

# PEEL: Police effectiveness 2017

An inspection of Gwent Police



March 2018

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ISBN: 978-1-78655-540-3

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## Force in numbers



### Calls for assistance

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

Gwent Police

**338**

England and Wales

**282**



### Anti-social behaviour

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

Gwent Police

**37**

England and Wales

**31**

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

Gwent Police

**-16%**

England and Wales

**-0.05%**



### Crime (excluding fraud)

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

Gwent Police

**74**

England and Wales

**77**

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

Gwent Police

**+13%**

England and Wales

**+14%**



## Crime outcomes\*

Charged/summonsed

Gwent Police

**11%**

England and Wales

**10%**

Evidential difficulties: suspect identified but victim does not support action

Gwent Police

**17%**

England and Wales

**13%**

Investigation completed but no suspect identified

Gwent Police

**40%**

England and Wales

**48%**



## Domestic abuse

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

Gwent Police

**1**

England and Wales

**15**

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

Gwent Police

**13%**

England and Wales

**11%**



## Organised crime groups

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

Gwent Police

**33**

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.<sup>1</sup> Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Gwent Police was assessed against the following areas in 2017:

- Protecting vulnerable people;
- Tackling serious and organised crime; 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> More details of the interim risk-based approach are on the HMICFRS website:

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





<sup>2</sup> The 2016 effectiveness report for Gwent Police is on the HMICFRS website:

[www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-gwent](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-gwent)

## Effectiveness overview

### Judgments

Overall effectiveness 2017  Requires improvement

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

### Summary

Gwent Police requires improvement in keeping people safe and reducing crime. Its effectiveness has deteriorated since 2016 in the important area of protecting vulnerable people (people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example).

The force has a good awareness of vulnerability throughout the force area and has improved the way it identifies vulnerable people when they first contact the force. A structured risk-assessment process is in place to ensure that vulnerable people get

the most appropriate response. The force is making good progress in its approach to vulnerable people with mental health conditions.

However, Gwent Police needs to improve its response to victims of domestic abuse. Officers are good at making sure immediate safeguarding is carried out for victims and members of their household, but the force has reduced its use of arrest and other legal powers to protect and continue to safeguard victims. The force refers fewer domestic abuse cases to multi-agency risk assessment conferences than almost any other force in England and Wales. In addition, officers are not consistently using body-worn video cameras to record evidence at domestic abuse incidents.

Gwent Police has improved the way it tackles serious and organised crime. The force has developed its understanding of the threats posed. It maps organised crime groups promptly and disrupts their activity. However, frontline officers have only a limited understanding of the expansion into Gwent of drug-dealing networks from surrounding areas.

The force has a good working relationship with the regional organised crime unit but needs to improve the exchange of intelligence with partner agencies (such as local authorities, or health and education services) so it can understand threats better. It also needs to improve how it prevents serious and organised crime. The force has no specific initiatives to make young people aware of the risks posed by organised crime.

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

# Protecting vulnerable people and supporting victims



Requires improvement

## Identifying vulnerability

Gwent Police identifies people who are vulnerable and assesses their level of risk and their needs effectively. The force uses the College of Policing definition of vulnerability<sup>3</sup>. The officers and staff spoken to throughout the force were able to demonstrate a sound and practical understanding of their obligations, even though they could not quote this definition of vulnerability verbatim. The force has an understanding of the nature and scale of vulnerability in the force area. This is specifically in relation to mental health problems and domestic abuse, along with areas of 'hidden harm', such as child sexual exploitation and human trafficking. In these areas, the force has undertaken analysis to produce profiles which include information on the number of incidents, victims, offenders, locations and other relevant factors. Officers and staff have an understanding of these areas of hidden harm and Operation Quartz, which is the force's approach to identifying child sexual exploitation victims, has helped officers understand better the warning signs for those children at risk of sexual exploitation. The force has a planned and co-ordinated approach to vulnerable people and is trying to develop a joint strategy with the police and crime commissioner to strengthen knowledge and professional practice in this important area.

In 2016, we identified that Gwent Police was not consistently identifying vulnerable people at the earliest opportunity. We are pleased that, through training and supervision, the force has made real improvements in this area so that call handlers now respond to calls promptly and appropriately. Call handlers follow a structured risk-assessment process to ensure that they identify vulnerable people and recognise any risk and vulnerability at the earliest opportunity. In domestic abuse cases, there are specific prompts for call handlers to follow. The force's IT systems allow the call handlers to flag cases involving vulnerable or repeat victims so that this information is clearly visible to members of the workforce who need it.

