

# PEEL: Police effectiveness 2017

An inspection of Suffolk Constabulary



March 2018

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ISBN: 978-1-78655-559-5

[www.justiceinspectors.gov.uk/hmicfrs](http://www.justiceinspectors.gov.uk/hmicfrs)

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## Force in numbers



### Calls for assistance

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

Suffolk Constabulary

England and Wales

**219**

**282**



### Anti-social behaviour

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

Suffolk Constabulary

England and Wales

**16**

**31**

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

Suffolk Constabulary

England and Wales

**-24%**

**-0.05%**



### Crime (excluding fraud)

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

Suffolk Constabulary

England and Wales

**65**

**77**

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

Suffolk Constabulary

England and Wales

**+10%**

**+14%**



## Crime outcomes\*

Charged/summonsed

Suffolk Constabulary

England and Wales

—

10%

Evidential difficulties: suspect identified but victim does not support action

Suffolk Constabulary

England and Wales

—

13%

Investigation completed but no suspect identified

Suffolk Constabulary

England and Wales

—

48%



## Domestic abuse

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

Suffolk Constabulary

England and Wales

5

15

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

Suffolk Constabulary

England and Wales

11%

11%



## Organised crime groups

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

Suffolk Constabulary

England and Wales

20

47

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

## Risk-based inspection

HMICFRS adopted an interim risk-based approach to inspection in 2017 in order to focus more closely on areas of policing where risk to the public is most acute.<sup>1</sup>

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

- Protecting vulnerable people; and
- Specialist capabilities.

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

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<sup>1</sup> Full details of the interim risk-based approach are available from the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

<sup>2</sup> The 2016 effectiveness report for Suffolk Constabulary can be found on the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-suffolk](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-suffolk)

## Effectiveness overview

### Judgments

Overall effectiveness 2017  Good

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

### Summary

Suffolk Constabulary is good at keeping people safe and reducing crime. The force has performed consistently well in our effectiveness inspections and maintains high-quality services for its communities. This overall judgment is based partly on evidence gathered in 2016, but it was reviewed following the most recent inspection

The force is good at supporting victims and protecting people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse. Staff are good at identifying whether someone is vulnerable when people first contact the police. Officers generally provide a good

initial response, and, despite some inconsistencies in the initial recording of risk assessments, we found that all necessary immediate safeguarding actions are carried out appropriately.

Crimes involving vulnerable victims are investigated to a good standard, and supervisors provide proper oversight. We found some investigators with high workloads, but the force has plans in place to address this and victims generally receive a good service. Outcomes in domestic abuse investigations are in line with those of other forces in England and Wales, and Suffolk Constabulary makes good use of the powers available to protect victims of domestic abuse.

The force also works well with partner organisations such as local councils, the health service, and charities to support vulnerable people and address their needs appropriately. It provides effective support to people with mental health conditions, and manages the risks posed by registered sex offenders to its communities.

Suffolk Constabulary has the necessary arrangements in place to fulfil its national policing responsibilities, and to respond initially to an attack which requires an armed response.

# Protecting vulnerable people and supporting victims



Good

## Identifying vulnerability

Suffolk Constabulary is good at identifying and assessing vulnerable people. The force's vulnerable people strategy is in draft, but it has already provided officers and staff with clear guidance on how to deal with vulnerable people, including a practical leaflet which follows the national decision model. It uses the College of Policing's definition of vulnerable people, which states that "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". We found that officers and staff understand vulnerability.

The force's joint performance and analysis department (operated in collaboration with Norfolk Constabulary) has produced strategic profiles on a wide range of vulnerability matters. The force works well with partner organisations and uses their data as well as its own to understand the nature and scale of vulnerability throughout the county. For example, it is a member of the Suffolk Information Forum, which supports and enables partnership and joint working, including data and intelligence-sharing across Suffolk. The forum includes the county and district councils, and public health, fire and police services. This helps to improve understanding of wider vulnerability issues and to enable an integrated approach to service provision for vulnerable people. The force also works proactively to uncover and understand 'hidden' harm. We found that the force has recently established a street gangs unit based in Ipswich. Officers working in this unit review intelligence on suspects and, before carrying out any enforcement action, they consider wider information, such as whether suspects might have been drawn into criminality because they are vulnerable, as with victims of forced labour or sexual exploitation.

