officers who did not have the right skills or experience to investigate the crime. We were pleased to find that the force now has clear processes to allocate investigations. It has also recently introduced a crime allocation policy to ensure that crimes are investigated by appropriately skilled officers and allocated according to levels of risk. However, the benefits of its introduction are yet to be realised and we found that some cases are still being allocated to officers within the local investigation teams who do not have the right skills or experience to investigate the crime. This means that some acquisitive crimes and assaults may be allocated to officers who are not suitably qualified or experienced. To address this issue, the force is in the process of restructuring the local investigation teams and increasing capability and capacity so that it can meet future demand. It is recruiting qualified detectives to the teams and has developed an investigative career pathway to ensure officers have the right skills and appropriate qualifications.

The force has achieved good investigative outcomes (such as charge or no further action) since 2015 in comparison with other forces. The percentage of recorded crimes in Gloucestershire where action was taken, in the 12 months to 30 June 2017, is 17 percent; this is broadly in line with the England and Wales rate of 16 percent. The number of outcomes where there are evidential difficulties and the victim does not support police action is slightly higher than the England and Wales rate. The force does not have a process in place to collate and analyse the details

behind victims' withdrawal of support. This means that it is unable to be sure that the services and support it provides to these victims is appropriate or whether it could be improved.

Figure 2: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017[9],[10]
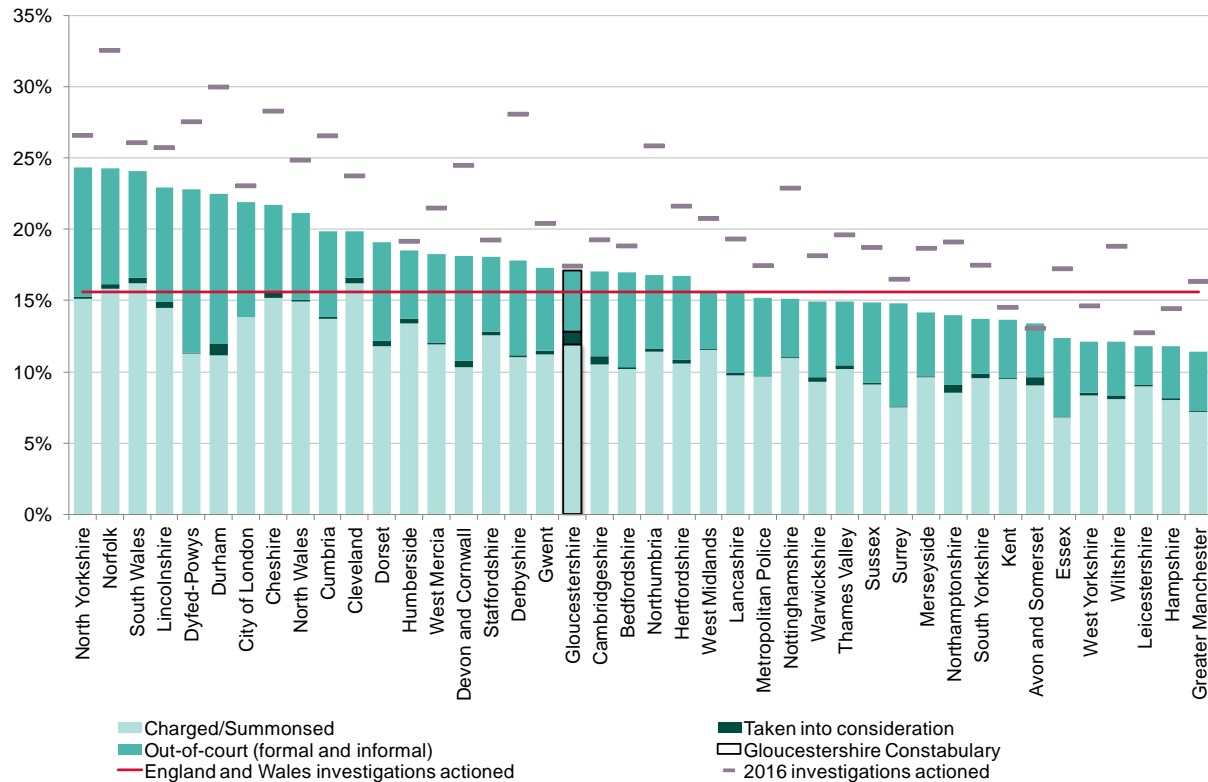
Source: 2016 and 2017 Home Office Outcomes Data
For further information about this data, please see annex A

