

PEEL: Police effectiveness 2017

An inspection of Hertfordshire Constabulary



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Contents

Force in numbers	3
Risk-based inspection	5
Effectiveness overview	6
Investigating crime and reducing re-offending	8
Initial investigation	8
Investigation quality	9
Reducing re-offending	10
Protecting vulnerable people and supporting victims	12
Identifying vulnerability	12
Initial response	13
Mental health	14
Investigating crimes involving vulnerable people	15
Partnership working	17
Specialist capabilities	19
National policing responsibilities	19
Firearms capability	19
Annex A – About the data	21

Force in numbers



Calls for assistance

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

Hertfordshire
Constabulary

234

England and Wales

282



Anti-social behaviour

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

Hertfordshire
Constabulary

28

England and Wales

31

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

Hertfordshire
Constabulary

+23%

England and Wales

-0.05%



Crime (excluding fraud)

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

Hertfordshire
Constabulary

66

England and Wales

77

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

Hertfordshire
Constabulary

+20%

England and Wales

+14%



Crime outcomes*

Charged/summonsed

Hertfordshire
Constabulary

11%

England and Wales

10%

Evidential difficulties: suspect identified but victim does not support action

Hertfordshire
Constabulary

13%

England and Wales

13%

Investigation completed but no suspect identified

Hertfordshire
Constabulary

41%

England and Wales

48%



Domestic abuse

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

Hertfordshire
Constabulary

17

England and Wales

15

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

Hertfordshire
Constabulary

12%

England and Wales

11%



Organised crime groups

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

Hertfordshire
Constabulary

34

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

- Investigating crime and reducing re-offending;
- 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 More details of the interim risk-based approach are on the HMICFRS website:

www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based





² The 2016 effectiveness report for Hertfordshire Constabulary is on the HMICFRS website:

www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-hertfordshire

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	2017
Protecting vulnerable people	 Requires improvement	2017
Tackling serious and organised crime	 Good	2016
Specialist capabilities	Ungraded	2017

Summary

Hertfordshire Constabulary is good at keeping people safe and at reducing crime. It has acted decisively to address a specific failing identified in 2016 and, although it needs to improve its approach to protecting vulnerable people further, its overall progress is positive.

Hertfordshire Constabulary is good at investigating crime. Its approach to initial investigation is effective; it attends incidents promptly when this is appropriate, and makes informed decisions, based on the risks to victims. The force makes good use of intelligence and updates most victims regularly as investigations progress.

The force has a good understanding of those who cause the most harm in communities and takes positive steps to reduce re-offending. While it does not always supervise crimes fully, or investigate them to as high a standard as necessary, it has put in place good quality-assurance processes to address any shortfalls.

The force has taken prompt and effective action to address a serious failing that we identified in our 2016 effectiveness inspection. It now identifies vulnerable people effectively when they first contact the police. Subsequent risk assessments are also good. However, the force needs to do more to ensure that it has officers and staff with the right skills and expertise to investigate crimes against vulnerable victims and to ensure they are kept safe. In particular, the supervision and quality of investigations involving some victims of rape and domestic abuse need to improve. During our inspection, we found examples of vulnerable victims being let down by poor investigative practice and the force has already taken steps to address this. The force could also do more to comply with the Code of Practice for Victims of Crime, to ensure that every victim gets the quality of service from the police that they have a right to expect.

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

Investigating crime and reducing re-offending



Good

Initial investigation

Hertfordshire Constabulary is generally good at initial investigation. It attends incidents promptly when this is appropriate, and makes informed decisions based on the risks to victims. This is an improvement since HMICFRS' 2016 effectiveness inspection. Once officers arrive at the scene, they usually take the correct steps to identify and secure evidence as part of the 'golden hour' enquiries made immediately after an incident.³ However, in some instances, we found that officers do not understand these principles, or how to apply them at a scene. This means that the force is missing some evidence-gathering opportunities.

