

PEEL: Police effectiveness 2017

An inspection of West Yorkshire Police



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Force in numbers



Calls for assistance

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

West Yorkshire Police

England and Wales

284

282



Anti-social behaviour

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

West Yorkshire Police

England and Wales

25

31

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

West Yorkshire Police

England and Wales

+2%

-0.05%



Crime (excluding fraud)

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

West Yorkshire Police

England and Wales

107

77

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

West Yorkshire Police

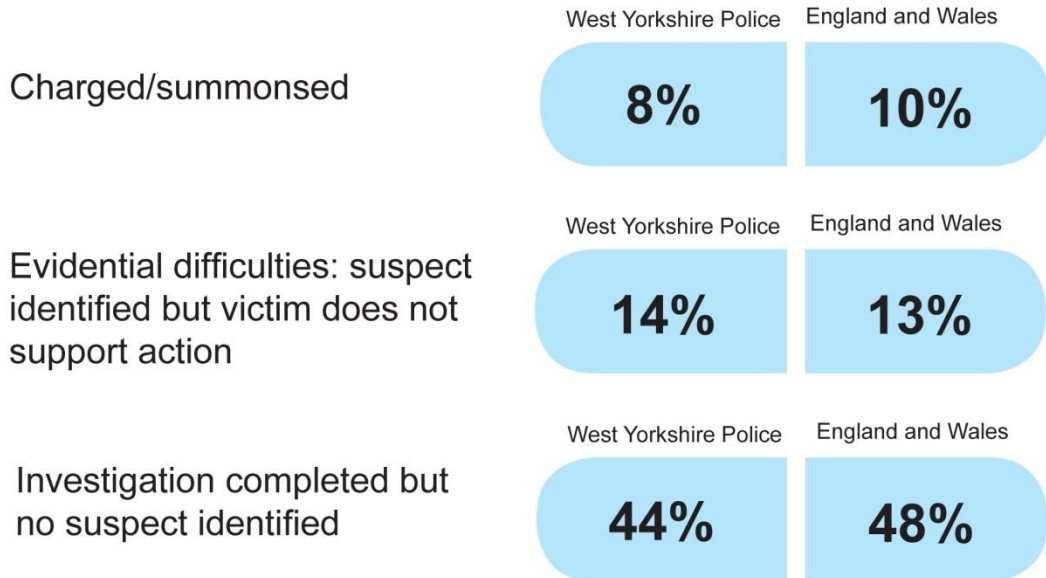
England and Wales

+17%

+14%



Crime outcomes*



Domestic abuse



Organised crime groups



*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. West Yorkshire Police was assessed against the following areas in 2017:

- Preventing crime and tackling anti-social behaviour;
- 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 Full details of the interim risk-based approach are available from the HMICFRS website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based

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

Effectiveness overview

Judgments

Overall effectiveness 2017  Good

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

Summary

West Yorkshire Police is good at keeping people safe and reducing crime. Since HMICFRS' 2016 effectiveness inspection, the force has made progress in a number of areas. HMICFRS is pleased to see the positive effect recent improvements have had across the force, particularly in preventing crime and protecting vulnerable people. Further action is needed to ensure the force is effective in investigating crime.

The force is good at preventing crime and tackling anti-social behaviour. It is improving its neighbourhood policing team, which focuses on problem solving and early intervention. The force is using targeted patrols as a preventative policing

measure, focusing resources on areas of high crime. It has a good understanding of its communities and the threats they face. However, it should evaluate and disseminate effective practice routinely, both internally and with partner organisations (such as local authorities, or health and education services).

West Yorkshire Police's approach to investigating crime and reducing re-offending requires improvement. The quality of investigations in more serious and complex cases is generally good, but the force needs to improve the quality and supervision of investigations for low-level crimes, such as street robbery, burglary and vehicle-related criminality. The quality of its initial investigative response and handover are a cause of concern. Officers and supervisors need further training in basic investigative skills. The force also needs to review its procedures to track down criminals who are wanted for offences, to ensure they are arrested promptly and prevented from continuing to cause harm. It has good procedures to reduce re-offending by known offenders through its work with partner organisations, such as prison and probation services.

The force is generally good at protecting vulnerable people and supporting victims. It identifies vulnerability routinely at the first point of contact. The force is adequately prepared to manage the risk posed by dangerous and sexual offenders. It has a good understanding of how mental health problems cause vulnerability. The force works well with partner organisations, such as MIND and health services, and has effective arrangements to exchange information. However, it needs to improve capability and capacity within its safeguarding unit.

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

Preventing crime and tackling anti-social behaviour



Good

Prioritising prevention

West Yorkshire Police's overall approach to crime prevention is good and the force has further potential to improve when the changes it is making take effect. The force's vision for neighbourhood policing within West Yorkshire is 'keeping communities safer and feeling safer'. The force regards neighbourhood policing as the foundation for policing services to communities in West Yorkshire.

Neighbourhood policing teams can be seen working in the community and they are easy for the public to contact. Reducing crime is a main concern for West Yorkshire Police. As part of the force's commitment to this, it has reviewed its approach to neighbourhood policing to ensure that it is centred on crime prevention. It is using targeted patrols as a preventative policing measure through predictive policing analysis,³ focusing resources on areas of high crime. The approach is based on one used by the force in 2012 to help identify areas at risk of burglary; this has been expanded in what it covers and where it is used. It is being trialled in Bradford and a post-implementation review is planned. First indications are that its effect is positive.

At the time of the inspection, the force was undertaking a full review of neighbourhood policing following HMICFRS' 2016 effectiveness report, and was part way through implementing changes. The aim of the neighbourhood policing review is to create a working structure that links ward officers more closely to their supervisors so they can obtain guidance, thus reducing the need to use them to respond to incidents as much as possible. The new structure should also improve the supervisory ratios for officers and staff within neighbourhood teams.

The force has concentrated on providing problem-solving training to neighbourhood-based officers, with a particular focus on ward officers and police community support officers (PCSOs). The training has also been given to officers in other roles and specialisms, ensuring that officers and staff throughout the workforce are aware of and can apply the principles of problem solving for crime prevention. Approximately 700 officers and staff have received this training so far.

