

PEEL: Police effectiveness 2017

An inspection of Wiltshire Police



March 2018

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ISBN: 978-1-78655-567-0

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

Wiltshire Police

168

England and Wales

282



Anti-social behaviour

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

Wiltshire Police

21

England and Wales

31

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

Wiltshire Police

-3%

England and Wales

-0.05%



Crime (excluding fraud)

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

Wiltshire Police

60

England and Wales

77

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

Wiltshire Police

+11%

England and Wales

+14%



Crime outcomes*

Charged/summonsed

Wiltshire Police

8%

England and Wales

10%

Evidential difficulties: suspect identified but victim does not support action

Wiltshire Police

12%

England and Wales

13%

Investigation completed but no suspect identified

Wiltshire Police

33%

England and Wales

48%



Domestic abuse

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

Wiltshire Police

8

England and Wales

15

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

Wiltshire Police

12%

England and Wales

11%



Organised crime groups

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

Wiltshire Police

21

England and Wales

47

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

Risk-based inspection

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

- Protecting vulnerable people; and
- Specialist capabilities.

Judgments from 2016² remain in place for areas which were not re-inspected in 2017. HMICFRS will continue to monitor areas for improvement identified in previous inspections and will assess how well each force has responded in future reports.

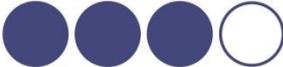
¹ Full details of the interim risk-based approach are available from the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based

² The 2016 effectiveness report for Wiltshire Police can be found on the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-wiltshire

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

Wiltshire Police is good at keeping people safe and reducing crime. It has performed consistently well in our effectiveness inspections and is making good progress.

The force is good at protecting vulnerable people and supporting victims. It is effective in how it identifies vulnerability. The force uses risk assessments for all calls for service into the force control room to identify threat, risk, harm and vulnerability of callers and others, and to ensure an appropriate response in accordance with individual needs. Daily review meetings ensure the officers deployed to calls for

service involving vulnerable people have the skills to meet the needs of the people involved. The workforce understand vulnerability and know how to identify the signs that a person may be at risk of harm.

Our review of investigation case files (undertaken before our inspection) found that the force provides vulnerable victims with a generally good standard of service. Call handlers, frontline officers and staff take a consistent approach to safeguarding vulnerable people.

Wiltshire Police is outstanding at identifying and supporting people experiencing mental health problems. It works exceptionally well with partner organisations through comprehensive and well-established meetings to ensure that continuing support and specialist safeguarding arrangements are in place for vulnerable people, including those who have experienced domestic abuse. In addition, the force works proactively with other organisations to ensure continual improvement of services to protect and reassure people at risk of harm.

Wiltshire Police has the necessary arrangements in place to fulfil its national policing responsibilities, and to respond to an attack requiring an armed response.

Appropriate governance processes are in place to assess and review force capability and capacity to respond to major incidents. Plans are tested with other organisations and information on outcomes is exchanged within the partnerships using a joint ICT system.

Protecting vulnerable people and supporting victims



Good

Identifying vulnerability

Wiltshire Police is effective in the way it identifies vulnerable people, defined as 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. The force has good leadership and governance arrangements to ensure that all vulnerable groups are identified and safeguarded appropriately. In the last 12 months, the chief constable has chaired two meetings with leaders of organisations that provide mental health services to ensure a partnership approach to protecting vulnerable people. An assistant chief constable provides strategic direction at a bi-monthly vulnerability development board meeting, at which compliance with victim care is monitored. The force communicates its strategic direction to the workforce through emails, direct messaging, video blogs, poster campaigns and articles posted on its intranet. The assistant chief constable directs new research, for example about the criminal exploitation of the vulnerable, and also maintains an overview of all areas of vulnerability (in accordance with the College of Policing definition).³ HMICFRS found clear lines of accountability from strategic decision making to operational activity on the front line to ensure vulnerable people are protected from harm.