Suffolk Constabulary identifies vulnerable victims well at the first point of contact with the police. All call handlers use THRIVE,<sup>3</sup> which is a structured risk-assessment method. This allows call handlers to identify vulnerable victims and provide the appropriate response at the earliest opportunity. However, we found that the force does not require call handlers to make a written record of the THRIVE risk assessment. This means it is not always clear on the incident log why the call

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



handlers have made their decisions about the level of vulnerability and the response. However, there is a quality assurance process in place within the control room in which supervisors regularly review incidents and calls to ensure that vulnerable people are being identified appropriately. The IT system within the control room enables call handlers to identify repeat callers, including those who are repeat victims of domestic abuse.

## **Initial response**

Suffolk Constabulary's initial response to incidents involving vulnerable people is good. However, the force needs to do more to ensure that officers and staff follow the process for assessing risk and the extent to which a person is vulnerable in relation to domestic abuse. The force has a clear policy that officers must complete a DASH<sup>4</sup> risk assessment face to face with the victim when domestic abuse incidents have occurred between people who are, or have been, intimate partners. The aim is to assess fully the risk to the victim and their children, so that all appropriate safeguarding and any further referrals can be put in place quickly. However, we found evidence that these forms are not always completed on initial attendance and a very small number are not completed face to face. Officers we spoke with did not have a consistent understanding of the force's requirement for DASH completion. This could have a negative effect on the immediate safeguarding actions that the force and partner organisations put in place to protect victims. The force's domestic abuse team receives a notification from the force's IT system when a DASH risk assessment has not been completed when required. To address this, the team requests that an officer revisits the victim to ensure that the risk assessment takes place. This could put a victim at further risk if the offender is present when an officer revisits the victim.

Officers help to identify wider vulnerability concerns by completing adult and child referrals at domestic abuse incidents. Officers submit these referrals electronically, and the force's IT system automatically notifies the safeguarding teams. The force ensures satisfactory supervisory oversight of completed DASH risk assessments and safeguarding plans. The completed forms are quality-assured by the officer's immediate supervisor, and the force's domestic abuse team carries out a secondary assessment for all high and medium-risk cases. This helps to identify any additional safeguarding support that could be given in each case.

Despite some inconsistencies in the initial recording of risk assessments, we found that all necessary immediate safeguarding actions are carried out appropriately at initial response. The force has satisfactory partnership arrangements to address

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<sup>4</sup> DASH is a 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 frontline practitioners identify high-risk cases of domestic abuse, stalking, harassment and so-called honour-based violence.

longer-term safeguarding matters through the multi-agency safeguarding hub (MASH),<sup>5</sup> which is led by the local authority. This brings together a wide range of partner organisations from throughout the county to provide practical support and guidance for vulnerable people. Officers carrying out investigations with vulnerable victims have a good understanding of how to contact the MASH and the support that the MASH can provide to victims throughout the investigative process and afterwards.

The force is in the process of issuing body-worn video cameras to all frontline officers, and all officers will have them by the end of 2017. At the time of our inspection, only a small number of officers had access to body-worn video cameras, but had a clear understanding of their value in gathering good evidence at domestic abuse incidents and that this evidence is helping investigation teams.

For every 100 domestic abuse-related offences recorded by Suffolk Constabulary in the 12 months to 30 June 2017, the force made 42.9 arrests. This is in line with the England and Wales arrest rate of 45.5 arrests per 100 domestic abuse-related offences. The rate of voluntary attendance<sup>6</sup> is 0.7 people per 100 domestic abuse related offences. This is lower than the England and Wales rate of 7.0 people per 100 domestic abuse-related offences.