³ Predictive policing means analysing crime trends (such as time-bound and seasonal trends) to identify and understand where most crime is occurring and in some cases to predict where crime and anti-social behaviour are most likely to occur.

The force is using ward officers to respond to incidents, which is both strengthening partnership working and adding resilience to its approach to problem solving and crime prevention. The level of being taken away (abstracted) from their neighbourhood role varies throughout the different districts. An abstraction policy has been written as part of the neighbourhood policing review, but it is not yet published. It is expected to come into use in March 2018. This policy will clarify the abstraction process and is expected to ensure consistency throughout the districts. Currently, each district has its own policy, which means there is a lack of understanding of where members of the workforce are being abstracted to, why and how frequently.

Understanding communities

West Yorkshire Police has a good understanding of its communities and the threats they face. The force has undertaken analysis on the threat, risk and harm faced by local communities using the management of risk in law enforcement (MoRiLE)⁴ approach. The analysis is based on police and partner data and contributes to the force's strategic threat and risk assessment. Analysis of crime trends is discussed at local accountability meetings. At a local level, the force participates in meetings and other arrangements with partner agencies to understand the levels of threats within the community and identify individual or group concerns. In addition, in the Leeds district, the local authority has carried out in-depth analysis of problem neighbourhoods. This analysis has allowed the force and other organisations to focus resources on areas where they are needed most. However, this has not yet been replicated throughout the force area.

The force is considering newer methods to engage with communities instead of the traditional PACT⁵ meetings it has used in most of the districts. The new ways of engaging, such as e-PACT meetings (an online version of the PACT process), are being tried out in different districts. They will be implemented formally when results of the neighbourhood policing review are published. Ward officers and PCSOs within the neighbourhood policing teams are using social media to disseminate messages and updates to the community, but also as a way for the community to contact them.

However, officers and staff are unable to take and upload photos to these official social media sites from their work mobile devices, due to the force's security settings. The devices are primarily intended to allow officers and staff to capture

⁴ MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

⁵ Police and Communities Together (PACT) meetings involve the police, partner organisations and the public. The meetings allow communities to identify policing priorities and to hold the police and other partners accountable for addressing matters raised by the public. They are open to the public and usually are held monthly or every three months.

images for evidential purposes, which need to be managed securely. As a result, officers and staff often use their own personal devices to capture and upload photo-based updates for neighbourhood policing team sites, with the risk that they are storing work-related images on personal devices. The force should provide guidance to staff on the use of personal mobile devices and may wish to consider exploring a way of allowing images captured on work devices to be uploaded to official social media sites.

The force has several initiatives to engage with communities and partner organisations to understand what concerns they have. Some ward officers use meetings and charities to engage with communities, especially with new communities that may have less trust and confidence in the police or are less likely to take part in traditional forms of engagement. We found good examples of work with partner organisations, such as outreach workers and Safer Leeds, who put on events designed to reach those less likely to come forward and engage with the police. Currently, West Yorkshire Police does not have a method for disseminating good practice and innovation to benefit communities throughout the force area.

Some local policing units have a well-developed and thorough understanding of their local communities and this is compiled into a comprehensive and user-friendly community profile. The profile draws on publicly available information and police and partner data to help understand the problems within a specific area. This includes information on organised crime groups, important individual networks, offenders of note and areas of high demand. We found that some community profiles are well developed and used, but that this is not consistent throughout the force area.

Tackling crime and anti-social behaviour

West Yorkshire Police tackles crime and anti-social behaviour effectively. The force is using a new model for problem solving and almost 700 officers and staff have received training on the model (although we did find some inconsistencies in the provision of this training). This new method is based on the National Decision Model⁶ and we found that officers and staff are confident in using it.

The force has worked with the Early Intervention Foundation⁷ to develop training for people working as problem-solvers within neighbourhood policing teams. The force plans to replicate good practice of the Early Intervention Academy. Master classes are being provided at a strategic level with partner organisations to explore how the

⁶ The National Decision Model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and take action and review what happened.

⁷ More information on the Early Intervention Foundation is available at: www.eif.org.uk/