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<sup>3</sup> 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.

## Initial response

Gwent Police's initial response to incidents involving vulnerable people is effective in general. Risk-assessment processes are in place and risk-assessment forms are completed routinely by response officers for domestic abuse, stalking and harassment and so-called honour-based violence (DASH)<sup>4</sup>. Supervisors review low and medium-risk cases, and the domestic abuse conference team assesses high-risk cases for any additional interventions. The force's daily management meeting also provides further oversight of any risks to vulnerable people.

Initial safeguarding of vulnerable victims is carried out by response officers, who make sure that any victims and other household members are safe. To assist them in this, they complete a form known as a police protection notice. The form is sent to specific teams such as the domestic abuse conference team, the central referral unit and the missing persons team, which share information with local authorities, the health service and voluntary organisations to ensure support is available to victims. Victims of rape or serious sexual offences cannot always be offered a choice of the most appropriate officer to deal with them initially, but the force will endeavour to meet such a request by moving officers from different locations.

Gwent Police arrests a lower proportion of domestic abuse suspects than most other forces. For every 100 domestic abuse-flagged crimes recorded by Gwent Police, there were 36 arrests made in the 12 months to 30 June 2017 (this compares with the England and Wales rate of 46). This is of concern as Gwent Police has seen an increase in flagged domestic abuse offences compared to the 12 months to 30 June 2016. Officers should take positive action<sup>5</sup> when dealing with domestic abuse incidents; this often means making an arrest provided that the grounds exist and it is a necessary and proportionate response. However, we found that not all officers would use arrest to protect victims. Additionally, we found that not all officers are aware of the force policy on the use of body-worn video cameras. The policy is that body-worn video cameras should be used for any domestic abuse incident, but we found that, although most officers were using it, a few felt that the decision to use it was at their own discretion.

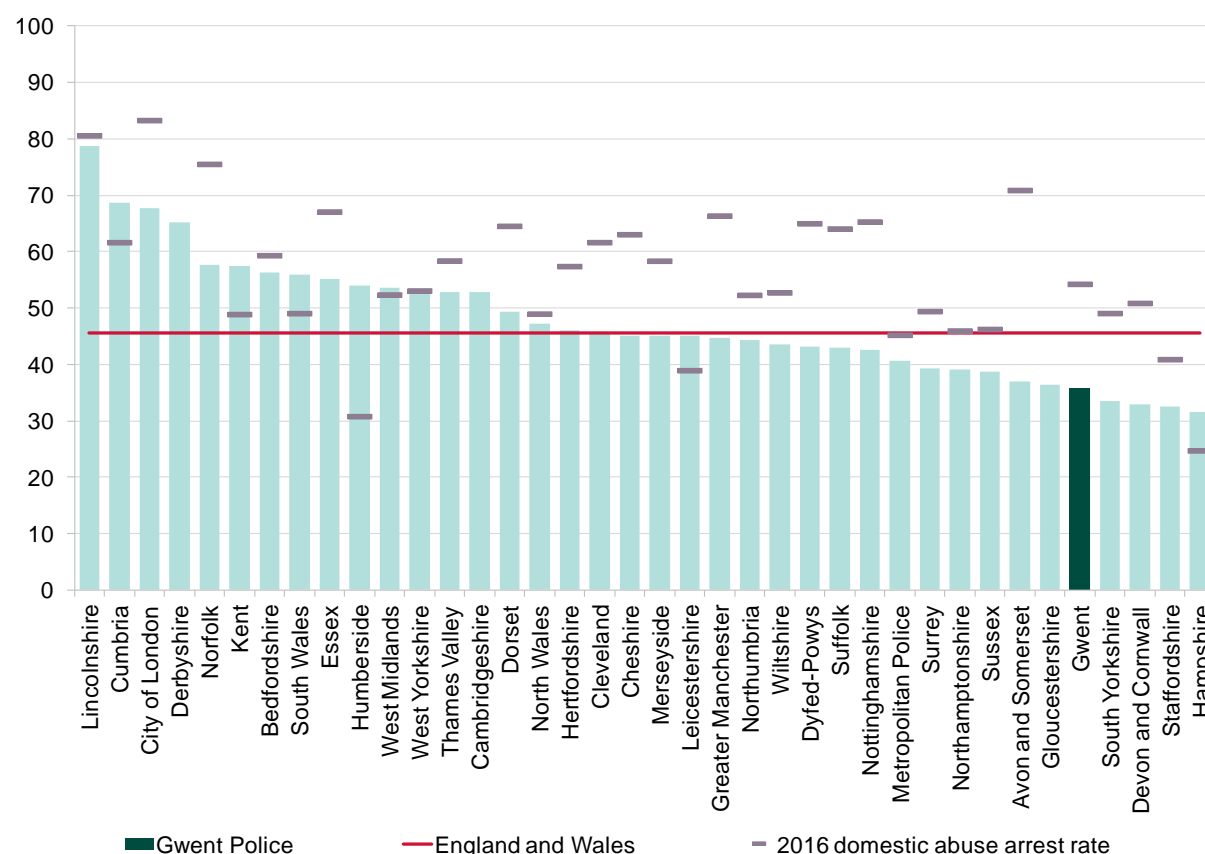
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<sup>4</sup> DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high-risk cases of domestic abuse, stalking, harassment and so-called honour-based violence.