The force assesses calls into the control room using a standardised risk assessment process (called THRIVE plus),⁴ and uses a decision-making tool called the national decision model to inform deployment decisions.⁵ It uses additional questionnaires if domestic abuse is suspected or reported and these inform the appropriate force response and the safeguarding needs of those involved. An established control

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

⁴ The threat, harm, risk, investigation, vulnerability, engagement, prevention and intervention (THRIVE plus) 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.

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

room-based mental health triage⁶ scheme has been extended recently to provide cover 24/7, increasing the partnership capability to identify, respond to and safeguard people experiencing mental ill health. The force has a programme of internal communication, including e-briefings, blogs and poster campaigns, and training and safeguarding support materials to ensure frontline officers and staff provide an effective response to incidents involving vulnerable people. We found the workforce has a good level of knowledge of the vulnerability strategy. Officers and staff could clearly explain their understanding of vulnerability, including how to identify people who may be exposed to harm by being trafficked or through forced labour, so-called 'hidden' harm. In addition, we found evidence of officers and staff visiting people who may be at risk of forced labour and exploitation and vulnerable communities and locations.

Initial response

Wiltshire Police takes a comprehensive approach to identifying vulnerable people. Control room ICT systems provide automated and manual search facilities to identify callers who have contacted the police before or who are vulnerable. An intelligence development officer provides additional research capability to inform risk assessments, specifically regarding domestic abuse incidents. Call handlers use structured risk assessments, the national decision model, professional judgment and force policy to inform deployment decisions, which are monitored by supervisors in the control room. For victims of sexual offences, and in accordance with the victim's wishes, the force will use the most appropriate officer (male or female), with additional support available 24/7 from officers who have received specialist sexual offence training.

We found consistent use of the domestic abuse, stalking and harassment risk assessment (DASH)⁷ and multi-layered police and partnership processes to review the safeguarding of domestic abuse victims. For example, a supervisor endorses every DASH on submission; a partnership daily domestic abuse conference call (DDACC)⁸ reviews all reported domestic abuse incidents recorded during that

⁶ Mental health triage is a partnership scheme between police and mental health professionals to provide advice and support for people experiencing mental health crisis. This advice can include an opinion on a person's condition, or appropriate information sharing about a person's health history. The aim is, where possible, to help police officers make appropriate decisions, based on a clear understanding of the background to these situations. This should lead to people receiving appropriate care more quickly, leading to better outcomes and a reduction in the use of section 136. It is not necessarily street-based but can be control room-based or via a help line.

⁷ 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.

⁸ The DDACC involves representatives from Wiltshire Council children's services, troubled families, independent domestic violence advisers, local support agencies and, where relevant, local refuges

period; and regular safeguarding reviews are conducted through two multi-agency safeguarding hubs (MASHs).⁹ This means that vulnerable people should receive timely access to the support they need.

The number of arrests made by Wiltshire Police for domestic abuse offences over the 12 months to 30 June 2017 has decreased notably when compared with the 12 months to 30 June 2016. There could be many contributing factors and the force is working with the Crown Prosecution Service, under the governance of the vulnerability development board, to understand the reasons for this. HMICFRS looks forward to the findings of this review. What is clear from our inspection is that officers, staff and partner organisations (such as local authorities, or health and education services) understand their responsibility to take positive action to safeguard vulnerable people, particularly those at risk of harm from domestic abuse.¹⁰ We were informed that where appropriate, and following comprehensive risk assessment, domestic abuse perpetrators may also be dealt with without arrest; this is referred to as voluntary attendance.¹¹ This means that people attend police stations on a voluntary basis to be interviewed under caution. Circumstances where voluntary attendance is used are subject to supervisory scrutiny.