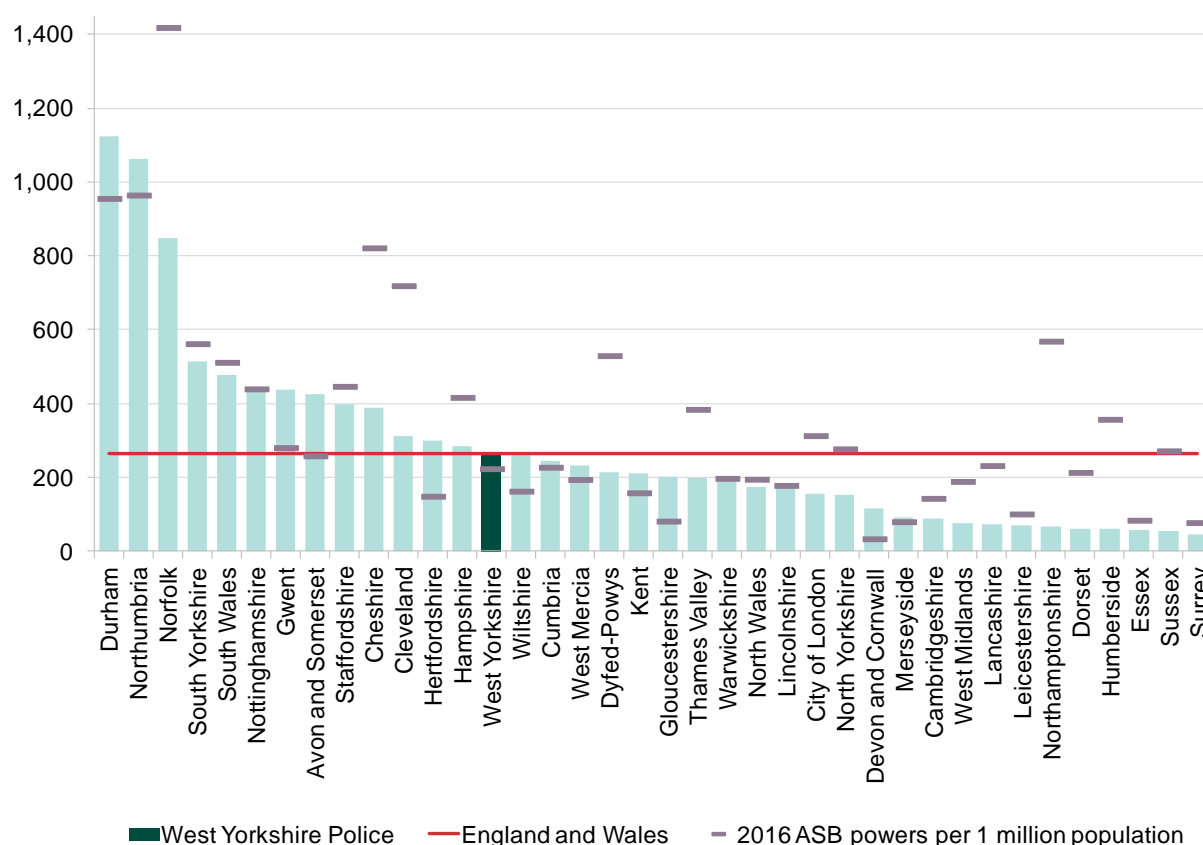
concept of early intervention could work within West Yorkshire. This is helping to ensure senior leaders understand the importance of problem solving. The force, partners and the Early Intervention Foundation have developed principles on early intervention. At a local level, the force has strong links with the anti-social behaviour and partnership teams within the local authority, which has ensured a co-ordinated approach to their work and joint learning. Local partner meetings, such as the area leadership district group, allow partner organisations and the force to work together effectively, exchanging intelligence and setting joint goals. These meetings are well attended by partners, minutes of the meeting are taken and actions are monitored. Although these are very positive meetings, they do not take place in all districts and, as a result, some areas have better links and working relationships with partner organisations.

A central analytical team disseminates throughout the force crime and incident statistics on areas experiencing high levels of anti-social behaviour, missing people, domestic abuse victims and offender information. This helps to direct the activity within districts and to inform officers and staff about where problem-solving activity may be beneficial.

West Yorkshire Police and its local authority partners make use of a range of different powers and tactics to address criminal and anti-social behaviour. In the 12 months to 30 June 2017, the force secured 88 criminal behaviour orders⁸ per 1 million population, 28 civil injunctions per 1 million population and 148 dispersal powers per 1 million. This demonstrates an 18 percent increase in the use of anti-social behaviour powers when compared with the same period in 2016.

⁸ A criminal behaviour order is available on conviction for any criminal offence by any criminal court, under section 22 of the Anti-social Behaviour, Crime and Policing Act 2014. It replaces the powers the court had previously to make orders such as anti-social behaviour orders or drinking banning orders on conviction.

Figure 1: Rate of anti-social behaviour (ASB) powers per 1 million population, by force, in the 12 months to 30 June 2017⁹



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

The neighbourhood policing review involves assessing the areas of strength and weakness in the force that were highlighted in HMICFRS' 2016 effectiveness report, such as a lack of understanding in the approach to problem solving and the inconsistency of approach to neighbourhood policing in the five different districts. The force uses its local accountability meetings to review practice within each of the districts. These meetings are chaired by the assistant chief constable and include the senior leadership representatives within each district. The meetings highlight where success has been achieved, and also how to implement best practice from other districts. The tactical intelligence assessment meetings are held every six weeks and allow the force to assess performance, especially on anti-social behaviour and community problem solving. As mentioned earlier, the force will review the trial approach to targeted patrols in areas of high crime that is being used in Bradford. This trial may be widened both in what it covers and in the areas of the force where it is run.

⁹ Bedfordshire, Derbyshire, Greater Manchester, the Metropolitan Police and Suffolk forces were unable to provide any 2017 ASB use of powers data. Gloucestershire, Hertfordshire, Humberside and Merseyside forces were only able to provide partial 2017 ASB use of powers data. Greater Manchester Police was unable to provide any 2016 ASB use of powers data.

Area for improvement

- The force should put in place a standardised way to evaluate and disseminate effective practice routinely throughout the five policing districts, both internally and with partner organisations, to improve its approach to preventing crime and anti-social behaviour.

Investigating crime and reducing re-offending



Requires improvement

Initial investigation

West Yorkshire Police needs improvement in some aspects of its initial investigation response. During our inspection, we conducted a review of 90 police investigation case files. Of the 90 cases we examined, 13 were considered suitable for resolution without the need for police attendance and did not require an immediate response. Of the remaining 77 where attendance was appropriate, we concluded that in 12 cases there was an unacceptable delay in attendance, which had an adverse effect on the investigation or victim. Based on a detailed initial assessment made by the call taker in the customer contact centre, the force provides a good response to calls for service that require either an emergency response¹⁰ or priority response.¹¹ However, the force needs to improve how it responds to and allocates resources to incidents not requiring an immediate response.

We found through examining 999 and 101 calls and talking to officers and staff that the five district control rooms have different processes for incidents that require deployment within 48 hours or those for which an appointment with an officer or a telephone investigation is considered more appropriate. Localised practices such as five differing processes to allocate crime for investigation for each district are leading to delays in fully assessing the threat, risk, harm and vulnerability (including for domestic abuse incidents) and the lack of timely DASH¹² assessments (when appropriate) for those incidents which do not have an immediate deployment of resources. This variation and lack of clarity in respect of standardised deployment processes is leading to a delay in responding to the calls, a delay in a comprehensive risk assessment being carried out for victims and an inconsistency in service levels across West Yorkshire.

¹⁰ Emergency response is immediate deployment and attendance within 15 minutes. Incidents of this nature should be attended as soon as possible; attendance must not be delayed unnecessarily, and in any event attended within 15 minutes.