The force provides victims of crime with a good service, but the method of recording victim contact varies. Of the 60 files reviewed, we found that victim care was appropriate in 53 cases. During our inspection, we found that in the majority of cases, officers adhered to the *Code of Practice for Victims of Crime*[11] regularly informing the victim about the progress of cases and when no further action was to be taken. This is an improvement from HMICFRS' 2016 effectiveness inspection, where we found that knowledge and application of the code was inconsistent.

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[9] Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

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

[11] The *Code of Practice for Victims of Crime* is available at:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/476900/code-of-practice-for-victims-of-crime.PDF

Like other forces, Gloucestershire Constabulary uses a variety of methods such as telephone surveys to collect feedback from service users to improve its services. It will continue to use the methodology of the national victim satisfaction survey for at least the next 12 months. This will allow satisfaction levels to be monitored. During this period, the force plans to review the crime types, and to consider a broader range of crime so it can develop its programme.

The force has good intelligence capabilities to support investigations and is one of three forces[12] nationally piloting 'Crystallise'[13], aimed at providing digital policing locally. Funded by the Home Office, Crystallise aims to make digital investigations and intelligence methods part of day-to-day policing. A model has been developed which provides all officers and staff with access to the latest digital capabilities, including the ability to examine digital devices for evidence. The force has an effective system for prioritising the examination of devices such as computers and mobile phones. Good communication exists between the forensic specialists and investigating officers who are waiting for results. There is also an escalation process in place to prioritise an examination if there is the risk of immediate harm to a victim.

Reducing re-offending

Gloucestershire Constabulary is good at reducing re-offending. The force has made considerable improvements in the way it locates and arrests those who fail to answer to police bail, those who are named as having committed a crime and suspects identified through forensic evidence. We found that those suspects and offenders placed on the Police National Computer (PNC) are managed effectively and officers are focused on locating and arresting them. The force has structured processes in place for reviewing files for individuals who are wanted, and a good understanding of how to pursue those suspected of committing a crime or who are wanted. All outstanding wanted suspects feature on the force performance dashboard and wanted investigations are reviewed on a regular basis. Action taken to locate high-risk wanted offenders is discussed at the daily management meetings and at the fortnightly local tasking and co-ordination group (LTCG). The force has developed an in-house bail management system that tracks all arrested and voluntary attendees[14]

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[12] Gloucestershire Constabulary, Durham Constabulary and Essex Police.

[13] Crystallise Project seeks to provide digital policing for local forces through the design and testing of an operating reference model that will supply a blueprint for local forces. This model will then be rolled out nationally to support digital transformation in terms of intelligence and investigation.

[14] 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.

who have been released under investigation. There are regular reviews built into the system, with automated milestones to ensure investigations are conducted effectively and within the given timescale.

The force is improving its ability to identify and manage arrested foreign nationals. Its compliance rate for referrals to Immigration Enforcement[15] for arrested foreign national offenders is very low, at 15.3 percent compared with the England and Wales rate of 56.8 percent in the 12 months to 30 June 2017. However, data supplied by the force show the number of referrals has increased over the last 12 months. The assistant chief constable is the regional lead, and the force has appointed an individual to manage and develop the relationship with Immigration Enforcement as the single point of contact. It has shared protocols with Immigration Enforcement to check the identity and nationality, and to consider options for the removal or deportation, of individuals who have committed serious crimes or who pose a threat to communities. All arrested foreign nationals are subject to checks for overseas convictions; this helps the force to understand and manage the risk these people pose to communities. During our inspection, we found that these checks are being undertaken regularly.