<sup>5</sup> 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.

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 1: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017<sup>6,7</sup>**



**Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data<sup>8</sup>**

**For further information about this data, please see annex A**

<sup>6</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>7</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>8</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

Gwent Police recognises that the role of the police in supporting people with mental health conditions is increasing. It has good arrangements in place for working with the health board and five local authorities to provide a service to meet this need. The force has carried out a 24-hour mental health data-gathering exercise to increase its understanding of mental health-related calls received in the control room. This has shown the force the type of calls received that were related to mental health problems, the time taken to deal with each caller, and whether an officer was sent to the incident.

A mental health triage pilot has been running in the control room for a year. This consists of a mental health practitioner who has access to local authority and health board systems so they can find relevant information as well as speak to callers, if appropriate. The force's evaluation of the early part of this pilot shows that exchanging information is crucial in safeguarding people in crisis and also for locating missing people. The evaluation has also indicated a reduction in the number of section 136<sup>9</sup> mental health detentions when there was a mental health practitioner on duty. Officers told us about this reduction, but more analysis needs to be undertaken to demonstrate any specific change. The police and crime commissioner has agreed to fund the expansion of the pilot to allow for one mental health practitioner per shift in the control room so there is consistent provision at the first point of contact for those people needing help with mental health conditions.

Gwent Police has provided mental health training to control room staff and officers, including how to recognise when someone may have a mental health problem or learning disability and how to interact with them. We found that officers had a good understanding of mental health conditions. They indicated that they had liaised with the mental health practitioner in the control room on several occasions to ensure that the most appropriate response was found for individuals with mental health problems, including trying to find alternatives to taking them into custody.

However, Gwent Police has a high use of custody as a place of safety. Custody was used as a place of safety 63 times in the 12 months to 30 June 2017, which represents 107.9 uses as a place of safety per 100,000 population (compared with an England and Wales rate of 17.5). There is only one mental health bed in Gwent

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<sup>9</sup> Section 136 of the Mental Health Act 1983 enables a police officer to remove, from a place other than where they live, someone who they believe to be experiencing a mental health crisis and in need of immediate care and control, and take them to a place of safety – for example, a health or social care facility, or the home of a relative or friend. In exceptional circumstances (for example if the person's behaviour would pose an unmanageably high risk to others), the place of safety may be police custody. Section 136 also states that the purpose of detention is to enable the person to be assessed by a doctor and an approved mental health professional (for example a specially trained social worker or nurse), and for the making of any necessary arrangements for treatment or care.

which the force can use and the force is well aware that custody is not the most appropriate place for someone with mental health problems. It is actively working with health partners to try to resolve this.

## **Investigating crimes involving vulnerable people**

Gwent Police is effective in the way it investigates crimes involving vulnerable people. Of the 16 files reviewed which had a vulnerable victim, 15 were allocated to the most appropriate team and 8 had an effective investigation. Officers and staff had received training appropriate for the level of investigations they were conducting and kept victims up to date with their investigation. Most officers and staff have manageable workloads. However, we found inconsistent supervision of investigations. The force is currently changing its approach to investigation and should ensure that these issues are addressed as part of this change.