¹¹ Priority response is to attend as soon as possible within 60 minutes. Officers must attend the incident as soon as possible in order to minimise any unreasonable delay, and within 60 minutes.

¹² 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.

HMICFRS' 2016 effectiveness report for West Yorkshire Police highlighted concerns on the quality of initial enquiries and handover of work between teams. In this year's inspection, we found that handovers were often of very poor quality with little investigation having taken place and lacking basic requirements such as victim and witness statements. Standard activities such as house-to-house enquiries, gathering and reviewing CCTV footage and scene preservation were not being undertaken. Frontline officers do not fully understand their role and responsibilities and lack consistent knowledge of basic investigation principles. We found little evidence of supervision of work handovers, again highlighting a lack of understanding and knowledge of what is required from officers. There is no force policy or guidance outlining the minimum required standards of investigation for officers and supervisors to follow. The current approach is having a detrimental effect on victims and an adverse effect on victim engagement; for example, statements from victims often need to be taken again because of a lack of detail and poor quality. Officers are often missing lines of enquiry, which again is adversely affecting the quality of investigations. This is now an area of concern for HMICFRS, having highlighted these areas for improvement in effectiveness inspections over the last two years.

In contrast, the force has a good approach to its initial investigation of fraud. The force's figures show that in the 12 months to June 2017, the National Fraud Intelligence Bureau referred 1,129 cases to West Yorkshire Police. The force is proactive in identifying vulnerable victims of fraud and trends at the earliest opportunity to prevent there being further victims, as well as in providing victims with appropriate support. The economic crime unit has its own officers dedicated to victim care to ensure vulnerable victims receive appropriate support and that wider safeguarding matters are considered. The force's fraud recording, allocation and investigation policy clearly details vulnerability criteria. The force uses the National Decision Model and records on the crime log the reason why the case will or will not be investigated. The letters the force sends to victims are specific to each person and direct them to support services and crime prevention advice. Any decision not to investigate a fraud is scrutinised by the unit's detective sergeant.

In the 12 months to 30 June 2017, West Yorkshire Police dealt with 40 percent of incidents on the phone or in a station. The force crime management unit has been in place for over a year and a large part of its function is to deal with incidents by phone. We found that telephone investigations are used appropriately in the resolution of non-emergency incidents, providing a good quality of service and leading to satisfactory outcomes for victims.

Investigation quality

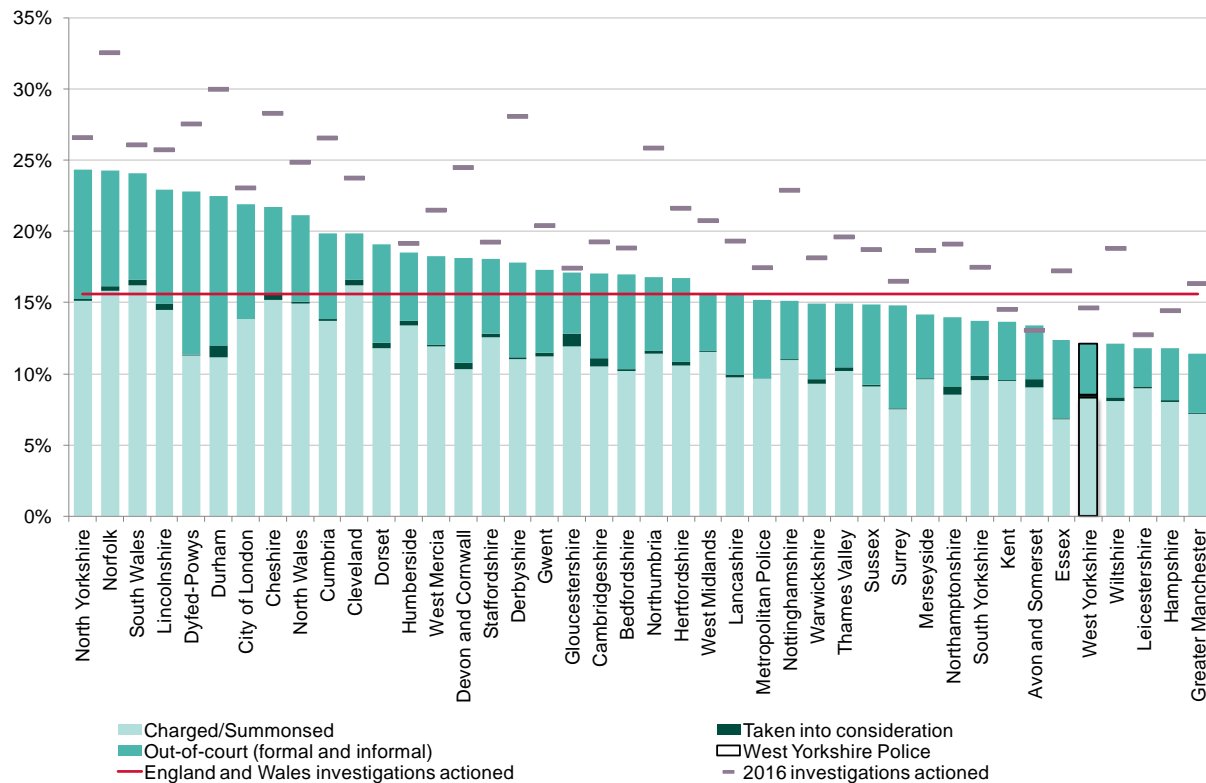
The quality of investigation undertaken by West Yorkshire Police is mixed. HMICFRS reviewed 90 files and found two-thirds to be effective. Only 36 of the investigations were judged to have been supervised effectively, with a further 13 assessed as having limited but appropriate supervision. The force currently does not have enough officers with detective skills and experience, a problem which other forces are also experiencing. This is having a negative effect on the effectiveness and quality of low-level crime investigations, as well as on securing satisfactory outcomes for victims. The force needs to do more work to support inexperienced officers in this area and to ensure supervisors have the necessary skill set to oversee the quality of investigations. For major and more serious investigations, the force has the necessary capacity to meet demand and can allocate specialist resources, such as officers with specific knowledge, to assist if required. With regard to positive outcome rates for cases, these have declined for West Yorkshire Police over the last 12 months. For example, there has been a 2.6 percent increase in the number of cases where a suspect has been identified but evidential difficulties and victims withdrawing their support prevents further police action (outcome 16).¹³

The force provides a good service to victims of crime. It has strong processes and good supervision for keeping victims updated with progress on investigations. Officers we spoke to during the course of our inspection saw victim care as important. The force is in the process of devising new ways of seeking victims' views by using surveys. The force runs two telephone surveys, one tailored for crimes the force attends, and one for those that had a telephone investigation. Over the next 12 months, the force plans to expand these surveys to include victims of fraud and serious sexual offences. It also plans to run several focus groups aimed at increasing its understanding of areas of dissatisfaction for victims.