The force is good at the initial investigation of fraud. The force's figures show that in the 12 months to 30 June 2017, the National Fraud Intelligence Bureau (NFIB)⁴ referred 1,052 cases to the force for further investigation. All cases were subject to an appropriate examination to determine whether further investigation was necessary. This means that the force is better able to bring perpetrators of fraud to justice and prevent fraudsters from targeting 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 investigates some crimes (38 percent of the total recorded in the 12 months to 30 June 2017) over the telephone or at a police station. In some instances, this is wholly suitable and the most efficient way of resolving less-serious crimes, when it is clear immediately that there are no viable lines of enquiry. The incident resolution team in the control room, the victim service team (VST) or the local policing teams conduct telephone enquiries. We reviewed a small sample of telephone investigations during our inspection and found that they had been resolved in the right way. The allocation of investigations is effective, with the force using the THRIVE⁵ risk-assessment model to reach decisions. The local policing command supervisors and the victim service team supply additional supervision.

³ Golden hour refers to the time after a crime has been committed during which there is maximum potential for recovery of forensic evidence.

⁴ The National Fraud Intelligence Bureau is a police unit based at City of London Police responsible for gathering and analysing intelligence relating to fraud and financially-motivated cyber-crime.

⁵ THRIVE is a risk assessment, to review and determine the type of threat or harm caused, the degree of risk (high, medium or low), the investigation method, the vulnerability of the victim, and the appropriate type of engagement.

A daily management meeting oversees the allocation of crime investigations to the relevant teams and makes sure specialist support is available, if it is required.

Investigation quality

The quality of investigations conducted by Hertfordshire Constabulary is variable. Some of the shortcomings we identified as part of this inspection are discussed in detail in the next chapter of this report, as they mainly concern investigations involving vulnerable people.

The force is committed to improving the standard of its investigations. Since HMICFRS' 2016 effectiveness inspection, it has put in place a broad range of training activities for police officers and staff, both online and face to face. However, this has not yet brought about the improvements that the force hopes to achieve. Inspectors reviewed a sample of 60 investigation files and found the standard inconsistent. Just over half of these investigations were assessed to have been effectively or appropriately supervised. In some cases, inspectors found that supervisors had not provided officers with clear direction or endorsed their decisions as they should have done. Even some cases involving significant risk were not supervised effectively; this is discussed in greater detail in the next chapter.

We found also that the quality and completion of handovers between teams needs to improve. Problems here may reflect the fact that a high proportion of sergeants are in acting or temporary positions. At the time of our inspection, 75 percent of sergeants on response teams were undertaking temporary or 'acting' roles. Together with the victim service team (VST), HMICFRS inspectors reviewed a number of cases that required additional investigative work. The level of quality assurance conducted by the VST means that the force is not getting the supervision of investigations right first time. We also found a small number of cases that had been closed, when further enquiries should have been pursued and more problem solving done.

Generally, the force provides victims of crime with a good service, although on occasions it fails to update people regularly as their cases progress. We also found that the force does not comply fully with the Code of Practice for Victims of Crime.⁶ Sometimes, staff override the system that reminds them to update victims on the