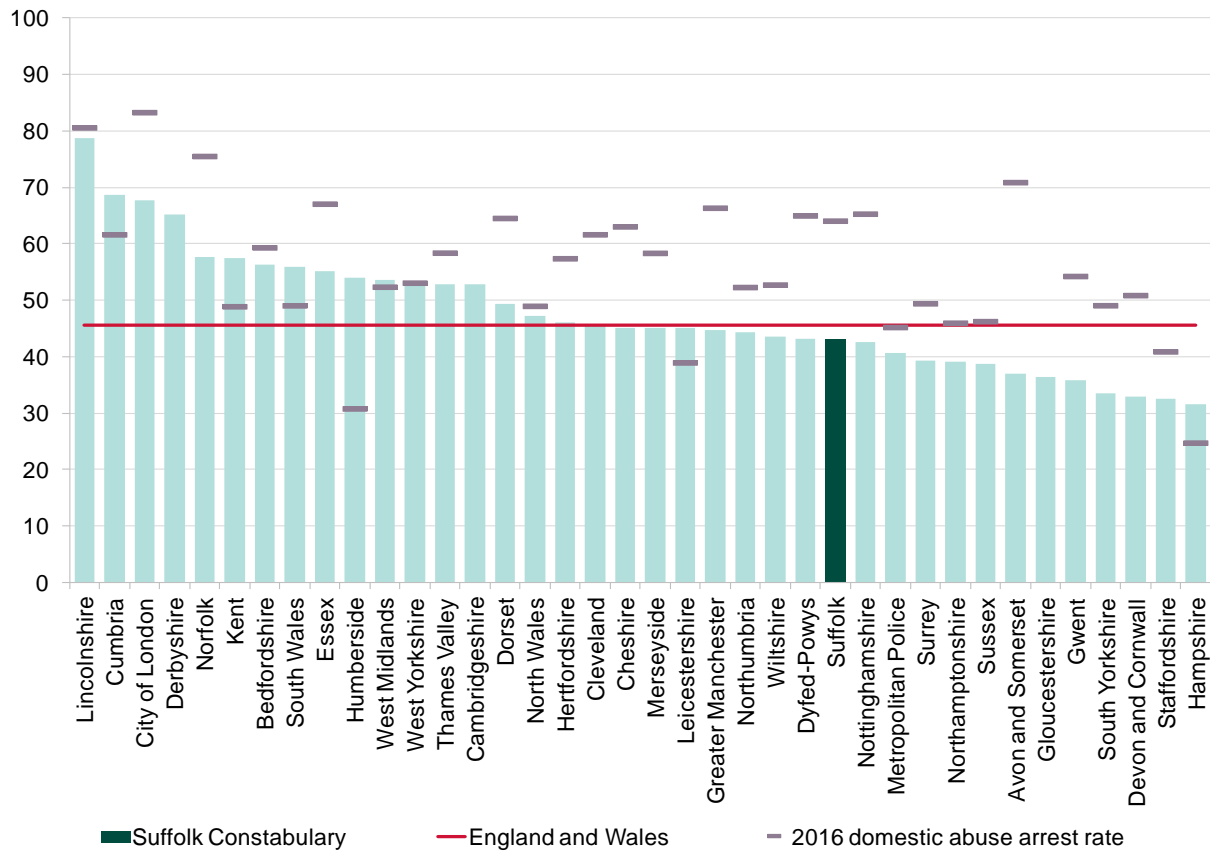
The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not linked directly to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse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

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<sup>5</sup> A multi-agency safeguarding hub (MASH) is a location in which staff from the police, local authority and other safeguarding agencies share data, research and decision-making about local children and adults who are vulnerable; the purpose is to ensure a timely and joined-up response for children and vulnerable adults who require protection.

<sup>6</sup> 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.

**Figure 1: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017<sup>7,8</sup>**



Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data<sup>9</sup>

For further information about this data, please see annex A

<sup>7</sup> Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide 2017 domestic abuse arrest data. Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data.

<sup>8</sup> North Yorkshire Police was unable to provide comparable domestic abuse arrest data. Therefore, it has been removed from the graph. For further information, please see annex A.

<sup>9</sup> The Home Office has provided HMICFRS with data on domestic abuse-related offences recorded in the 12 months to 30 June 2017. These data are more recent than those published by the Office for National Statistics.

## Mental health

Suffolk Constabulary understands the role of the police in supporting people with mental health conditions. The force has developed good working arrangements with other agencies so that it can further improve the service it provides. It is working closely with partner organisations to reinvigorate the Mental Health Crisis Care Concordat<sup>10</sup> through more effective partnership governance structures and the establishment of a mentally healthy communities programme board. The force has recently completed an exercise in which it identified all the contacts that officers and staff had with people with mental health conditions during a single day and the demand that this created. It is now undertaking further analytical work to understand this in more detail. Control room staff have a good understanding of the importance of acting immediately to protect callers who may have mental health conditions and can get immediate advice from the mental health nurse located in the control room. The force has recently introduced the ABCDE<sup>11</sup> assessment process for mental health as part of its guidance to the workforce on recognising and understanding vulnerability, which officers can use when attending an incident.