The force has the necessary capability and capacity to examine digital devices, such as mobile phones and computers, in support of investigations. It has taken into account the increased use of technology in criminal activity and has changed its processes and increased workforce numbers to reflect the surge in demand. The force's backlog of devices to be examined is lower than the rate for England and Wales. It has plans in place to manage this backlog through using another organisation to carry out the examinations.

¹³ Outcome 16 is a Home Office classification used to describe the finalisation of an investigation where the suspect was identified, but there were evidential difficulties and the victim did not support police action.

Figure 2: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017^{14, 15}



Source: 2016 and 2017 Home Office Outcomes Data

For further information about this data, please see annex

Reducing re-offending

In 2016, HMICFRS highlighted an area for improvement for the force to ensure those circulated as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects, and suspects identified through forensic evidence are located swiftly and arrested. This continues to be a problem area for the force and it needs to do more to actively manage outstanding suspects. The force should develop a policy and process to identify the number of persons wanted for offences and then monitor this activity. The process would benefit from force-wide strategic oversight and a review of all wanted records over six months old being undertaken centrally; currently, this is left to each district to undertake.

¹⁴ Investigations where action was taken includes the outcome categories of Charged/Summoned, Taken into consideration and Out-of-court (formal and informal).

¹⁵ 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.

Force policy is that all arrested foreign nationals should be subject to an ACRO¹⁶ check. Since last year, the force has automated its referral of foreign national offenders through its crime and intelligence system. There has been a 72 percent increase in the number of ACRO referrals from 2015/16 to 2016/17. The force is aware of this and is undertaking a review of the intelligence units' structures and processes. It is proposing to increase the number of officers and staff dedicated to dealing with the information the force receives from ACRO after a referral.

The force operates a local model of integrated offender management.¹⁷ Districts work in partnership with the national probation service, a community rehabilitation company¹⁸ and other partner agencies to identify people most at risk of re-offending. This identification process involves analysis of crime patterns, intelligence, arrests and drugs behaviour alongside information provided by the partner agencies. The process ensures that re-offenders involved in any type of criminal activity can be identified. It includes those offenders involved in lower-level acquisitive crime,¹⁹ domestic abuse, child sexual exploitation, firearms and organised crime. The force's figures showed that, as at 31 March 2017, the five districts were managing 355 prolific offenders associated primarily with acquisitive crime. Initial analysis has identified that in 2016/17 offenders in this cohort committed, on average, 3.1 offences last year. In the latest 12-month period (to September 2017), this same cohort of offenders committed, on average, 2.8 offences, representing a reduction in offending behaviour, the second successive quarterly reduction.

¹⁶ ACRO Criminal Records Office manages criminal record information and improves the exchange of criminal records and biometric information for UK law enforcement agencies.

¹⁷ Integrated offender management is a cross-agency response to crime and re-offending threats faced by local communities.

¹⁸ A community rehabilitation company (CRC) is a private-sector supplier of probation and prison-based rehabilitative services for offenders in England and Wales.

¹⁹ Acquisitive crime is defined as an offence where the offender derives material gain from the offence committed. Examples include shoplifting, burglary, theft and robbery.

Causes of concern

The quality of West Yorkshire Police's initial enquiries, its supervision and its general standard of investigation is a cause of concern.

Recommendation

- The force should provide frontline officers with training and operational experience to ensure that they are able to retrieve forensic evidence from scenes of crime.
- The force should develop a policy outlining minimum investigative standards and roles and responsibilities of officers and supervisors.
- The force should ensure that all those carrying out investigations are provided with appropriate training and support.
- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should improve its process for and supervision of handovers to ensure all relevant information passed to investigators is complete and of sufficient quality.

Areas for improvement

- The force should review processes within district control rooms to ensure consistency so that incidents are fully risk-assessed and the right resources are allocated within the appropriate timescale.
- The force should ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects, and suspects identified through forensic evidence are located and arrested.

Protecting vulnerable people and supporting victims



Good

Identifying vulnerability

West Yorkshire Police has a clear definition of vulnerability to help it to identify people at risk. It has policies that provide clear guidance and direction for safeguarding children, young people and adults. Protecting the vulnerable is one of the force's five priorities. Most officers and staff display a good understanding of vulnerability.

The force assesses vulnerability initially by using the THRIVE²⁰ process, which helps officers and staff decide how best to resolve a call. During our inspection, we found that call handlers have a good understanding of the THRIVE principles and apply them correctly to assess the levels of harm that individuals are facing. Call handlers are generally making sound decisions and taking the right course of action to support callers. Repeat victims are identified quickly using the force computer system, allowing appropriate resources to be deployed efficiently.

The force works closely with partner organisations to understand community threats and risk. When vulnerability is identified, the force is good at disseminating information about its nature and scale. The force has no flagging process to identify vulnerable victims on its online systems but instead uses other flags or markers to highlight vulnerability, such as risk of child sexual exploitation. It is possible to search force systems for safeguarding occurrences in order to understand the nature and scale of vulnerability throughout the force area. West Yorkshire Police is undertaking work to understand why reports of certain crime types are increasing. Emerging trends are identified locally and disseminated throughout the force when appropriate. Some of the force's analysts are working with local authorities, such as in the Safer Leeds Partnership and the Kirklees Partnership. The force's strategic assessment provides detailed understanding of vulnerability in relation to: child sexual exploitation and abuse, modern slavery/human trafficking, domestic abuse, sexual offences, missing persons, mental health, so-called honour-based abuse, forced marriage, female genital mutilation, hate crime and house burglary.