We found good use of early evidence-gathering, including the use of evidence from body-worn video cameras, to secure positive outcomes for victims of domestic abuse. Many effective partnership structures are in place, including the Horizon Victim and Witness Care team, MASH, DDACC, a multi-agency risk panel, multi-agency risk assessment conferences (MARACs)¹² and mental health care planning

also dial in. The minutes from the meeting are disseminated to all services daily. Partners in Swindon are not involved at present (because of partnership resourcing difficulties); however, the same review is undertaken of these cases and information provided for Swindon partners in the same way.

⁹ 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.

¹⁰ The first priority of the police is to make people safe. At domestic abuse incidents it is particularly important that officers take positive action to make the victim and any children safe. This may mean arresting a person suspected of an offence, where the power to arrest exists, or taking other positive steps to ensure safety, such as organising refuge accommodation or organising the fitting of a panic alarm.

¹¹ 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.

¹² 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.

meetings, to provide continuing safeguarding advice and support to vulnerable people. This well-structured approach to identifying vulnerable victims, assessing the risks of harm they face, and establishing early safeguarding plans, all mean that the force is well placed to support victims.

Mental health

Wiltshire Police is outstanding at identifying and supporting people experiencing mental health problems. The force's clear governance and effective leadership has brought health partners together with Wiltshire Police, and provides guidance to its workforce on the strategic and operational responsibilities in safeguarding people experiencing mental ill health. The force's comprehensive mental health problem profile helps it to understand calls for service and crimes reported that can be associated with poor mental health.¹³ It also helps the force to identify areas that can be managed more effectively through a joint response with partner organisations. The force refers all calls that are suspected to involve poor mental health to a mental health triage team based in the force control room 24/7 for review, and to inform the appropriate initial response.

Officers and staff in the force control room and on the front line have a good understanding of mental health. They spoke positively of the support provided by the triage team when responding to people experiencing mental health problems. The effectiveness of the triage team has been evaluated by the University of the West of England and the force is developing a process to assist the monitoring and evaluation of outcomes from use of the triage scheme. The force was providing frontline officers with a two-day mental health refresher training course at the time of our inspection. The training that officers receive, along with the ability to obtain immediate specialist advice from mental health professionals, means the needs of people with mental ill health are more likely to be identified and supported appropriately.

Effective partnerships between Wiltshire Police and mental health services are having a positive effect on the support provided to people in crisis. For example, the Mental Health Crisis Care Concordat¹⁴ is reducing the time that people with mental health problems are kept in medical detention. The Wiltshire concordat partnership group has brought in these measures ahead of it being required to do so, one of

¹³ 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.

¹⁴ The Mental Health Crisis Care Concordat is a national agreement between services and agencies involved in the care and support of people in crisis. It sets out how organisations will work together better to make sure that people get the help they need when they are having a mental health crisis. For more information see: www.crisiscareconcordat.org.uk/about/

many examples found during our inspection demonstrating the commitment of the partnership to improving services for vulnerable people. Numerous partnership protocols and structures have also been developed to improve the support and safeguarding of people made vulnerable through poor mental health. For example, monthly meetings between Wiltshire Police and mental health services review the cases of people with complex needs, and the force is recruiting two officers who will work directly with community mental health teams to support and manage these complex needs. Staff from other organisations who we met during our inspection spoke very positively of the proactive work being undertaken with Wiltshire Police to improve services for people experiencing mental ill health.

Investigating crimes involving vulnerable people

Wiltshire Police generally investigates crimes involving vulnerable people to a good standard. Specialist teams exist for domestic abuse, child abuse, safeguarding adults, and human exploitation and trafficking. Investigators in these teams are trained to national standards and advice and support from supervisors is available for those with less experience. Effective joint working arrangements for public protection provide assurance that Wiltshire Police can also rely on expertise, resources and support from other organisations to support investigations where required. HMICFRS scrutinised eight investigations where a vulnerable victim had been identified and found evidence of an effective investigation and good victim care in seven cases. The welfare of specialist investigators is monitored through regular wellbeing checks by the occupational health department and the use of screening tools. Team events are held away from the office to promote wellbeing. We reviewed caseloads held by investigators in specialist teams and frontline officers and found workloads to be generally well managed. However, HMICFRS found inconsistencies in record-keeping and supervision in some investigations. For example, investigation plans and supervisor reviews were not always documented clearly, which could hinder the effective progress of investigations and criminal justice outcomes for victims (such as decisions to charge or take no further action).