The force makes use of domestic violence protection notices (DVPNs) but in the 12 months to 30 June 2017 only around two thirds resulted in domestic violence protection orders (DVPOs)<sup>10</sup>. In the 12 months to 30 June 2017 the number of DVPOs granted has decreased. The rate of DVPOs granted is 0.2 per 100 domestic abuse-related offences, which is low when compared with the England and Wales rate of 0.8 per 100 domestic abuse-related offences. We commented on this in our 2016 effectiveness report, but the force is still unable to explain why this is so. Where a charge is not appropriate, forces need to consider the use of powers such as DVPNs and DVPOs and referrals to appropriate specialist domestic abuse organisations to protect and safeguard the victim. The force makes use of the 'right to know' and the 'right to ask' applications, under the domestic violence disclosure scheme (Clare's Law)<sup>11</sup>. This allows the police to disclose to individuals details of their partners' abusive pasts so that people can make informed decisions about their relationships. Both of these offer further protection to those at risk of domestic abuse. In the 12 months to 30 June 2017, 32 'right to know' applications were made in Gwent under Clare's Law. Of these, 14 resulted in a disclosure. This is a disclosure rate of 44 percent. In the 12 months to 30 June 2017, 23 'right to ask' applications were made in Gwent under Clare's Law. Of these, 5 disclosures were made. This is a disclosure rate of 22 percent.

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<sup>10</sup> 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 DVPO. The DVPO will be granted for a period of up to 28 days.

<sup>11</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.

In addition, Gwent Police has a low rate of investigations in domestic abuse cases assigned the outcome where the suspect is identified, but there are evidential difficulties and the victim does not support police action (outcome 16), when compared with the England and Wales rate. This is positive as it shows that the force may be continuing to pursue investigations even without victim support, although the force does not fully understand why the figures are low for outcome 16.

Gwent Police cannot be sure that it is managing effectively the risk posed by registered sex offenders. The force's management of sexual offenders and violent offenders team (MOSOVO) oversees the management of violent and sex offenders in Gwent. MOSOVO works with the probation and prison service through multi-agency public protection arrangements (MAPPAs)<sup>12</sup> to manage the risks posed by violent and sexual offenders living in the community in order to protect the public. However, the number of registered sex offenders in Gwent has increased. This in turn increases the demands on MOSOVO, resulting in a high number of offenders for each member of the team to manage. MOSOVO is responsible for the active risk management system (ARMS), which provides a framework for working with all male sexual offenders who are subject to statutory supervision. Despite a review of working practices, more workforce members being allocated to the team and an increase in the risk assessments this year, the force still needs to address the backlog in ARMS risk assessments. Positively, officers working in neighbourhood teams are generally aware of any sex offenders in their areas and contribute to MOSOVO work by monitoring them in local communities.

## Partnership working

Although Gwent Police has some good arrangements in place for working with its partner agencies (such as local authorities, or health and education services), there is no formal multi-agency safeguarding hub (MASH)<sup>13</sup> in place. A MASH would consider all vulnerable individuals and bring a more joined-up, efficient response. However, the force has been working with its local authorities and has an agreement to pilot a MASH with one of them. In the meantime, the central referral unit is responsible for child and adult strategy discussions with social services. The domestic abuse conference team provides oversight of domestic abuse incidents and exchanges safeguarding information with partner organisations.

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<sup>12</sup> Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

<sup>13</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.

The missing children hub is co-located with multi-agency partners working together to find and support children who have gone missing or run away from home. They work together in a co-ordinated way to exchange information and assess the risks to which these young people may be exposed. An external evaluation showed that the hub's success lies in the co-location of agencies, a joint risk-assessment tool and an integrated IT system, all of which make exchanging information, including police intelligence, easier. The missing children hub is a good example of proactive multi-agency working by Gwent Police and other organisations.

The force has a multi-agency risk-assessment conference (MARAC) system in place<sup>14</sup>. In the 12 months to 31 March 2017, the force referred 23 cases to a MARAC per 10,000 females, which is a lower figure than most other forces in England and Wales. Referrals have decreased by 24.8 percent when compared with the 12 months to 30 June 2016 and the force does not understand what has caused this. We reviewed the MARAC process and identified a small number of high-risk cases that had not been discussed at a MARAC. Without effective oversight of the referral process, the force cannot be sure that victims of domestic abuse are properly protected from harm. The force has an informal arrangement in place for officers to speak to victims of domestic abuse to obtain feedback on the way they were dealt with. However, at the time of our inspection it had yet to implement the national domestic abuse survey; this was due to start in January 2018.