²⁰ The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

Initial response

The force's initial response to incidents involving vulnerable people, particularly victims of domestic abuse, is generally good. Of 36 investigation case files, we reviewed involving domestic abuse, we found only two where the delay in response was judged to have had an adverse effect on the investigation.

The force recently introduced the use of markers in the customer contact centre to flag incident logs to show vulnerability has already been identified, to ensure its response officers are best able to identify vulnerability. The majority of police staff in the customer contact centre understand vulnerability. The force has invested in independent domestic violence advisors²¹ who go out on patrol with officers. They assist with the completion of DASH risk assessments, particularly involving victims who are not always supportive of police action, such as victims of so-called honour-based violence and sex workers. The force has introduced DASH forms on handheld devices and makes sure these are completed correctly through a step-by-step guide and supervisory review. Medium or high-risk DASH assessments receive further scrutiny through the multi-agency safeguarding hubs (MASHs),²² where they are examined within 24 hours. Standard assessments are reviewed within the safeguarding units.

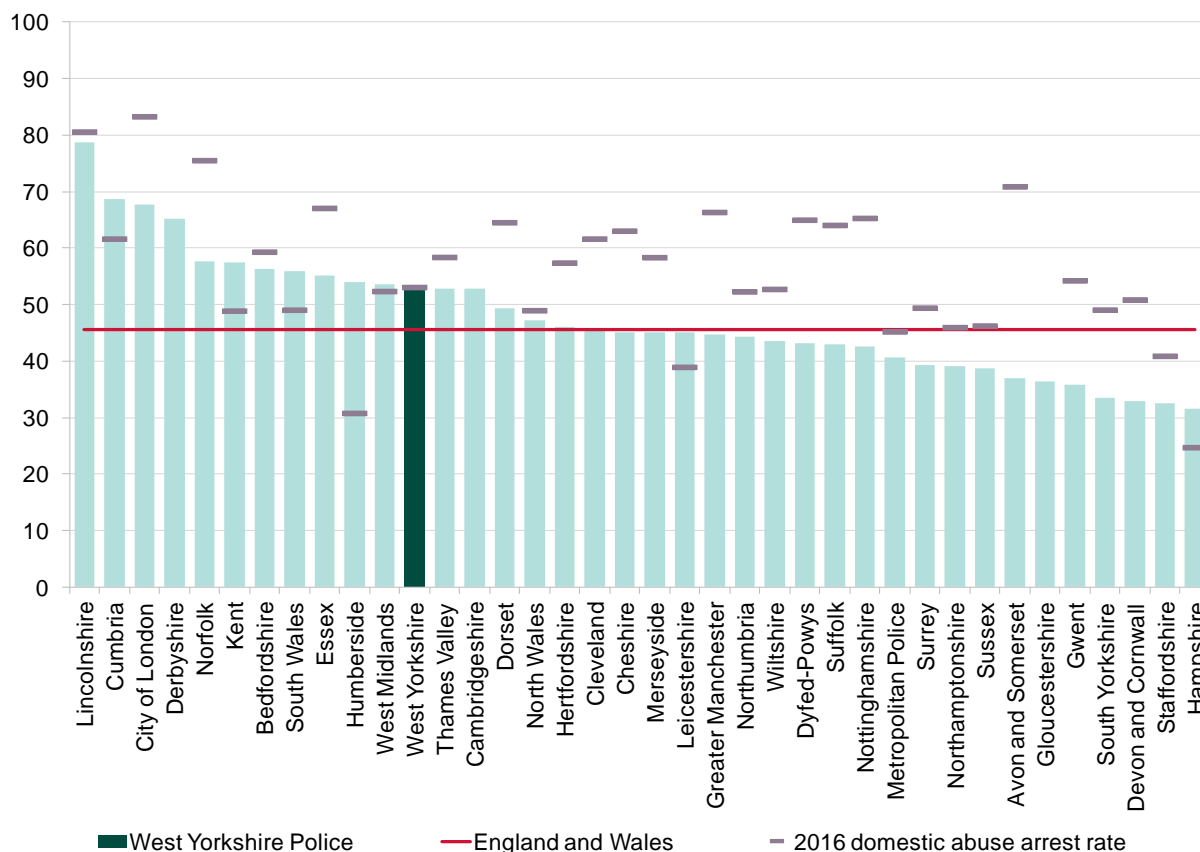
Officers have received training through a DASH i-learning programme as well as from the safeguarding unit, which has provided face-to-face training on coercive control, better engagement for victims and the use of body-worn video cameras. The training has been devised using learning that has come out of domestic homicide case reviews. The force is also developing a professional learning package for officers on the front line to educate them about how to identify hidden harm and to make the most of opportunities for early intervention.

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.

²¹ 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.

²² 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.

Figure 3: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017^{23,24}



Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data²⁵

For further information about this data, please see annex A

The force has been using body-worn video cameras when attending domestic abuse incidents for over two years. All frontline officers have access to these cameras, but not all of them understand the force’s policy on their use. The supervising sergeant checks and dip-samples the quality of the camera footage. In cases of domestic abuse, the attending officer telephones their supervisor from the scene of the incident to discuss the circumstances and problem-solving options to ensure that the detail and quality of the assessment are both sufficient. In the 12 months to 30 June 2017, West Yorkshire Police recorded 15,719 arrests for domestic abuse-related offences, which represents 53 arrests per 100 domestic abuse-related offences. This

²³ 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.

²⁴ 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.

²⁵ 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.

is in line with the England and Wales rate of 45.5 arrests per 100 domestic abuse-related offences.

The force is also implementing a new public protection IT module which will allow officers to make direct referrals to other organisations, as well as standardise the way that other organisations make referrals to the force.