The force makes appropriate use of legal powers to protect people from harm. The domestic violence disclosure scheme, also known as Clare's Law¹⁵, enables the police to disclose information about previous violent offending by a new or existing partner where this may help protect someone from further violence. The rate of domestic violence disclosures per 100,000 population in Wiltshire Police was in line with the England and Wales rate for the 12 months to 30 June 2017. A domestic violence disclosure scheme co-ordinator is bringing renewed emphasis on this important legislation. The use of domestic violence protection orders (DVPOs) and

¹⁵ 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.

notices (DVPNs)¹⁶ is monitored more accurately now through improved record-keeping; at the time of our inspection, a review of the use of these powers was due to report to the vulnerability development board in November 2017. We were pleased to find training and continuing professional development being provided to newly promoted superintendents to encourage effective use of the legal powers available to protect vulnerable people. In addition, training is being given to frontline officers and staff and an experienced lawyer has been employed to assist in improving investigation standards.

Wiltshire Police has good arrangements in place to conduct domestic abuse investigations effectively and we found dedicated officers and staff committed to improving criminal justice outcomes for victims of domestic abuse. However, the force acknowledges that the outcomes for domestic abuse crimes should be better and, at the time of our inspection, was carrying out analytical work to understand this concern. HMICFRS will continue to monitor improvements in this area, which will form the subject of future inspections. Progress against the force's domestic abuse action plan is scrutinised through the vulnerability development board, together with plans to improve how feedback from vulnerable people is sought. For example, a new initiative will see vulnerable victims invited to relate their experience of the service provided by Wiltshire Police through attendance at vulnerability development board meetings or by video link. We look forward to reviewing how this innovative approach to seeking feedback improves the experience of victims.