Gloucestershire Constabulary has a good range of activities to reduce re-offending, such as the Great Expectations project, a force-led youth project with an emphasis on longer-term prevention and intervention. The force integrated offender management (IOM) programme works well with partner organisations, such as the probation service, to tackle the behaviour of prolific criminals and neighbourhood officers also contribute to the management of offenders in the community. Since HMICFRS' 2016 effectiveness inspection, the IOM cohort has been extended, mirroring force priorities and with a specific focus on organised crime group (OCG) members in Cheltenham. The cohort now includes complex cases, such as perpetrators of domestic abuse, other forms of violent behaviour, and those suffering from mental health problems. The inclusion of individuals in the cohort is also dependent on locally identified problems and partnership priorities. We found that IOM staff demonstrated a commitment to the pursuit of individuals who fail to conform to the conditions of their release or supervision order.

The programme has had some success in achieving sustained reductions in re-offending. However, Gloucestershire Constabulary reported that 65 percent of the IOM cohort re-offended in the 12 months to 30 June 2017. The force is aware that the re-offending rates are higher than those reported in some other forces but states that this reflects its robust recording of all offences committed by an individual.

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

Areas for improvement

- The force should ensure that all crimes are allocated promptly to investigators with the appropriate skills, accreditation and support to investigate them to a good standard.

- The force should ensure that all those carrying out investigations are provided with appropriate training and support.

- The force should ensure that there is regular and active supervision of investigations, including investigation plans, to improve quality and progress.

- The force should take steps to understand the reasons why a high rate of crimes fall into the category 'evidential difficulties' victims do not support police action.

Protecting vulnerable people and supporting victims

●●●○   **Good**

Identifying vulnerability

Gloucestershire Constabulary is good at identifying vulnerable people (people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example). Although it does not use a single definition of what vulnerability is, this does not adversely affect the understanding of officers and staff; they are able to describe the principles of vulnerability and provide practical examples.

We found limited evidence of the use of analysis to understand any patterns in offending against vulnerable people. Officers and staff were only able to provide their professional opinion, such as increased awareness through local support groups and services. There are effective processes in place to enable information on vulnerable people to be shared with other organisations which have responsibility for safeguarding. Officers and staff work well with partners to take proactive steps to uncover 'hidden' harm, such as vulnerable people being trafficked or subjected to forced labour. The multi-agency safeguarding hub (MASH)[16] is well structured, and relevant partner agencies are located in the same premises. There are sound methods in place to ensure the effective management and oversight of vulnerable individuals with whom the force has come into contact. Vulnerability features in daily management meetings, and there is a daily risk meeting in the MASH, which prioritises areas of risk and vulnerability to make sure that vulnerable people are receiving the service they need.

The force is good at identifying vulnerable people when they contact the police. Call handlers respond quickly to calls and follow a structured risk assessment process to ensure that they consistently respond to incidents appropriately. For example, female victims of rape are given the opportunity to request that a female officer attends to minimise further distress. All call handlers have been trained in the national risk assessment tool known as THRIVE,[17] and in the calls we listened to we

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[16] 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.

[17] 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.

found that operators applied this method in a consistent and effective way. The force IT systems allow it to identify cases involving vulnerable people easily through the use of markers, but repeat victims, including victims of domestic abuse, are not identified automatically and call takers are required to search manually.

Initial response

Gloucestershire Constabulary provides a good initial response to incidents involving vulnerable people, particularly victims of domestic abuse and those with mental health concerns. The force uses a standardised tool, the Vulnerability Identification Screening Tool (VIST), to assess the harm faced by domestic abuse victims. The accurate identification of risk of harm is a priority for the force, and we found that frontline officers and supervisors understand the importance of this assessment tool and the process. VIST reports are subject to good supervision and scrutiny by frontline supervisors. Additionally, each report is reviewed by the MASH to ensure the assessment of risk is appropriate. This means that risks to vulnerable victims can be understood immediately, and as a result, victims receive the additional support they need. We also found that officers act promptly to protect domestic abuse victims. Frontline officers have immediate access to specialist service providers who can provide help to victims in crisis. Each case is discussed at the daily MASH management meeting to ensure all appropriate initial safeguarding actions are taken and to provide longer-term safeguarding if needed.

The force has introduced body-worn video cameras to authorised firearms officers and is in the process of tendering for equipment that will be provided to all frontline officers. Therefore the majority of officers who attend incidents do not currently have access to this technology. The use body-worn video cameras will assist the force to present evidence to the Crown Prosecution Service in support of a prosecution, even if a victim is reluctant to prosecute the perpetrator.