### **Areas for improvement**

- The force should improve the quality of investigations involving vulnerable people by ensuring that they are subject to regular and active supervision.
- The force should reduce the backlog of risk assessments for registered sex offenders to ensure the risks posed are managed effectively.
- The force should improve its overall approach to safeguarding victims of domestic abuse by:
  - understanding and taking appropriate action to address the reasons for its low domestic abuse arrest rate and low use of DVPNs and DVPOs;
  - clarifying the policy for the deployment and use of body-worn video cameras by officers attending incidents of domestic abuse;
  - ensuring that all high-risk domestic abuse cases are referred to multi-agency risk-assessment conferences so victims receive the support they need; and
  - implementing a process to obtain feedback from victims of domestic abuse, including those victims who do not support police action.

# Tackling serious and organised crime



Requires improvement

## Understanding threats

Gwent Police has a developing understanding of the threats posed by serious and organised crime<sup>15</sup>. The force uses a strategic threat assessment process to assess threats such as drug trafficking, child sexual exploitation, modern slavery, human trafficking and cyber-crime. In HMICFRS' 2016 effectiveness report, we identified that the force had not developed a serious and organised crime local profile that included high-risk areas and data from partner organisations. It now has a more detailed profile in place which includes threats from the strategic assessment.

As a result, the force recognises how it will work with partner agencies to identify data that can be exchanged, but it still only has limited partner information. The force is fully aware of this gap in its intelligence and accepts that it needs to exploit partner agency information to develop its understanding of the wider threats from serious and organised crime. Operation Quartz is a good example of the force working with partner organisations to tackle child sexual exploitation and use associated intelligence to implement safeguarding actions at a local level. The missing children hub demonstrates good practice in this area. It has developed a profile which links missing children to priority locations and offenders. This profile is disseminated to child protection agencies with the aim of preventing future harm to children and focusing the work of the organisations involved.

In 2016, HMICFRS also identified that Gwent Police was not mapping<sup>16</sup> organised crime groups promptly or re-assessing them sufficiently regularly. The force now has a process for identifying and assessing organised crime groups prior to referral to the South Wales regional organised crime unit (ROCU), which is responsible for mapping organised crime groups identified by its constituent forces. On 1 July 2017, Gwent Police had 33 mapped organised crime groups per one million population;

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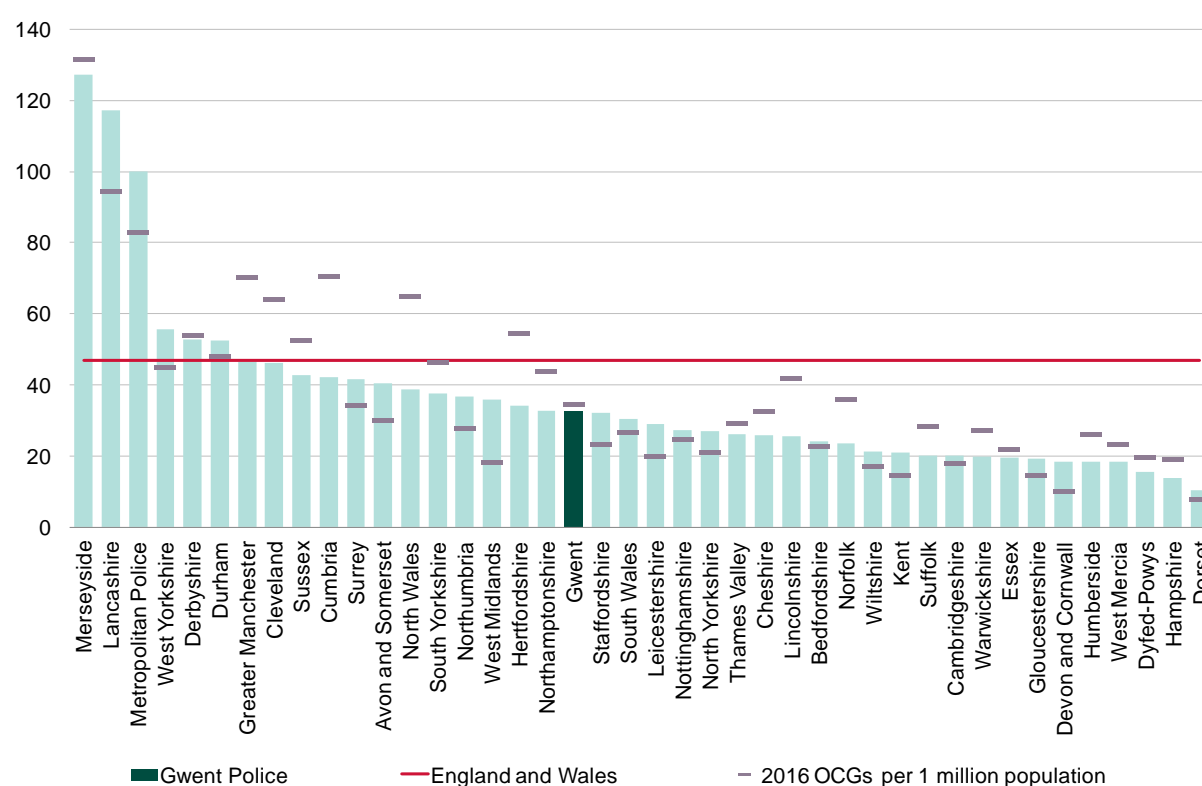
<sup>15</sup> Serious and organised crime is when serious crime is planned, co-ordinated and conducted by people working together on a continuing basis. Their motivation is often, but not always, financial gain.