Mental health

West Yorkshire Police demonstrates a good understanding of the nature and scale of vulnerability in its area that involves issues and concerns regarding the mental health of individuals; it has developed this with partner organisations. There are wide variations in the force's operating practices throughout West Yorkshire and in terms of the support available for people with mental health conditions. In particular, Leeds and Bradford have enhanced arrangements to provide a more effective service to support people. Officers and staff in the customer contact centre have a good understanding of the importance of taking immediate action when necessary to protect those with mental health conditions. In the district control rooms, mental health nurses review incident logs, speak to control room officers and staff and provide specialist support; they also examine the logs to identify problems that may not be immediately apparent to call handlers. We found that data collection on the understanding of the impact of mental health concerns in the area varied throughout the five districts because of different relationships with partner agencies.

The force is adopting a problem-solving approach to people experiencing mental health problems. Some areas have set up a MASH team to deal with high-demand individuals in order to produce long-term solutions. This approach is used in Bradford. Governance for the force is managed through the strategic safeguarding board and the police and crime commissioner's (PCC) mental health and criminal justice forum.

The force is developing its understanding of mental health conditions by completing case study exercises and working with partner organisations to discuss the cases. It is using problem solving to improve processes, identify concerns and find solutions to achieve a collective understanding of the main problems. Operational officers and staff have received training on dementia, suicide and the mental health charity MIND;²⁶ the training packages are mostly online. MIND also provides one-day face-to-face training for supervisors. The force is working with the College of Policing to obtain a new training package that reflects the legislative changes for mental health.

²⁶ MIND is a mental health charity in England and Wales. MIND offers information and advice to people with mental health problems and lobbies government and local authorities on their behalf. It also works to raise public awareness and understanding of issues relating to mental health.

A mental health single point of contact has been established in each district to review section 136²⁷ performance and work with partner organisations to assess and address underlying problems. The single points of contact allow a two-way flow of information and provide all officers and staff with information and guidance on the force's approach to people experiencing mental health problems.

Investigating crimes involving vulnerable people

West Yorkshire Police could do more to ensure that crimes involving vulnerable people are allocated to officers and staff with the appropriate skills and training. HMICFRS found that 36 of the 90 cases reviewed involved domestic abuse, of which 30 had been undertaken by the most appropriate team. In 23 of the cases, all available investigative opportunities had been pursued and we found the level of supervision and guidance to be appropriate in 29 cases. We identified two cases where delays in the initial response had resulted in a negative effect on the investigation. The force does not have any formal processes or policies on supervision of investigations or investigative standards, which means the quality of investigations varies throughout the force. In the month before the inspection, the force introduced a safeguarding investigation policy aimed at improving the consistency and quality of safeguarding investigations across all five districts.

HMICFRS also has concerns about the capability of officers and staff within safeguarding units. At the constable level, we found the majority of officers are not detective-accredited under the Professionalising Investigation Programme level 2,²⁸ do not have any specialist training, such as the Specialist Child Abuse Investigation Development Programme (SCAIDP), and lack experience. The force is working to increase the number of accredited detectives and has a training plan to increase the number of SCAIDP trained officers. Despite this, the lack of capacity of trained officers is having a negative effect on supervisors within these units; many

²⁷ 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 suffering from a mental disorder 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.

²⁸ Professionalising Investigation Programme (PIP). The aim of the PIP is to ensure that staff are trained, skilled and accredited to conduct the highest quality investigations: PIP level 1 – priority and volume crime investigations; PIP level 2 – serious and complex investigations; PIP level 3 – major investigations; PIP level 4 – strategic management of highly complex investigations. PIP identifies key learning and development for investigators in new or specialised roles, and standards of competences in investigation and interviewing. These are now established within a suite of national occupational standards.

supervisors spoke of high workloads that carried significant risk, and long working hours without any managerial support. While this is an area of concern, we were impressed with the dedication and work ethic of officers and staff within safeguarding units, who demonstrated professionalism, understanding and empathy for the victims they worked with. Although the force is taking a proactive stance in managing the welfare and wellbeing of officers and staff in the safeguarding units, and occupational health provides regular health checks, the force could do more to support officers and staff within these units.

In cases where prosecution is not possible or practical, West Yorkshire Police makes use of alternative legislation and powers to protect vulnerable victims. These include domestic violence protection notices (DVPNs) and orders (DVPOs),²⁹ and also the domestic violence disclosure scheme 'right to know' and 'right to ask', also known as Clare's Law.³⁰ In the 12 months to 30 June 2017, senior officers authorised 164 DVPNs, and 152 DVPOs were granted by the courts, representing large increases over the same period in 2016. In the 12 months to 30 June 2017, the force received 89 applications under the 'right to know' and 76 applications under the 'right to ask', which resulted in 68 and 19 disclosures respectively. In the 12 months to 30 June 2017, West Yorkshire Police charged domestic abuse offenders at a rate of 16 per 100 domestic abuse-related offences which is line with the England and Wales rate of 19 per 100 domestic abuse-related offences. In terms of positive outcomes for domestic abuse in the 12 months to 30 June 2017, West Yorkshire Police achieved 18 per 100 domestic abuse-related offences, which is below the England and Wales rate of 24 per 100 domestic abuse-related offences.

The force is adequately prepared to manage the risk posed by dangerous and sexual offenders. This is demonstrated by clear management plans, a formal risk-assessment procedure, robust use and enforcement of ancillary orders and effective engagement with partner agencies through the multi-agency public protection arrangements (MAPPA).³¹ The force uses markers or flags on the crime management system to indicate to neighbourhood policing teams any registered sex offenders living within their area. This means the teams can play an active part in

²⁹ 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.

³⁰ 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.

³¹ MAPPA are in place to ensure the successful management of violent and sexual offenders. Agencies involved as responsible bodies include 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.

monitoring and managing the offenders. The use of flags also highlights any activity or intelligence in relation to that individual so that appropriate action can be taken. The management of registered sex offenders is overseen by the head of crime for each district through a monthly meeting with the responsible detective inspector. Information is regularly exchanged with investigation, response and neighbourhood teams through the local accountability meetings.