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

Figure 3: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017[18],[19]
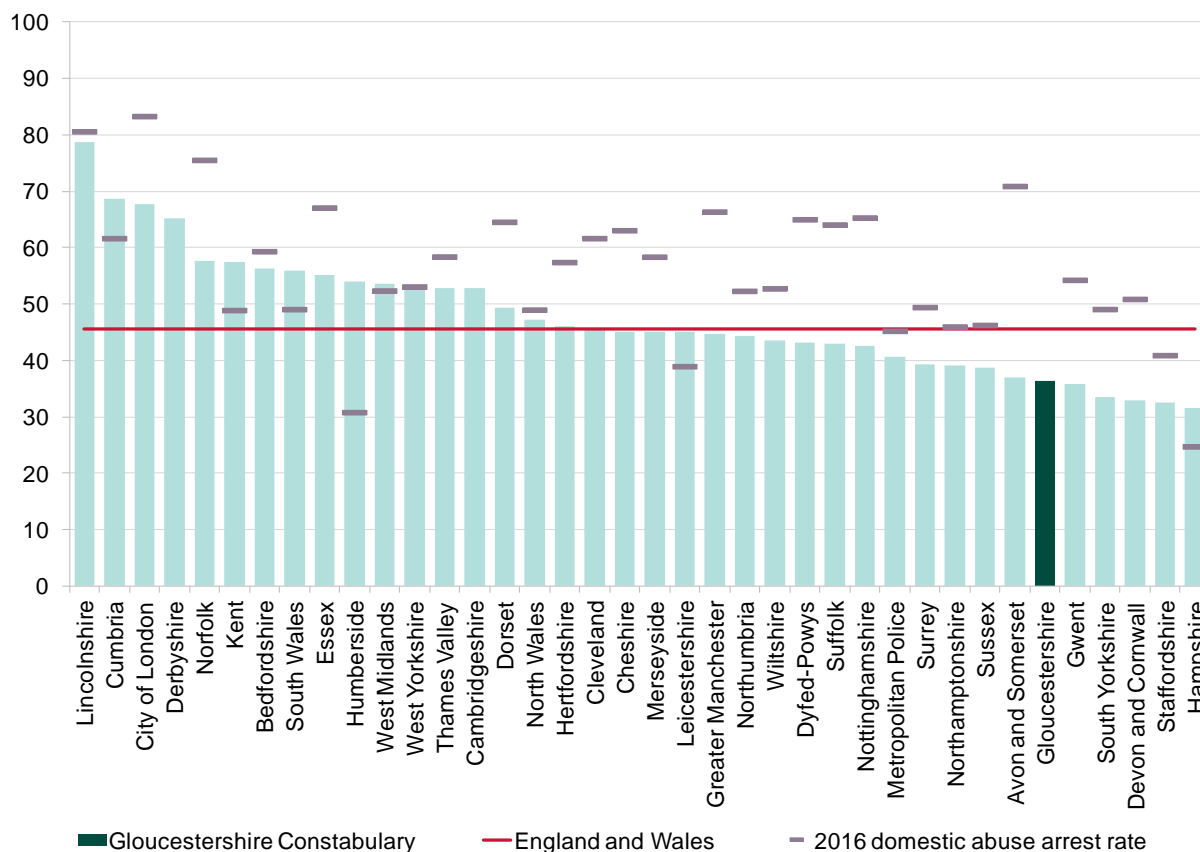
Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data[20]
For further information about this data, please see annex A

In the 12 months to 30 June 2017, the domestic abuse arrest rate in Gloucestershire was 36 arrests per 100 domestic abuse-related offences. This is lower than the England and Wales rate of 46. For the 12 months to 30 June 2017, the rate of those charged or summonsed for domestic abuse related offences in Gloucestershire has decreased by 26.5 percent when compared to the 12 months to 30 June 2016. In

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[18] 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.

[19] 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.

[20] 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.

contrast, the force is using more domestic violence protection orders (DVPOs)[21], with a 42.9 percent increase in the number of DVPOs granted in the year to 30 June 2017 when compared with same time period in 2016.