<sup>16</sup> When a police force identifies a group of individuals whom they suspect may be involved in organised crime or an organised crime group (OCG), they go through a nationally standardised 'mapping' procedure. This involves entering details of the group's known and suspected activity, associates and capability on computer software, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. This helps the force to make informed decisions about how to prioritise its activity.

this is slightly lower than the England and Wales rate of 47 organised crime groups per one million population. The rate for Gwent Police also represents a decrease since 2016. However, local officers and staff are able to spot the signs of organised crime and understand the potential threat it poses, and overall Gwent Police is identifying and mapping organised crime groups to a satisfactory standard.

In 2016, we recommended that the force should complete an action plan for making the best use of the benefits of working with the ROCU. This action plan has now been developed and is helping the force to minimise duplication of specialist capabilities at force level.

**Figure 2: Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017<sup>17</sup>**



**Source: 2016 and 2017 HMICFRS data return**

**For further information about this data, please see annex A**

<sup>17</sup> The City of London Police has been removed from the graph as its organised crime group data are not comparable with other forces due to its size and its wider national remit. For further information, please see annex A.

## **Disrupting and investigating serious and organised crime**

Gwent Police needs to improve the way it disrupts and investigates serious and organised crime. The force regularly meets with other organisations, such as through the Gwent local organised crime partnership board, to discuss organised crime. However, at present the force leads this, with partner agencies offering information on organised crime on a case-by-case basis rather than taking a coordinated approach. To achieve better results with improved coordination, this board needs to be more active, with all its members more effectively engaged.

The force allocates a lead responsible officer to each organised crime group. This officer takes on the responsibility for the management and co-ordination of activity against individual organised crime groups. The force scrutinises the lead responsible officer's activity and progress, but this is usually limited to high-risk organised crime groups. The force needs to strengthen the accountability of lead responsible officers for lower-risk organised crime groups. This work has now started with the introduction of a new process designed to improve the oversight and management of organised crime groups through meetings on a bi-monthly basis, chaired by a senior officer. This should lead to an improvement in accountability for all lead responsible officers and we will monitor progress on this initiative in future inspections.

Lead responsible officers consider an appropriate range of tactics to disrupt serious and organised crime, and work with partner organisations to do so. In addition, there is a good relationship with the ROCU and the force draws on its specialist capabilities. Local policing teams are also used to disrupt organised crime. Each organised crime group is managed through a 4P (prevent, prepare, protect, pursue) management plan<sup>18</sup>. During our inspection, it was evident that the management plans were being monitored, but in some cases activity did not appear to be recorded.

The force needs to improve its response to 'county lines', the term used for the expansion of drug-dealing networks over the force area's boundaries<sup>19</sup>. We found a limited understanding of this threat among frontline officers and staff, which means that they are not able to identify or deal reliably with this type of offending. In contrast, those working within the missing children hub have a good awareness of

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<sup>18</sup> 4Ps provides a national framework for tackling serious and organised crime, developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps: pursue – prosecuting and disrupting people engaged in serious and organised crime; prevent – preventing people from engaging in serious and organised crime; protect – increasing protection against serious and organised crime; and prepare – reducing the impact of this criminality where it takes place.