All officers receive training on mental health as part of their annual personal safety training and are required to complete the College of Policing online mental health training package. Newly recruited officers receive four face-to-face training sessions on mental health with partner organisations and people who have had personal experience of mental health problems and interactions with the police. All officers and staff have also been provided with a mental health roadmap, which clearly shows the importance of their role and what they are expected to do when dealing with an incident involving mental health conditions.

The force has a well-established mental health triage scheme. This includes a mental health nurse based in the control room as well as a triage car staffed by a mental health nurse and a police officer for incidents involving a concern about a person's mental health. This is funded jointly by the police and local health partners. The mental health nurses have access to local mental health records, which they can review before providing officers attending incidents with advice to help them deal with the situation more effectively. The triage scheme is available daily between 2.00pm and midnight. The force has ensured that at other times advice is available through a network of officers and staff who are designated as mental health single points of contact and are based in each neighbourhood area and at custody suites.

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<sup>10</sup> The Mental Health Crisis Care Concordat is a national agreement between services and agencies involved in the care and support of people who are experiencing a mental health crisis. See: [www.crisiscareconcordat.org.uk/national-concordat/](http://www.crisiscareconcordat.org.uk/national-concordat/)

<sup>11</sup> ABCDE is a risk assessment tool to help assess vulnerability by considering: appearance, behaviour, communication, danger and environment.

These officers and staff receive additional bi-monthly training on mental health and legislation, and they also work closely with mental health agencies at a local level.

The mental health nurse within the control room also gives advice to officers who are dealing with victims who might have mental ill health and who may need additional support during an investigation. The force's joint performance and analysis department, which is run in collaboration with Norfolk Constabulary, has completed a review of the effectiveness of the mental health triage scheme. This review has been evaluated by the Better Policing Collaborative.<sup>12</sup> The review found that the mental health triage scheme enabled more effective exchange of information between the police and health service partners, resulting in quicker decision-making and a more appropriate police response to incidents involving mental ill health matters.

## **Investigating crimes involving vulnerable people**

The force investigates crimes involving vulnerable victims to a good standard. These crimes are allocated to both specialist and non-specialist units. We found that in general workforce morale is good and officers and staff feel that their wellbeing is supported effectively by their managers. The force ensures that there is a consistent and proportionate use of action plans and effective supervision of investigations on the force's IT system. The force uses a standardised approach to crime investigation: an eight-point plan that covers the main areas that officers need to consider during an investigation. Officers must ensure that all investigations have the eight-point plan documented on the force's IT system. The force has good assurance processes to review this. However, not all officers within specialist units had completed relevant national training courses and some officers had high workloads. The force has clear plans to address these problems, including the introduction of a detective pathway entry process for new officers.

We also found that the force has a backlog of crimes awaiting allocation to officers for investigation as well as crimes waiting to be closed. The force's joint investigation management unit (operated in collaboration with Norfolk Constabulary) uses a triage process to identify and allocate crimes which involve vulnerable victims and to notify the appropriate safeguarding teams, which then ensure that all continuing safeguarding actions are carried out. However, the delay in allocating some crimes could have an effect on the relationship which vulnerable victims have with the force during the investigation process. There is a risk that victims may become less engaged, because of uncertainty about what is happening with the investigation.

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<sup>12</sup> The Better Policing Collaborative is a joint venture involving universities and Skills for Justice. It provides an opportunity for the force to apply an academic evaluation of specific areas of policing, enabling them to develop a better understanding of what does and does not work and allowing it to make future decisions based on strong evidence.

The crimes awaiting closure on the force's IT system have all been appropriately investigated, with action taken where necessary, and reviewed by a supervisor. However this backlog in processing means that officers are regularly sent automatic notifications on the force IT system requesting reviews or updates that are unnecessary. The effect of this was that officers found it difficult to identify priority tasks in their workloads quickly and effectively. Although we found no evidence of risk being missed, this could result in a delay to the effective investigation of crimes with vulnerable victims and the ability to provide timely and appropriate updates. The force is aware of this and scrutinises the backlog daily. It has started to increase the staffing levels within the incident management unit, and is also training more supervisors to close off crimes on the force IT system where appropriate.