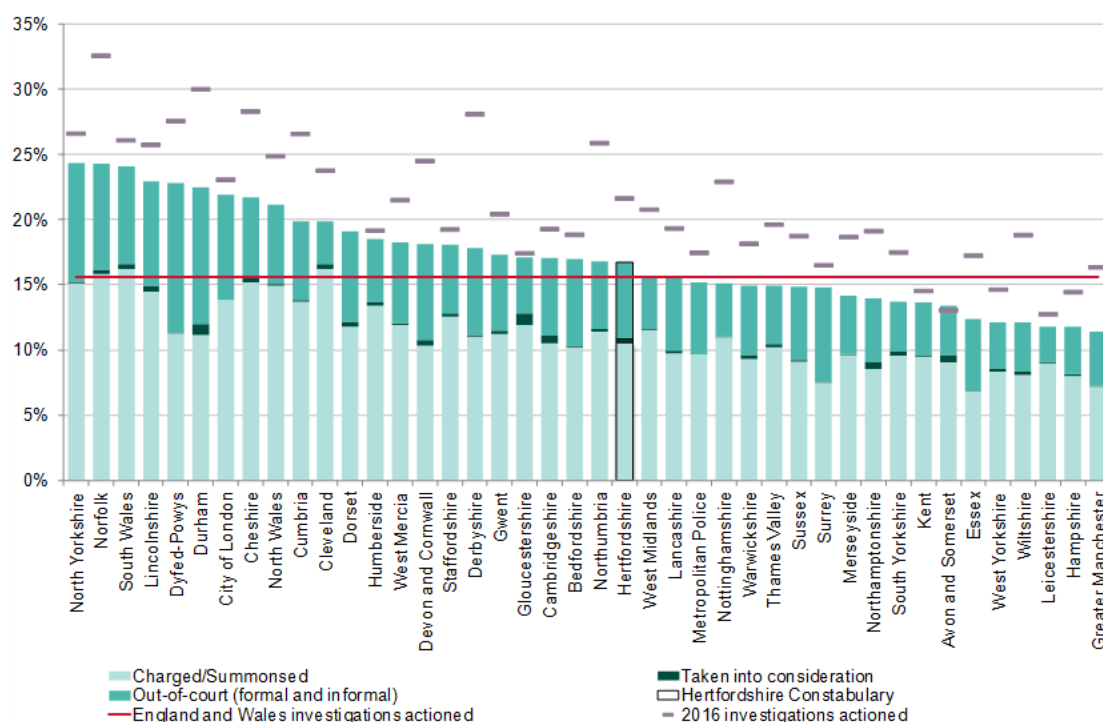
⁶ All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service that victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case. Available from:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/476900/code-of-practice-for-victims-of-crime.PDF

progress of their investigation, to stop the reminders from appearing. We also found that they do not use victim contracts consistently; this means victims do not always receive the service they need.

The force is able to examine digital devices, such as mobile phones and computers, to aid its investigations. Although this process can take several months, the force prioritises devices relating to urgent investigations and manages demand effectively.

Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017^{7, 8}



Source: 2016 and 2017 Home Office Outcomes Data

For further information about this data, please see annex A

Reducing re-offending

Hertfordshire Constabulary is good at reducing re-offending. In most cases, when police know the identity of the suspect, HMICFRS found that the force is quick to locate and arrest them – particularly when they are high-risk offenders. The force enters the details of wanted people quickly on the police national computer. This means that other police forces are able to help to find and apprehend these people, reducing the risk to the public.

⁷ Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

⁸ Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore figures for England and Wales will differ from those published by the Home Office. For further information about this data, please see annex A.

The force identifies and manages arrested foreign nationals well. It works closely with Immigration Enforcement⁹; an immigration officer works in its custody facility full time to identify and manage arrested foreign nationals. This enables the force to make effective decisions and, when need be, draw on immigration powers to protect its communities from criminals.

Hertfordshire Constabulary has made good progress in taking steps to ensure that its approach towards the management of offenders concentrates on the harm that they cause in society rather than on the volume of offences they commit. The force has a number of initiatives in place, including the integrated offender management (IOM) model, which involves working with partner organisations, such as the probation service, to tackle prolific criminals. The force has adopted good practice from other forces, and has worked closely with probation and the county council. This has led to the identification of additional cohorts – women offenders, offenders aged 17 to 24 and domestic abuse perpetrators (a cohort of seven). The county council is commissioning additional services for perpetrators of domestic abuse. The force can demonstrate some reduction in re-offending.

Areas for improvement

- The force should take steps to ensure that it records all available evidence at scenes of crime.
- The force should ensure that it complies fully with the Code of Practice for Victims of Crime.

⁹ Part of the Home Office, Immigration Enforcement is responsible for preventing abuse, tracking immigration offenders and increasing compliance with immigration law. It works with partners such as the police to regulate migration in line with government policy, while supporting economic growth.