Partnership working

West Yorkshire Police demonstrates a positive commitment to working with a range of partner organisations to protect vulnerable people. We saw and heard many examples of the force working in collaboration with others, including the MASHs, which are established in each local authority area. In general, the staff we spoke to from partner organisations expressed confidence and trust in the force.

Established multi-agency risk assessment conferences (MARACs)³² are also in place. The MARACs include a daily risk-assessment meeting (DRAM) which covers all high-risk cases and repeat cases from the last 24 hours. This process allows safeguarding actions to be escalated through a shortened MARAC process. The DRAM is run Monday to Friday and risks identified over the weekend are managed by the force duty superintendent. The DRAM has been in place throughout the force for 18 months.

The force has effective arrangements to exchange information with partner organisations, which we saw in use in the MASHs. The force sees the development of partnerships with local service providers as a crucial aspect of responding effectively to the needs of vulnerable people experiencing mental health problems. However, funding remains the main difficulty for sustainable projects in communities.

Areas for improvement

- The force should review its capacity and capability within safeguarding units and ensure that workloads are manageable and adequate welfare and support is available for the officers and staff working within them.
- The force should ensure that officers and staff have appropriate professional skills and experience to investigate complex cases involving vulnerable victims and that these investigations are supervised effectively.

³² A multi-agency risk assessment conference (MARAC) is a meeting where information is shared on the highest-risk domestic abuse cases between representatives of local police, health, child protection, housing practitioners, independent domestic violence advisors, probation and other specialists from the statutory and voluntary sectors.

Specialist capabilities

Ungraded

National policing responsibilities

*The Strategic Policing Requirement (SPR)*³³ specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

West Yorkshire 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. This assessment forms part of an annual planning cycle when all of the force's priorities are reviewed. This responsibility rests with an assistant chief constable who leads a programme to build the force's capacity in response to its national responsibilities. We found this to be an effective means of identifying risks, prioritising national threats alongside local policing objectives, engaging the workforce and developing the skills and experience the force requires.

West Yorkshire Police has established a comprehensive training programme to test its response to major incidents and civil emergencies. The programme involves the active participation of other emergency services, local authorities and the health service. Recent exercises have been completed to test the response to: a marauding terrorist incident; a large-scale cyber attack; and the effectiveness of the force's business continuity plans.

The force has good procedures in place to identify how improvements can be made and to develop better ways of working. Structured de-briefing exercises follow all training exercises to identify learning points; operational plans are updated to reflect these improvements. Additionally, the force formally reviews all its contingency plans on a 12-month cycle.

³³ 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 at: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

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 Less Lethal Weapons*³⁴ 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).

Some forces in England and Wales operate joint arrangements with other forces to provide armed policing. West Yorkshire Police is a force that provides its own armed capabilities; however, it shares training facilities with other forces in the Yorkshire and Humber region. The force has an adequate understanding of the potential harm facing the public; it shares an APSTRA with other forces in the region to determine the forces' training needs. This APSTRA conforms to the requirements of the code and College of Policing guidance;³⁵ it was last reviewed in June 2017.

However, the purpose of an APSTRA goes beyond the identification of a force's training requirements. HMICFRS would expect to see an assessment of the threats and risks in each force area, with resources in place to address them. For this reason, it would be advisable for West Yorkshire Police to develop an APSTRA that is bespoke to the West Yorkshire area; this would give greater assurance that the deployment of armed officers meets local requirements.

A chief officer represents all forces in the region in scrutinising the required levels of armed capability and capacity. We were encouraged to see that he had extended his responsibilities to develop APSTRAs for each of the forces in the region. We will monitor these developments in future inspection activity.

The force receives additional Home Office funding as part of a national programme to boost armed capacity in England and Wales. We established that the force has fulfilled its commitment to the programme by increasing the availability of armed response vehicles (ARVs) by the target date set for April 2017. This was achieved by

³⁴ *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

³⁵ College of Policing Authorised Professional Practice on armed policing. Available from: www.app.college.police.uk/app-content/armed-policing/?s

accelerating the recruitment of ARV officers as well as adjusting shift patterns and paying overtime to increase the number of armed officers. The recruitment programme continues and is scheduled to be completed soon.

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 2,700³⁶ 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

³⁶ 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 Rules³⁷ 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.

³⁷ Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

Organised crime groups (OCGs)

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

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

Figures in the report

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

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

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

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

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

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

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

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

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

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

Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017

Please see 'Recorded Crime and Crime Outcomes' above.

Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore, these forces' data are not included in the figure.

Dorset Police was unable to provide 2016 crimes outcome data, because it had difficulty with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded.

Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017

Please see 'Domestic abuse' above.

- The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2017 in this calculation. It is also possible to have more than one arrest

per offence. In addition, the reader should note the increase in police-recorded crime which affected the majority of forces over the last year. This may mean arrest rates are higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMICFRS evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

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

- Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide domestic abuse arrest data. North Yorkshire Police was unable to provide comparable domestic abuse crime and arrest data, so a rate could not be calculated. Therefore, these forces are not included in the figure.
- Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data. Therefore, these forces do not have 2016 data included in the figure.

When viewing domestic abuse arrest data for 2016, the reader should be aware of the following:

- Cambridgeshire Constabulary was unable to provide 2016 domestic abuse arrest data due to a recording problem that meant it could only obtain accurate data from a manual audit of its custody records.
- Lancashire Constabulary had difficulty in identifying all domestic abuse-flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on the 2016 data provided to HMICFRS would be marginal and that these are the most reliable data it can provide.

Rate of organised crime groups (OCGs) per 1 million population, by force, as at 1 July 2017

Please see 'Organised crime groups' above.

Organised crime group data from City of London Police are not comparable with other forces. Therefore, its data are not included in the figure.

For data relating to 2016 the number of OCGs in Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per 1 million population rate is based upon their areas' combined population. For the 2017 data Warwickshire Police and West Mercia Police force split their OCGs into two separate force areas.