<sup>19</sup> The term 'county lines' describes organised drug-dealing networks expanding – usually from large cities into smaller towns – in order to exploit new markets and evade police detection. This activity is often accompanied by violence and intimidation as new groups compete with locally-established drug dealers.

county lines and understand their negative effect on vulnerable children; they will seek the transfer of important information from the originating local authority so that a risk assessment can be completed for the child.

Although the force can describe the outcomes of individual operations on disrupting organised crime groups, it is not making the most of the potential for these disruptions to be fully analysed so that the force's actions affect all serious and organised crime. For example, prevention opportunities were missed in relation to an operation to tackle drug traffickers who were arrested and convicted, and other organised crime groups emerged unopposed in their place. The force does not record or identify all disruptions, or have a process for systematic review of investigations into serious and organised crime for the purpose of organisational learning. This was an area for improvement in 2016 which the force has not yet addressed.

## **Preventing serious and organised crime**

Gwent Police needs to improve its ability to prevent serious and organised crime. While there are many examples of diversion initiatives aimed at young people to make them aware of the risks of crime and to improve relationships with the police, there is little evidence of this activity being directly or specifically linked to organised crime prevention. The force reports that it has no urban street gangs<sup>20</sup>, but it acknowledges that, in certain areas, there are groups of youths who aspire to being in a gang. There may be opportunities that the force is not yet taking to prevent the development of gang activity.

In 2016, we identified, as an area for improvement, that the force should enhance its approach to the 'lifetime management' of organised criminals to minimise the risk they pose to local communities. Although there is engagement with prisons through the ROCU and force prison intelligence officers to monitor activity and prepare offenders for release, neighbourhood teams are not always given the means to manage the offenders released from prison. Similarly, serious crime prevention orders (SCPOs)<sup>21</sup> are managed at a local level without specific tasks being identified. In the 12 months to 30 June 2017, the force applied for 3 SCPOs at a rate of 6.8 per

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<sup>20</sup> Urban street gangs and many other gangs evolve into organised crime groups (OCGs). Gangs tend to be less organised than OCGs and more concerned with perpetuating a threat of violence or harm across a particular geographical area related to the gang's main activities (Serious and Organised Crime Act 2015).

<sup>21</sup> SCPOs protect the public by preventing, restricting or disrupting a person's involvement in serious crime. SCPOs can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who they can associate with, restricting their travel, or requiring them to report their financial affairs to the police.

100 organised crime groups (active and archived), this is lower than the England and Wales rate of 9.2 per 100 organised crime groups (active and archived). However, officers had a good awareness of them and what they were used for.

### **Areas for improvement**

- The force should develop its ability to gather and use intelligence from a range of sources, including partnership information, to improve its understanding of serious and organised crime.
- The force should strengthen its response to drug-dealing networks that use 'county lines' to exploit local communities and inflict violence.
- The force should improve its understanding of the impact of its activity on serious and organised crime through use of the 4Ps, and ensure that it learns from experience to maximise its disruptive effects.

# Specialist capabilities

## Ungraded

### National policing responsibilities

*The Strategic Policing Requirement (SPR)*<sup>22</sup> specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Gwent 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.

An assistant chief constable has been appointed to lead a programme to build the force's capacity to respond to national threats. In addition, a senior manager has been assigned responsibility for monitoring each of the threats and they report frequently to the assistant chief constable. We found this to be an effective means of identifying risks, involving external organisations, engaging the workforce and developing the skills and experience the force requires.

Gwent Police has established a comprehensive programme to test its response to national threats. The force recently carried out a training exercise to test its readiness to address simultaneous terrorist attacks at multiple locations. Gwent Police has also completed a simulated exercise to assess the effectiveness of its contingency plans to evacuate residents should there be an emergency at a reservoir.

### 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 Police use of Firearms and*

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<sup>22</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)

*Less Lethal Weapons*<sup>23</sup> 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).

Gwent Police operates joint arrangements with South Wales Police and Dyfed-Powys Police 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>24</sup>. The force last reviewed its APSTRA in April 2017.

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.

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<sup>23</sup> *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

<sup>24</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.
- 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>25</sup> police case files across crime types for:

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

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

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<sup>25</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>26</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>26</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;
- 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.