



## Lincolnshire Police

### Baseline Assessment

October 2006



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## Introduction to Baseline Assessment

Since March 2004, Her Majesty's Inspectorate of Constabulary (HMIC) has conducted a periodic, strategic-level performance review of each Home Office police force in England and Wales. For a range of policing activities, forces are assessed as delivering performance that is Excellent, Good, Fair or Poor. The process is known as baseline assessment (BA) and this report covers the assessment for the financial year 2005/06; performance outside this period is not taken into account in determining grades. The assessments focus on the high-level processes of police forces and their results. The assessments are undertaken by regional HM Inspectors, supported by experienced police officers and police staff on secondment.

BA is designed primarily as a self-assessment, with the degree of validation/reality-checking undertaken by HMIC dependent on a force's overall performance and the rigour of its internal assessment processes. It is important to recognise that BA is not a traditional inspection; rather, it helps HMIC focus its inspection effort where it is most needed. A formal statutory inspection may still be necessary where there is evidence of systemic underperformance and poor leadership.

In addition to the qualitative assessments contained in this report, force performance is also measured by a series of key quantitative indicators. The most important indicators are statutory performance indicators (SPIs), which are determined each year by the Home Secretary and which Police Authorities/forces must report to the Home Office. Examples of SPIs include crime incidence and detection rates, as well as relevant management information such as sickness absence and ethnic recruitment rates. Results for these SPIs are also graded using the Excellent, Good, Fair and Poor categories. These SPI grades are added to HMIC BA grades to provide a fuller picture of police performance; the joint results are published annually in October and can be found on the internet at [police.homeoffice.gov.uk/performance](http://police.homeoffice.gov.uk/performance)

Policing has undergone significant changes in recent years as the country adapts to new forms of terrorism and criminality. As policing is dynamic, so also must be the form of assessment. Dominating much of HMIC's recent thinking is the need for the service to modernise its workforce while providing better 'protective services', as identified in the *Closing the Gap* report published in 2005. On-site activity for the 2005/06 baseline concentrated on these areas, but could not – given ministerial priorities – ignore volume crime and the roll-out of neighbourhood policing. As forces and Police Authorities consider options for change to meet new challenges with constrained resources, a force-by-force balance sheet of strengths and areas for improvement is critical contextual information.

### Priority Frameworks

Seven BA areas were designated as priority frameworks for on-site validation, to reflect the need to improve protective services and deliver key policing objectives. These were:

- managing critical incidents and major crime;
- tackling serious and organised criminality;
- providing specialist operational support;

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- strategic roads policing;
- protecting vulnerable people;
- neighbourhood policing; and
- leadership and direction.

These areas were the key focus of on-site validation by HMIC staff; the first five can be loosely classified as protective services. Other frameworks were assessed primarily by desk-top reviews of the evidence submitted by forces, using the framework key issues and specific grading criteria (SGC) as an indicative guide.

### **Force Amalgamations**

Following the challenges highlighted with regard to protective services capability and capacity in the summer of 2005, all forces undertook significant additional work on options to 'close the gap'. The Home Secretary directed that business cases should be prepared and submitted by December 2005. The BA report thus reflects, in many of the frameworks, activity and effort to produce and assess options for change. It is vital to acknowledge the energy and commitment given to the prospect of a major restructuring of the service, which inevitably gave rise to some turbulence during this period.

At the end of July 2006, the Home Secretary indicated that the restructuring of forces would not be pursued at this time. The agenda to improve protective services is to be advanced by forces and Police Authorities through alternative means such as collaboration. Progress to 'narrow the gap' between existing capability and that which is needed will be assessed by HMIC in future inspection activity.

### **The Grading Process**

Forces have been graded for both service delivery and direction of travel. It is important to remember that, for most activities, delivery is measured through the use of most similar force (MSF) groups, whereby forces are compared with peers facing similar policing challenges. For direction of travel, the grade is awarded largely in respect of the force's own previous performance. A vital component of the grading process is SGC, which outlines, for each activity, what represents Excellent, Good, Fair and Poor levels of performance. The criteria were developed in conjunction with expert practitioners and Association of Chief Police Officers (ACPO) business/portfolio leads, who were also involved in the national moderation process to help ensure that these criteria were applied fairly and consistently.

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### **Service delivery grade**

This grade is a reflection of the performance delivery by the force over the assessment period 1 April 2005 to 31 March 2006. One of four grades can be awarded, according to performance assessed against the SGC (see full list of SGCs at <http://inspectrates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

#### *Excellent*

This grade describes the highest level of performance in service delivery – eg top quartile, where relevant – and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to have attained **all** the criteria set out in Fair and the vast majority of those set out in Good. In addition, two other factors will attract an Excellent grade:

- The force should be recognised, or be able to act, as a ‘beacon’ to others, and be accepted within the service as a source of leading-edge practice. Examples where other forces have successfully imported practices would be good evidence of this.
- HMIC is committed to supporting innovative forces and we would expect Excellent forces to have introduced and evaluated new ways of improving performance.

#### *Good*

Good is defined in the Collins dictionary as ‘of a high quality or level’ and denotes performance above the norm – in many cases, performance that is above the MSF average. To reach this standard, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

#### *Fair*

Fair is the delivery of an acceptable level of service. To achieve a Fair grading, forces must achieve all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades would be awarded at this level.

#### *Poor*

Poor represents an unacceptable level of service. To attract this very critical grade, a force must have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC.

### **Direction of Travel Grade**

This grade is a reflection of the force’s change in performance between the assessment period and the previous year. For BA 2006, this is the change between the financial years 2004/05 and 2005/06. The potential grades for direction of travel are as follows.

#### *Improved*

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This reflects a **significant** improvement in the performance of the force.