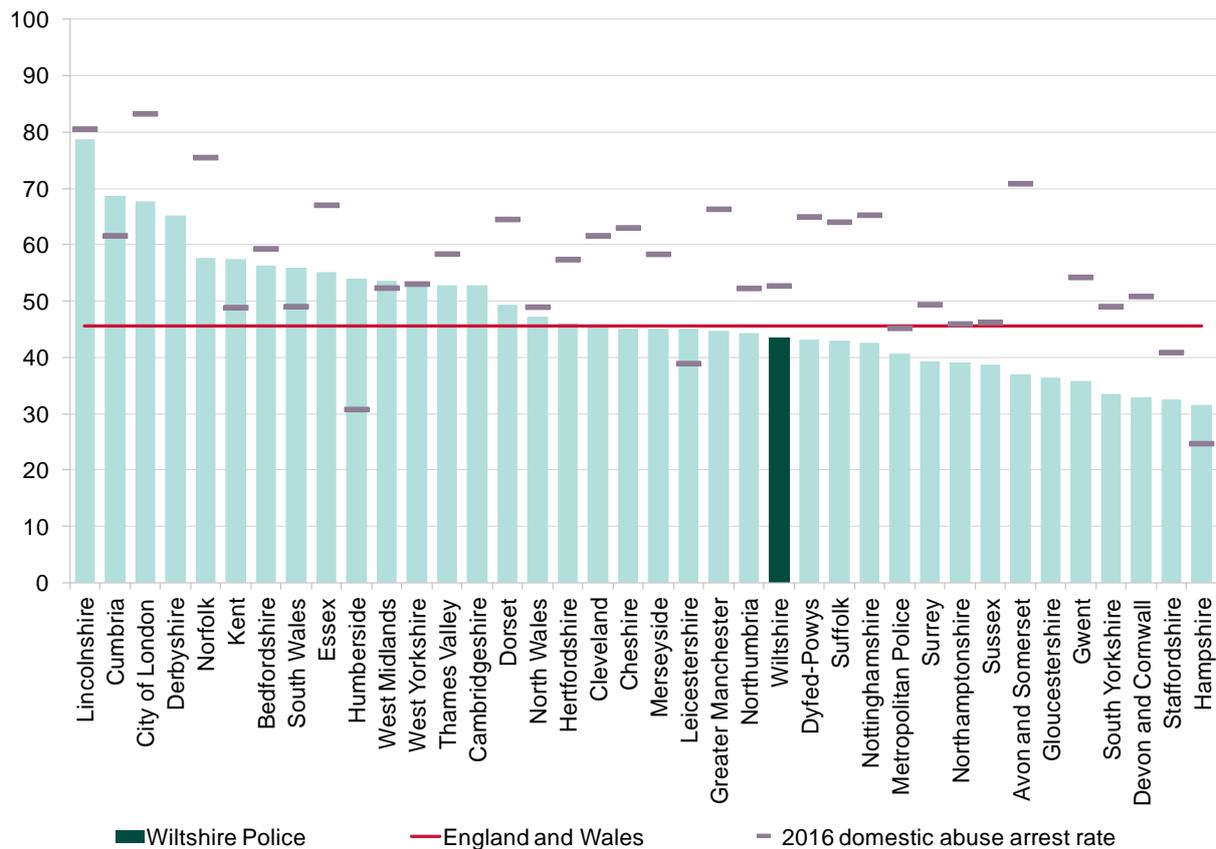
Wiltshire Police manages sex offenders effectively in partnership with health, probation, education and social care, through multi-agency public protection arrangements (MAPPA).¹⁷ The force provides the workforce with regular training on managing serious and violent offenders and provides information to local teams through force IT systems and team briefings. Local and force-level governance structures scrutinise the performance of offender management teams on a monthly basis, enabling the force to identify and respond effectively to any emerging problem. For example, the unforeseen departure of an offender manager resulted in a backlog of visits to offenders earlier in 2017, but early identification of the problem enabled the force to recruit an offender manager and also deal with any outstanding visits by arranging paid overtime. This means that Wiltshire Police is more likely to provide a service that protects and reassures the communities it serves.

¹⁶ 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.

¹⁷ 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 the prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

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 data²⁰

For further information about this data, please see annex A

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.

The force has two MASHs based in Swindon and Trowbridge, providing enhanced services for victims. We visited both during our inspection and found well-resourced teams, efficient processing of safeguarding referrals and caseloads managed effectively using the THRIVE (threat, harm and risk) methodology. Staff from partner organisations spoke positively of the productive working relationship with Wiltshire Police and the joint approach taken to protecting people from harm. An established MARAC provides an effective multi-agency response to safeguarding people at risk of harm. For example, all victims deemed to be at high risk of domestic abuse are referred to the MARAC. During our inspection, we examined some referrals and found evidence of comprehensive partnership representation both on conferences and through referrals into the process. These well-established structures mean that people at risk of harm should be protected through efficient joint police and partner agency intervention.

Area for improvement

- The force should implement a process to obtain feedback from victims of domestic abuse.

Specialist capabilities

Ungraded

National policing responsibilities

*The Strategic Policing Requirement (SPR)*²¹ specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime²².

Wiltshire Police 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 (MoRiLE²³) 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.

²¹ 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

²² 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.

²³ 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.

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 Police use of Firearms and Less Lethal Weapons*²⁴ 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 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).

Wiltshire Police operates joint arrangements with Gloucestershire Constabulary 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 guidance²⁵. The force last reviewed its APSTRA on 5 July 2017.

In Wiltshire, 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.

²⁴ *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

²⁵ 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 2,700²⁶ 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

²⁶ 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 Rules²⁷ 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.

²⁷ 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.