Mental health

Gloucestershire Constabulary has a good understanding of the needs of vulnerable people with mental health problems. The force has recognised the changing role of the police in supporting people with mental health conditions and has improved its arrangements for working with partner organisations in order to provide a more effective service. Officers and staff in the control room have received training and now demonstrate a good understanding of the importance of taking immediate action where necessary to protect those with mental health conditions.

There are good processes in place for assessing risk, which enable staff to make effective decisions and refer people in need to the right places. Call handlers also have access to community psychiatric nurses (CPNs) to help them identify and assist those who require additional or specialist support. In the 12 months to 30 June 2017, Gloucestershire Constabulary recorded 9,557 incidents on the force control system that were flagged to identify mental health concerns. This has increased when compared with the same period last year and represents six percent of all recorded incidents on the force control system.

In Gloucestershire, there is a genuine and constructive multi-agency approach to dealing with mental health. Frontline officers and staff have a clear understanding of the force's approach to mental health and appreciate the role played by their NHS colleagues in resolving incidents involving people with poor mental health. During our inspection, mental health partner organisations described officers as being helpful, kind and compassionate. The force has comprehensive arrangements in place to raise awareness and provide training to officers and staff with regards to mental health. This includes the appointment of a full-time mental health practitioner, provided by the mental health trust, to the force's training department.

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[21] 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.

In the 12 months to 30 June 2017, Gloucestershire Constabulary detained 609 individuals under section 136 of the Mental Health Act.[22] This represents 977 individuals per one million population detained under section 136. Gloucestershire Constabulary has the highest rate per one million detained under section 136 of the forces in England and Wales (which has a rate of 426 per one million population). The force is working effectively with other organisations to reduce the need to use police cells as places of safety for vulnerable people awaiting mental health assessments. For example, the force and mental health trust are trialling the use of a mental health triage car.[23] This allows CPNs, who have access to NHS databases, to work alongside frontline officers to resolve problems without officers having to resort to use of their powers of detention. There is a clear multi-agency commitment to sustain and enhance this service. Initial evaluations are positive and the force reports that since its introduction there has been a reduction in the number of detentions under section 136 of the Mental Health Act.

Investigating crimes involving vulnerable people

Gloucestershire Constabulary generally investigates crimes involving vulnerable victims to a good standard. The force has taken steps to improve the quality of investigation involving vulnerable people. We found that in cases held by the specialist investigation teams, investigation planning is of a good standard, there is strong supervisory oversight and in the majority of cases arrangements agreed with victims to support them through the investigation are recorded. On most occasions, crimes involving vulnerable victims are allocated to specialist officers. These officers receive appropriate levels of training and supervision from more senior investigators, with regular opportunities for continuing professional development. The ten highest-risk domestic abuse cases always remain with the specialist investigation team. The workload managed by specialist detectives is appropriate and welfare checks are in place to support their wellbeing. This provides reassurance in their ability to conduct

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[22] 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.

[23] The mental health triage car 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.

high-quality investigations and provide tailored support to victims. However, we found that a small number of high-risk domestic abuse investigations were allocated to officers in the local investigation teams who did not have the appropriate experience and training. To address this, the force is in the process of restructuring the local investigation teams, increasing the ability of officers to investigate complex and more serious crimes.

The force makes some use of legal powers to protect victims of domestic abuse, such as DVPOs and domestic violence prevention notices (DVPNs). Although the rate of DVPOs granted is below the England and Wales rate, the numbers of both DVPNs and DVPOs applied for and granted has increased since 2016. Disclosures under the 'right to ask' (Clare's Law)[24] are in line with the England and Wales rate. In the 12 months to 30 June 2017, 42 'right to ask' applications were made in Gloucestershire under Clare's Law. Of these, 22 disclosures were made, which is a disclosure rate of 52.4 percent.

We also examined the arrangements in place to manage dangerous offenders. The performance in this area has declined since HMICFRS' 2016 effectiveness inspection, where it was judged to be effective. Current workloads of staff in the management of sexual offenders and violent offenders (MOSOVO)[25] team are extremely high and there is a backlog of visits for high and medium-risk registered sex offenders. This is on the force risk register, but the force requires a clear plan to improve the situation. There are currently 583 individuals being managed in the community under the multi-agency public protection arrangements (MAPPA)[26] and HMICFRS considers that addressing the backlog is a high priority to reduce the risk of further offending.