Suffolk Constabulary is reviewing its use of domestic violence protection notices (DVPNs)<sup>13</sup> and has analysed a sample of crimes that met the threshold for an application for a DVPN. It is undertaking further work to understand the effectiveness of the use of this legislation. The force has provided officers with a briefing document on the use of DVPNs when dealing with domestic abuse cases. We found that the use of Clare's Law<sup>14</sup> is one of the specific considerations included within the secondary assessment of DASH risk forms, which is carried out by the domestic abuse teams. This results in a high number of cases being submitted to the MASH for consideration of disclosure under Clare's Law 'right to know' provisions. The force has a rate of disclosure for Clare's Law 'right to know' cases of 39.0 disclosures per 100,000 population. This is very high in comparison with the England and Wales disclosure rate of 5.7 disclosures per 100,000 population. We found that the force provided timely disclosures by using appropriately skilled officers and staff throughout the force with support from the three domestic abuse teams throughout the county.

The rate at which Suffolk Constabulary charges domestic abuse offenders with a crime is 17.9 charges per 100 domestic abuse-related offences. This is in line with the England and Wales charge rate, which is 18.6 charges per 100 domestic abuse-related offences.

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<sup>13</sup> Domestic violence protection notices (DVPNs) may be issued by an authorised police officer to prevent a suspected perpetrator from returning to a victim's home and/or contacting the victim. Following the issue of the DVPN, the police must apply to magistrates for a domestic violence protection order (DVPO). The DVPO will be granted for a period of up to 28 days.

<sup>14</sup> Clare's Law, or the domestic violence disclosure scheme, has two functions: the 'right to ask' the police about a partner's previous history of domestic abuse or violent acts; and the 'right to know' – police can proactively disclose information in prescribed circumstances.

## Partnership working

Suffolk Constabulary has good working relationships with partner organisations through the MASH, which enable it to ensure that vulnerable victims are provided with effective co-ordinated support from a range of services. It has one MASH, which is led by the local authority and includes representation from relevant partners, including public sector organisations and charities. The force has recently trialled a survey of victims of domestic abuse. At the time of our inspection, the force was reviewing the findings of this trial in order to decide how to implement these surveys most effectively on a permanent basis. A report was due to be discussed by the chief officers that contained a recommendation to recruit a victim-survey co-ordinator to manage surveys of victims of domestic abuse. The force is also working with partners to obtain the views of victims of domestic abuse to assist it to improve the services it provides. A domestic abuse scrutiny panel includes representation from the Crown Prosecution Service and domestic abuse charities that represent the views of victims. The panel meets quarterly to review a sample of domestic abuse investigations and assess how the police and partners could improve the service they provide. The force also carries out surveys with victims of hate crime, online crime, rural crime and business crime; however, it would benefit from gathering feedback from other vulnerable victims, such as those with mental ill health.

The force contributes significantly to the effectiveness of the multi-agency risk assessment conference (MARAC) process, in which information about high-risk domestic abuse cases is reviewed with partner organisations and independent domestic violence advisers. The rate of cases involving female adults which are discussed at MARACs within Suffolk Constabulary is 61 cases per 10,000 female adults, which is very high compared with the England and Wales rate of 35 cases per 10,000 female adults. SafeLives estimates that there should be around 40 cases per 10,000 female adults. An independent review of the effectiveness of the MARAC process within Suffolk has been conducted by SafeLives.<sup>15</sup> The force and partner organisations are making progress with the recommendations made in this review. We found that the current high demand means that there is a backlog of cases awaiting discussion. In order to address this issue, the force has recently increased the frequency of MARAC meetings and it expected that by January 2018 there would be no backlog in cases waiting to be discussed.

Suffolk Constabulary is adequately prepared to manage the number of registered sex offenders in the county. However, the force has recognised that this is becoming more difficult because numbers of offenders are increasing. It is considering ways to manage registered sex offenders more effectively while still protecting the public. When necessary, local officers are given information about registered sex offenders.