Protecting vulnerable people and supporting victims



Requires improvement

Identifying vulnerability

Hertfordshire Constabulary has a clear definition of what vulnerability is, and a strategy for protecting vulnerable people. The force communicates this strategy effectively and officers and staff display a good understanding of it.

The force has a good understanding of the nature and scale of vulnerability in its area. It works closely with local authorities and other partner organisations to analyse data that help it to see where harm is concentrated and what forms of exploitation exist in communities. Officers and staff take active steps to uncover hidden harm, such as the trafficking of vulnerable people or their subjection to forced labour.

The force is good at identifying vulnerable people when they contact the police – this was done correctly in all of the cases we examined during our inspection.

Call handlers respond to calls quickly and follow a structured risk-assessment process, so that they can recognise vulnerable people at the earliest opportunity.

This is a significant improvement on last year, when we found serious failings in the force's approach to identifying vulnerable people at the first point of contact.

The force acted immediately to deal with this matter and it is no longer a cause of concern to HMICFRS.

The force uses this risk-assessment process to help decide its response to incidents involving vulnerable people, and, where necessary, supply additional or specific services. For example, the force gives female victims of rape the option of requesting that a female officer attends, to minimise further distress.

Initial response

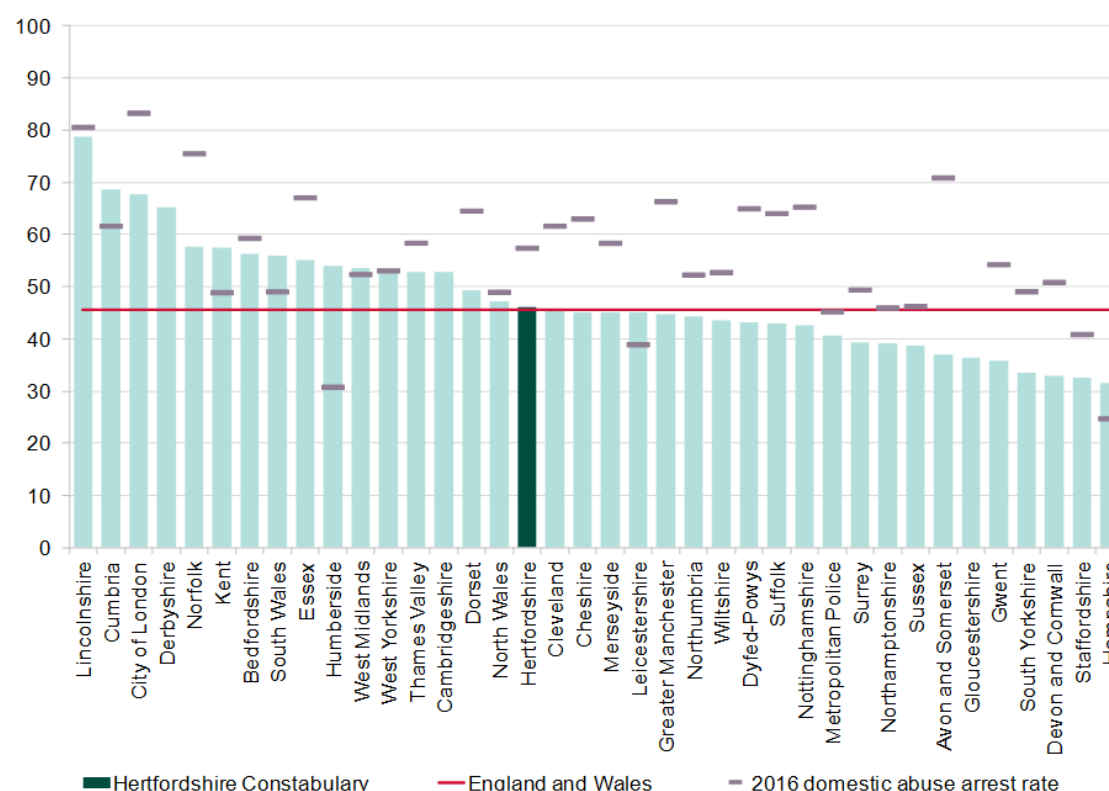
Hertfordshire Constabulary's initial response to incidents involving vulnerable people is good, particularly to victims of domestic abuse and people with mental health problems. Officers have access to DASH¹⁰ risk assessment forms, and usually they complete them to a satisfactory standard. However, the force's own review has identified that it needs to do more work to improve the completion of risk assessments by attending officers. This is important – to ensure that the risks to victims of domestic abuse are properly understood, and that they subsequently receive the support and safeguarding that they need.