MAPPA arrangements are in place and partner organisations are fully engaged in the process. Assessments to identify risk are conducted using the nationally recognised ARMS[27] model. We noted that, as a result of effective daily management

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[24] 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.

[25] The police has a shared responsibility for the management of sexual offenders and violent offenders when they are released from prison into the community, in partnership with probation and prison staff and other agencies.

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

[27] ARMS is a structured assessment process to assess dynamic risk factors known to be associated with sexual re-offending, and protective factors known to be associated with reduced offending. It is intended to provide police and probation with information to plan management of convicted sex offenders in the community.

meetings and other sources of intelligence, local officers and PCSOs are aware of high-risk offenders living in their communities, and take an active part in monitoring and managing them.

Partnership working

Gloucestershire Constabulary has effective, well-developed relationships with partner organisations which enable it to support vulnerable people and address the needs of victims. The force plays a leading role in the MASH, with a number of partner agencies located in one place to maximise opportunities for information sharing. Effective safeguarding plans are developed for vulnerable victims who need support. HMICFRS found that other partnership engagement services, such as for victim and witness support, are generally effective at identifying and providing support to vulnerable people. Additionally, the multi-agency child sexual exploitation team uses a bespoke risk-assessment intelligence tool, identifying the top 20 victims and perpetrators. These individuals are discussed at child sexual exploitation, missing persons, and multi-agency risk assessment conference (MARAC)[28] meetings to ensure individual multi-agency plans are agreed to provide support to victims.

There is an established MARAC process in place. Information about the highest-risk domestic abuse cases is shared at MARAC meetings between the police and other specialists, including local independent domestic violence advisers (IDVAs) who support victims.[29] We reviewed the MARAC process and found the system to be effective. In contrast to many other forces, MARAC meetings in Gloucestershire are held as and when needed, and if necessary on a daily basis. Due to the co-location of all the relevant partner agencies, safety plans are often agreed without the need to hold a formal MARAC meeting. This means that victims of domestic abuse receive the services they need quickly and without delay, and explains why the number of cases referred to the MARAC appears to be low when compared with the total number of high-risk cases recorded on the force system.

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[28] 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.

[29] 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.

Areas for improvement

- The force should ensure that the risks posed by registered sex offenders are managed effectively.

- The force should ensure that its process for obtaining feedback from victims of domestic abuse includes those victims who do not support police action.

Tackling serious and organised crime

● ● ○ ○   **Requires improvement**

Understanding threats

HMICFRS is pleased to find that the force has improved its understanding of the threat posed by serious and organised crime (SOC) since last year's inspection.[30] The force now uses structured methods to assess threats and prioritise resources and activity, including the use of MoRILE processes. Additionally, the first version of a pan-Gloucestershire SOC local profile has been completed. Currently, this includes limited data from partner organisations; the addition of more data from partners would expand and enrich the force's understanding of organised crime and provide a platform for an effective multi-agency response.

The force is starting to identify new organised crime groups (OCGs) and neighbourhood officers are beginning to identify crime groups in their local area. Better use of existing intelligence assets and community teams would allow the force to have a proactive understanding of existing and emerging threats, such as lawful or unlawful possession of firearms within or beyond the force area boundaries.

Once identified, OCGs are mapped[31] correctly and reviewed at regular intervals, in line with national guidance. Gloucestershire Constabulary has fewer OCGs mapped relative to the size of its population than most other forces in England and Wales, although this rate has increased since 2016. This supports the view that new OCGs are being identified and assessed. The force should continue to develop its approach to identifying OCGs so it can provide local communities with the best possible protection.

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[30] 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.