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<sup>15</sup> SafeLives is a charity that aims to eliminate domestic abuse through evidence-based partnership working with a range of organisations, including the police and health services and other charities.

These officers understand the importance of submitting intelligence about these offenders and knew about the process for doing this effectively.

**Area for improvement**

- The force should review its processes for completing DASH risk assessments to ensure that they are all carried out face to face and at the time of initial officer attendance.



## Specialist capabilities

### Ungraded

#### National policing responsibilities

The *Strategic Policing Requirement (SPR)*<sup>16</sup> specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Suffolk Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force routinely assesses its capability to respond to the six national threats included in the SPR. This assessment is undertaken in conjunction with Norfolk Constabulary.

To build capability to address the threats, chief officers from both forces have been assigned to each of them as part of a development programme. We found the programme to be an effective means of engaging the workforce and developing the skills and experience that both forces require.

The force has established a comprehensive training programme. Recent training exercises have tested the response to a marauding firearms terrorist attack. The force conducts careful de-briefs after all training exercises and major incidents; this identifies how improvements can be made and develops better ways of working on a consistent basis.

#### Firearms capability

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

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The *Code of Practice on the Police Use of Firearms and Less Lethal Weapons*<sup>17</sup> makes forces responsible for implementing

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<sup>16</sup> The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners. *The Strategic Policing Requirement*, Home Office, March 2015. Available from: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

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

national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Suffolk Constabulary operates joint arrangements with Norfolk 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.<sup>18</sup> The force last reviewed its APSTRA in August 2017. We found that the designated chief officer scrutinises the APSTRA closely. He formally approves its content, which includes the levels of armed capability and capacity that the threats require. His decisions and the rationale on which they are based are clearly auditable.

However, there is one area where we consider the APSTRA could be improved; too little is known of how rapidly armed response vehicles (ARVs) attend 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. At the time of the inspection, the force had recognised this as a shortcoming and measures are in place to include this data in the APSTRA.

The force has assessed that it does not need to increase the number of armed officers in Suffolk. However, it is working with other forces in the region to develop specialist firearms capabilities to address national threats.

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<sup>18</sup> College of Policing Authorised Professional Practice on armed policing, available at: [www.app.college.police.uk/app-content/armed-policing/?s](http://www.app.college.police.uk/app-content/armed-policing/?s)

## Annex A – About the data

The information presented in this report comes from a range of sources, including data published by the Home Office, the Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMICFRS collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they provided us, to ensure the accuracy of the evidence presented. For instance:

- Data that forces submitted were checked and queried with those forces where data were notably different from other forces or were internally inconsistent; and
- All forces were asked to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail within this annex. The source of Force in numbers data is also set out below.

## Methodology

### Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

### Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2016 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

## **Survey of police staff**

HMICFRS surveyed the police workforce across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of assigned tasks. This survey was a non-statistical, voluntary sample which means that results may not be representative of the workforce population. The number of responses varied between 16 and 1,678 across forces. Therefore, we treated results with caution and used them for identifying themes that could be explored further during fieldwork rather than to assess individual force performance.

## **Ipsos MORI survey of public attitudes towards policing**

HMICFRS commissioned Ipsos MORI to survey attitudes towards policing between 21 July and 15 August 2017. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 300 and 321 individuals in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey are available on our website:

[www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments](http://www.justiceinspectorates.gov.uk/hmicfrs/data/peel-assessments)

## **Review of crime files**

HMICFRS reviewed 2,700<sup>19</sup> police case files across crime types for:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

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

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<sup>19</sup> 60 case files were reviewed in each force, with the exception of the Metropolitan Police Service, West Midlands Police and West Yorkshire Police where 90 case files were reviewed.

criteria. Due to the small sample size of cases selected per force, we did not use results from the file review as the sole basis for assessing individual force performance, but alongside other evidence gathered.

## **Force in numbers**

A dash in this graphic indicates that a force was not able to supply HMICFRS with data or the data supplied by the forces were not comparable.

### **Calls for assistance (including those for domestic abuse)**

These data were collected directly from all 43 geographic police forces in England and Wales. In 2017, the data requested from forces contained a different breakdown of occurrences where the police were called to an incident.