It is also a matter of concern that the force's domestic abuse arrest rate has fallen since 2016. For every 100 domestic abuse-related offences that the force recorded in the 12 months to 30 June 2017, Hertfordshire Constabulary made 46.1 arrests (compared with 57.4 in the 12 months to 30 June 2016). Positively, the force provided all frontline officers with personal issue body-worn video cameras by April 2015. However, through its own review, the force has also identified that it is not using body-worn video cameras as routinely as it could. This is despite their proven benefits in terms of evidence gathering and safeguarding – especially in domestic abuse incidents. The force's domestic abuse action plan has identified this as a priority in terms of improving its ability to protect victims.

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.

¹⁰ 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.

Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017^{11, 12}



Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data¹³

For further information about this data, please see annex A

Mental health

Hertfordshire Constabulary recognises that the demands placed on the police in supporting people with mental health conditions are increasing. It has improved its arrangements for working with partner organisations to provide a more effective service. Officers and staff in the control room have a good understanding of the importance of taking immediate action where necessary to protect people with mental health problems. Good processes are in place for the staff to assess risk,

¹¹ 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.

¹² 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.

¹³ 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.

which enable them to make effective decisions. Frontline staff understand their responsibilities, and trained mental health professionals are available to help them identify and assist those that require additional or specialist support.

The force has developed a mental health triage scheme that the police and local health trust fund jointly.¹⁴ Under this scheme, nurses or paramedics accompany police officers on patrol to help them identify and support people with mental health problems. The force introduced this scheme based on analysis of the number of people approaching the police whose mental health required specialist support. The force has not formally evaluated this scheme as yet. However, initial findings suggest it has reduced the number of emergency admissions to the local hospital and has helped to ensure that people with mental health conditions receive more immediate and effective support.

Investigating crimes involving vulnerable people

The force needs to improve the way it investigates crimes involving vulnerable victims. Positively, the force has recognised the rising demand for its services in public protection and has increased the number of officer and staff posts in this area. Workloads are generally acceptable and regular opportunities exist for continuing professional development. However, the force is struggling to attract qualified detectives and we found some inexperienced individuals conducting investigations. The lack of experience and skills among some staff compromises the force's ability to conduct high-quality investigations and provide victims with tailored support. The force should ensure that officers and staff are trained and skilled to carry out specialist investigations and that supervision of investigations is effective, so that offenders are apprehended quickly and vulnerable victims receive the best possible service.

Our crime file review found that the management and supervision of some rape investigations was ineffective. Seven of the nine rape cases we reviewed that required an investigation plan, did not have a plan. We also found a marked lack of investigative plans for domestic abuse files. Only nine of the 18 files reviewed, in which domestic abuse was a factor and required an investigation plan, contained an investigative plan; most of these were not sufficiently clear. Of these 18 files, only five had appropriate supervision of the investigation plan. Staff had taken victim personal statements in cases where this was appropriate, but sometimes took these

¹⁴ 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.

statements very late in the investigation process. The force should ensure that victim personal statements are completed as early as possible, to reflect accurately the effect on the victim.

The force's investigative outcomes (such as charge or no further action) for domestic abuse have declined since 2015. The rate at which Hertfordshire Constabulary charges domestic abuse offenders with a crime is below the rate for England and Wales. This is a matter of concern as the number of domestic abuse offences recorded in Hertfordshire increased from 8,282 in 2016 to 9,658 in 2017. The force has carried out work to identify the reason for the fall in the domestic abuse arrest and charge rates; it needs to improve its understanding of the underlying causes of these trends.