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

Figure 4: Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017[32]
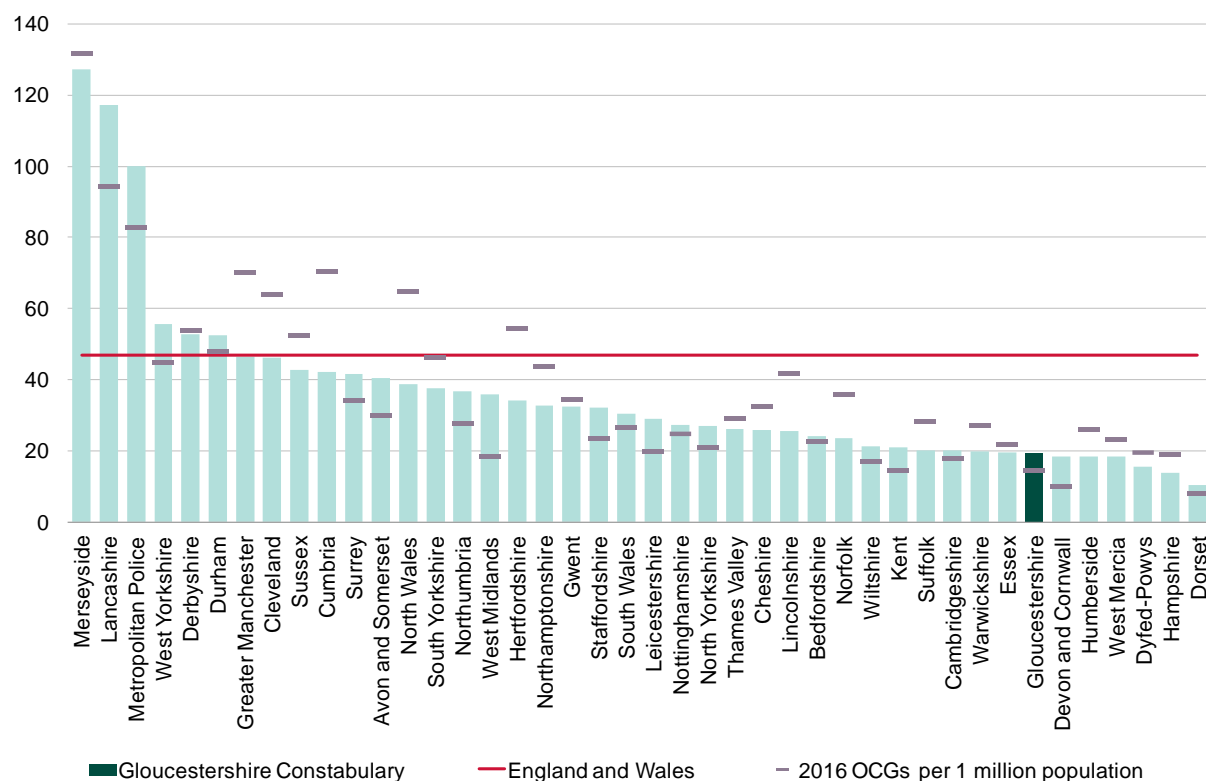
Legend: Gloucestershire Constabulary | England and Wales | 2016 OCGs per 1 million population

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

Disrupting and investigating serious and organised crime

Gloucestershire Constabulary is improving its approach to disrupting and investigating serious and organised crime.[33] It has a clear process for prioritising activity, although this needs to be strengthened by a more systematic application of professional judgment and use of risk-assessment methods, such as MoRiLE. The force is beginning to implement a structured approach to OCG management, based on the national 4Ps model (pursue, prevent, protect and prepare).This is an improvement on 2016, but it needs to become more firmly established before it is fully effective. The force has established a serious and organised crime partnership board and this is starting to direct activity in priority areas.

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

[33] Serious and organised crime includes human trafficking, drug trafficking, organised illegal immigration, high value fraud and other serious financial crimes, counterfeiting, organised theft, burglary or robbery and cyber-crime. It is perpetrated by groups of people operating collaboratively on a continuing basis, typically in order to realise substantial financial gain and sometimes involving serious violence.

The force is tackling dangerous drug networks effectively. These have been identified as a priority and activity is reviewed monthly. The force shares intelligence with neighbouring forces and partner organisations to identify the OCGs involved. A detailed local thematic profile has been developed with partner organisations to focus activity and co-ordinate a multi-agency response.

The force makes limited use of the regional organised crime unit (ROCU). At the time of our inspection, it had no live operations being supported by the ROCU and we were told that it relies predominantly on local specialist resources to support and achieve operational outcomes. There is evidence that the relationship with the ROCU is good strategically and tactically, and there are recent examples of joint working to disrupt serious organised crime activity. However, the force needs to ensure that it requests specialist regional support when this would be beneficial, and takes steps to minimise any unnecessary duplication of these capabilities at force level.