### **Recorded crime and crime outcomes**

These data are obtained from Home Office police recorded crime and outcomes data tables for the 12 months to 30 June 2017 and are taken from the October 2017 Home Office data release, which is available from:

[www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)

Total police-recorded crime includes all crime, except fraud offences, recorded by all police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Data referring to police-recorded crime should be treated with care, as recent increases may be attributed to the renewed focus on the quality and compliance of crime recording since HMICFRS' national inspection of crime data in 2014.

Suffolk Constabulary was unable to submit 2017 outcomes data to the Home Office due to data quality issues, relating to the changing of its crime recording system to Athena. Therefore Suffolk Constabulary has been excluded from the England and Wales figure.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2017 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. Therefore these data are subject to change, as more crimes are assigned outcomes over time.

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the Home Office data hub (HODH) on a monthly basis. All other forces provide these data via a manual return also occurring on a monthly basis.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. This means they no longer issued simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. These three pilot forces continued to operate in accordance with the pilot conditions since the pilot ended in November 2015. Other forces subsequently also limited their use of some out of court disposals. Therefore, the outcomes data should be viewed with this in mind.
- Direct comparisons should not be made between general crime outcomes and domestic abuse-related outcomes. Domestic abuse-related outcomes are based on the number of outcomes for domestic-abuse related offences recorded in the 12 months to 30 June 2017, irrespective of when the crime was recorded. Therefore, the domestic abuse-related crimes and outcomes recorded in the reporting year are not tracked, whereas the general outcomes are tracked.
- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2017, Home Office, July 2017. Available from:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/633048/crime-outcomes-hosb0917.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/633048/crime-outcomes-hosb0917.pdf)

### **Anti-social behaviour**

These data are obtained from Office for National Statistics data tables (year ending 31 March 2017), available from:

[www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables)

All police forces record incidents of anti-social behaviour (ASB) reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Forces record incidents under NSIR in accordance with the same victim-focused approach that applies for recorded crime, although these data are not subject to the same quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with ASB incidents (for example, local authorities and social landlords), but incidents reported to these agencies will not generally be included in police data.

When viewing this data the reader should be aware that Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2015-16 the force could not identify whether these were ASB or other types of incident. These incidents have been distributed pro rata for Warwickshire, so that two percent of ASB incidents in the reporting year for 2015-16 is estimated.

### **Domestic abuse**

Data relating to domestic abuse-flagged offences is obtained through the Home Office for the 12 months to 30 June 2017. These are more recent data than those previously published by Office for National Statistics. The Home Office collects these data regularly and requires all forces to record accurately and flag domestic abuse crimes. Domestic abuse flags should be applied in accordance with the Home Office Counting Rules<sup>20</sup> to ensure consistency across forces, and within published data sets.

Data relating to domestic abuse arrests and outcomes were collected directly from all 43 geographic police forces in England and Wales.

Further information about the domestic abuse statistics and recent releases is available from:

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017)

When viewing this data the reader should be aware that North Yorkshire Police was unable to give the Home Office comparable data on domestic abuse-flagged crimes. The force extracted data for HMICFRS on the powers and outcomes used to deal with these offences by using an enhanced search. This search examined additional factors (such as the victim / suspect relationship) and included a keyword search to identify additional domestic abuse crimes which may not have been flagged.

The force used a simpler search, which identified domestic abuse crimes by flagging alone, to extract data it supplied to the Home Office. As North Yorkshire Police's data on domestic abuse are not comparable with other forces, we have excluded the data.

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<sup>20</sup> Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

## **Organised crime groups (OCGs)**

These data were collected directly from all 43 geographic police forces in England and Wales. City of London Police is excluded from the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

As at 1 July 2017 City of London Police had recorded 46 OCGs. However during the inspection we found that only six OCGs were within the force's geographical area and the remaining 40 were part of the National Fraud Intelligence Bureau's remit.

## **Figures in the report**

Not all forces' reports will contain all the figures we mention in the sections below. This is because some forces' data was incomplete or not comparable with England and Wales data, and in 2017 HMICFRS undertook risk-based inspections. More details about our risk-based approach can be found here:

[www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

### **Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017**

These data were collected directly from all 43 geographic police forces in England and Wales. HMICFRS collected data on anti-social behaviour powers, including:

- criminal behaviour orders;
- community protection notices;
- civil injunctions; and
- 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; and
- 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.