The force also recognises that it does not fully understand why some victims do not support police action when the suspect has been identified. It plans to deal with this through better analysis and victim surveys. The force has commissioned Leicestershire Police to conduct a survey of domestic abuse victims on its behalf. This survey has been running for three months. It is a positive step, but it is too early to judge how well the force has used the feedback to improve its services for victims. The force has done some local work in order to identify good practice – looking at more positive outcomes where victims support investigations. It plans to share this learning across the force.

The force makes good use of its legal powers to protect victims of domestic abuse, such as domestic violence protection orders (DVPOs)¹⁵ and notices. In the 12 months to 30 June 2017, Hertfordshire had 68 DVPOs granted by the courts. This represents a rate of 0.7 DVPOs per 100 domestic abuse-related offences. The rate of DVPOs per 100 domestic abuse-related offences has increased compared with the 12 months to 30 June 2016 (0.3 DVPOs per 100 domestic abuse-related offences). This is in line with the England and Wales rate of 0.8 DVPOs per 100 domestic abuse-related offences). However, the force should make more use of domestic abuse disclosures under Clare's Law.¹⁶

Hertfordshire Constabulary is good at managing sex offenders. The ratio of offenders to managers is acceptable. The force's multi-agency public protection arrangements (MAPPAs) are well managed. They enable the force and partner organisations,

¹⁵ 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 the magistrates for a domestic violence protection order (DVPO). The DVPO will be granted for a period of up to 28 days.

¹⁶ 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.

including prisons and probation, to monitor offenders assessed as presenting a high risk to the public, and stop them from re-offending. Neighbourhood officers' knowledge of higher-risk sex offenders has improved since last year; better briefings and tasking have increased their awareness. The force briefing system contains information on all sex offenders and supplies more details about a small number of individuals for each geographical area. The local policing commands are responsible for managing violent offenders who are subject of supervision orders. The force makes good use of prevention orders to manage offenders, such as sexual harm prevention orders (SHPOs),¹⁷ and uses response plans for those that are considered a significant risk.

Partnership working

Hertfordshire Constabulary has well-developed relationships with partner organisations, which enable it to support vulnerable people and meet the needs of victims. The director of children's services chairs the countywide strategic board, for example. The board has a number of sub-groups, including an established multi-agency risk assessment conference (MARAC). The domestic abuse charity SafeLives has quality assured its effectiveness. A MARAC is a meeting where information about the highest risk domestic abuse cases are shared between representatives of the police, health, child protection, housing practitioners, independent domestic violence advisers (IDVAs)¹⁸, probation and other specialists from the statutory and voluntary sectors.

The force has invested in additional MARAC co-ordinators. However, the rate of referrals decreased by 8.8 percent, to 27.6 referrals per 10,000 adult females, in the 12 months to 31 March 2017 compared with the 12 months to 30 June 2016. It is lower than in 2015 and below the SafeLives recommended referral rate of 40 per 10,000 adult females. Three-quarters of all referrals are from the police rather than from partner organisations. In 2016, the force changed its policy on the number of visits it makes to domestic abuse victims, increasing the number from three visits in 12 months to four. The force altered this number following consultation with SafeLives. However, it should review its revised approach regularly, to be sure that it is taking correct action and managing domestic abuse offenders effectively.

¹⁷ Sexual harm prevention order (SHPO) is a measure given by the magistrates' court or crown court to a person who poses a risk of sexual harm to the public or an individual person. The SHPO prohibits the offender from a range of activity. For example, overseas travel, restrictions on certain types of employment and limiting internet use by the offender.

¹⁸ Independent domestic violence advisers (IDVAs) are trained specialists who provide a service to victims, who are at high risk of harm from intimate partners, ex-partners or family members, with the aim of securing their safety and the safety of their children; they are also known as independent domestic violence advocates.