At a local level, lead responsible officers (LROs), who take responsibility for tackling OCGs over the long term, are working with geographically based community safety partnerships (CSPs) to agree multi-agency responses to disrupt serious organised crime activity and gather intelligence. The force has been developing the LRO role and a monthly meeting has been established to hold LROs to account. Neighbourhood LROs have been assigned to all OCGs based on the geographical location of key OCG members. Nevertheless, the experience and skill-set of LROs varies and additional support is required through local and regional training to fill knowledge gaps. LROs have been provided with guidance which provides a full range of activities to disrupt criminal activity.

There is limited evidence to show how the force analyses the effect of its disruptive activity on serious and organised crime over the long term. The force uses a new national template to record its disruptive activity against OCGs, however we found that not all disruption activity carried out by the neighbourhood teams is being assessed or recorded.

Preventing serious and organised crime

Gloucestershire Constabulary has good arrangements in place and is proactive in identifying those who may be vulnerable to being drawn into serious organised crime and/or gang activity. The force has a variety of force-wide diversionary programmes available, for example the Great Expectations and Aston projects. The force adopts a tiered approach, ranging from those showing early behavioural issues or with identified vulnerabilities to those who have a significant offending history and/or have been excluded from mainstream schooling. These projects aim to prevent young people entering the adult criminal justice system and being exploited for criminal purposes. Structured media campaigns are used to support force activity,

highlighting the risks of becoming involved in or being the victim of serious organised crime. This includes the use of social media specifically targeted at those most at risk.

The force works in partnership with the ROCU and prison service to ensure OCG members serving prison sentences are monitored. Local policing teams are also made aware of potential harmful criminals before their release so they can be managed effectively in the community. The force was unable to provide us with data on the number of serious crime prevention orders (SCPOs)[34] applied for over the last 12 months because it does not have a central database containing this information. However, we were informed that the force currently has ten live SCPOs. A process is in place for monitoring compliance with the orders, gathering intelligence and conducting enforcement activity against those who do not comply.

Areas for improvement

- The force should develop further its approach to prioritising activity aimed at tackling organised crime, using OCG mapping, MoRiLE and professional judgment to make informed decisions about how to target its resources.

- The force should make maximum use of regional organised crime unit capabilities, and minimise their duplication at force level.

- The force should develop further its serious and organised crime local profile. This should be done in conjunction with partner organisations to deepen its understanding of the threat posed and inform joint activity aimed at reducing the threat.

- The force should improve its understanding of the impact of its activity on serious and organised crime through the 4 Ps, and ensure that it learns from experience to maximise its disruptive effect on this work.

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[34] A court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

Specialist capabilities

Ungraded

National policing responsibilities

The Strategic Policing Requirement (SPR)[35] specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Gloucestershire Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has assessed its capability to respond to the six national threats included in the SPR.

The force uses the management of risk in law enforcement (MoRiLE) methodology to prioritise national threats. To build the force's capabilities to address these threats, senior officers have been assigned to each of them as part of a development programme managed by an assistant chief constable.

The force has a comprehensive exercise and testing programme involving partner organisations – a shared ICT system ensures the active participation of all concerned and the sharing of learning and best practice.

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*[36] makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat

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[35] 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

[36] *Code of Practice on the Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

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).

Gloucestershire Constabulary operates joint arrangements with Wiltshire Police and Avon and Somerset Constabulary to provide armed policing. The force has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code and the College of Policing guidance.[37] The force last reviewed its APSTRA on 5 July 2017.

In Gloucestershire Constabulary, we found that the designated chief officer scrutinises the APSTRA closely. She formally approves 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. However, the joint working arrangements between the three forces would be improved if duties scheduling and ICT operating systems were unified. This would lead to more efficient working practices in the region.

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[37] 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 2,700[38] police case files across crime types for:

- theft from person;

- rape (including attempts);

- stalking;

- harassment;

- common assault;

- grievous bodily harm (wounding);

- actual bodily harm.

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

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[38] 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 Rules[39] 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.

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[39] 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.