The force plays an important role in a multi-agency safeguarding hub (MASH), 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 of a MASH is to ensure a timely and joined-up response for children and vulnerable adults who require protection. The MASH, together with other public protection departments, such as the safeguarding adults from abuse (SAFA) team and the domestic abuse investigation and safeguarding unit (DAISU), means that the force can develop effective safety plans for both victims and offenders who need support.

In HMICFRS' 2016 effectiveness inspection we identified an area for improvement, when we said the force should review its process for sharing information with schools about children affected by domestic abuse incidents, to do so as quickly and effectively as possible. We are pleased to find that this has been done, and that the force now shares information directly with schools to improve the safeguarding of children.

Areas for improvement

- The force should ensure that frontline officers become more proficient in completing DASH risk assessments at initial response and that there is sufficient supervision to ensure opportunities to safeguard vulnerable victims are not missed.
- The force should review its effectiveness regarding its use of body-worn video cameras to capture photographic/video recorded evidence, particularly for domestic abuse incidents.
- The force should improve the quality of investigations involving vulnerable people, ensuring that such investigations are subject to regular and active supervision.

Specialist capabilities

Ungraded

National policing responsibilities

The Strategic Policing Requirement (SPR)¹⁹ specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime²⁰.

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

A chief officer has been appointed to lead a programme to build the force's capacity to respond to each threat – we found the programme to be an effective means of engaging the workforce and developing the skills and experience it requires.

The force has established a comprehensive programme to test its response to national threats - this is run in conjunction with Cambridgeshire Constabulary and Bedfordshire Police. The three forces have recently completed a training exercise with other organisations to assess their ability to provide humanitarian relief should there be serious flooding in the area. Working constructively with other forces in the region ensures that large numbers of officers can be mobilised should a major incident be beyond the control of a single force.

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

¹⁹ 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

²⁰ 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.

and all other crime involving guns. The *Code of Practice on Police Use of Firearms and Less Lethal Weapons*²¹ 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).

Hertfordshire Constabulary operates joint arrangements with Cambridgeshire Constabulary and Bedfordshire 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 of practice and the guidance issued by the College of Policing.²² The APSTRA was last reviewed on 10 July 2017.

We consider that the APSTRA could be improved if it included more analysis of how quickly armed response vehicles (ARVs) respond to armed incidents. This helps forces understand whether they have sufficient armed officers to meet operational demands. We are aware that the force collects this data but it does not currently form part of the APSTRA.

In Hertfordshire, we found that the designated chief officer scrutinises the APSTRA closely. He formally approved its content, which includes the levels of armed capability and capacity that the threats require. His decisions and the rationale on which they are based are clearly auditable.

²¹ *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

²² 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 2,700²³ police case files across crime types for:

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

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

²³ 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 Rules²⁴ 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.

²⁴ 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; and
- dispersal orders.

Together these powers form the anti-social behaviour (ASB) powers considered in this report.

The Crime and Policing Act 2014 introduced ASB powers which can be applied by both local authorities and the police. The ASB powers data provided in this report covers police data. Therefore, results should be treated with caution as they may not include instances where local authorities exercised these powers.

When viewing this data the reader should be aware of the following:

- Bedfordshire Police, Greater Manchester Police and the Metropolitan Police Service were unable to provide data on anti-social behaviour powers as the data are not held centrally within each force.

- Greater Manchester Police was unable to provide any 2016 ASB use of powers data. Greater Manchester Police intends for its new integrated operational policing system to incorporate recording of ASB powers.
- Suffolk Constabulary was only able to provide data for the southern area of the force in 2017. Therefore its data are excluded.
- The forces highlighted above are not included in the figure or in the calculation of the England and Wales rate.
- Gloucestershire, Hertfordshire, Humberside and Merseyside forces were only able to provide partial 2017 ASB use of powers data.
- Gloucestershire Constabulary and Hertfordshire Constabulary were unable to obtain data regarding the number of civil injunctions as their local authorities lead the application of these.
- Humberside Police was unable to provide data on community protection notices and civil injunction notices as its local authorities lead the application of these. The force does not collect data on criminal behaviour orders and dispersal orders.
- 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.