*Stable*

This denotes no significant change in performance.

*Declined*

This is where there has been a significant decline in the performance of the force.

**Good Practice**

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice within the police service. Much good practice is identified as HMIC conducts its assessments; in addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three of these examples to publish in this report. The key criteria for each example is that the work has been evaluated by the force and is easily transferable to other forces. (Each force has provided a contact name and telephone number, should further information be required.) HMIC has not conducted any independent evaluation of the examples of good practice provided.

**Future HMIC Inspection Activity**

Although HMIC must continue to maintain a watching brief on all performance areas, it will become more risk-driven in its future inspection activity. Protective services will be the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, neighbourhood policing will also demand attention. Conversely, those areas where strong performance is signalled by SPI results, such as volume crime reduction and investigation, will receive relatively little scrutiny.

The Government has announced that, in real terms, there will be little or no growth in Police Authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional resources. This in itself creates a risk to police delivery and HMIC has therefore included a strategic financial assessment for all forces in its future inspection programme.

<b>Baseline Assessment 2006 Frameworks</b>			
<b>1 Citizen Focus (PPAF Domain A)</b>			
<b>1A Fairness and Equality in Service Delivery</b> <ul style="list-style-type: none"> <li>• Equality of service delivery</li> <li>• Community cohesion</li> <li>• Engaging with minority groups</li> <li>• Hate-crime reduction and investigation</li> </ul>	<b>1B Neighbourhood Policing and Problem Solving</b> <ul style="list-style-type: none"> <li>• Effective mechanisms for obtaining community views</li> <li>• Responding to local priorities</li> <li>• Effective interventions and problem solving with partners and communities</li> <li>• Operational activity to reassure communities</li> <li>• Use of media to market success</li> <li>• Uniformed patrol and visibility</li> <li>• Extended police family</li> <li>• Performance in reducing fear of crime</li> </ul>	<b>1C Customer Service and Accessibility</b> <ul style="list-style-type: none"> <li>• Quality of service to victims and witnesses</li> <li>• Customer care</li> <li>• Responding to customer needs</li> <li>• Accessibility of policing services</li> </ul>	<b>1D Professional Standards</b> <ul style="list-style-type: none"> <li>• Investigation of public complaints</li> <li>• Improving professional standards</li> <li>• Combating corruption and promoting ethical behaviour</li> <li>• Reducing complaints and learning lessons</li> </ul>
<b>2 Reducing Crime (PPAF Domain 1)</b>			
<b>2A Volume Crime Reduction</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Performance in reducing volume crime</li> <li>• Levels of crime compared with peers</li> <li>• Problem solving</li> <li>• National Crime Recording Standard (NCRS) compliance</li> </ul>			

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<b>3 Investigating Crime (PPAF Domain 2)</b>		
<b>3A Managing Critical Incidents and Major Crime</b> <ul style="list-style-type: none"> <li>• Detection rates for murder, rape and other serious crime</li> <li>• Integration with overall crime strategy</li> <li>• Compliance with Association of Chief Police Officers (ACPO) murder manual</li> <li>• Early identification of critical incidents that may escalate into major inquiries</li> </ul>	<b>3B Tackling Serious and Organised Criminality</b> <ul style="list-style-type: none"> <li>• Crime that crosses basic command unit (BCU) and/or force boundaries</li> <li>• Support for regional intelligence and operations</li> <li>• Asset recovery (Proceeds of Crime Act – POCA)</li> <li>• Effective targeted operations</li> <li>• Quality packages with the Serious Organised Crime Agency (SOCA)</li> </ul>	<b>3C Volume Crime Investigation</b> <ul style="list-style-type: none"> <li>• Crime strategy</li> <li>• Crime recording</li> <li>• Investigative skills, eg interviewing</li> <li>• Automatic number plate recognition (ANPR)</li> <li>• Detection performance</li> </ul>
<b>3D Improving Forensic Performance</b> <ul style="list-style-type: none"> <li>• Specialist scientific support</li> <li>• Use of National Automated Fingerprint Identification System (NAFIS), DNA, etc</li> <li>• Integrated management of processes</li> <li>• Performance in forensic identification and detection</li> </ul>	<b>3E Criminal Justice Processes</b> <ul style="list-style-type: none"> <li>• Quality and timeliness of case files</li> <li>• Custody management/ prisoner handing</li> <li>• Youth justice</li> <li>• Police National Computer (PNC) compliance</li> </ul>	
<b>4 Promoting Safety (PPAF Domain 3)</b>		
<b>4A Reducing Anti-Social Behaviour (ASB)</b> <ul style="list-style-type: none"> <li>• Non-crime activities of crime and disorder reduction partnerships (CDRPs) and other partnerships</li> <li>• Use of ASB legislation, tools, etc</li> </ul>	<b>4B Protecting Vulnerable People</b> <ul style="list-style-type: none"> <li>• Child abuse</li> <li>• Domestic violence</li> <li>• Multi-agency police protection arrangements (MAPPAs)/sex offender management</li> <li>• Missing persons</li> </ul>	
<b>5 Providing Assistance (PPAF Domain 4)</b>		
<b>5A Contact Management</b> <ul style="list-style-type: none"> <li>• All aspects of call handling and call management</li> <li>• Initial incident response</li> <li>• Early identification of critical incidents</li> <li>• Performance in answering and responding to public calls</li> </ul>	<b>5B Providing Specialist Operational Support</b> <ul style="list-style-type: none"> <li>• Management of central operational support</li> <li>• Police use of firearms</li> <li>• Capability for policing major events/incidents</li> </ul>	<b>5C Strategic Roads Policing</b> <ul style="list-style-type: none"> <li>• Effectiveness of arrangements for roads policing</li> <li>• Integration/support for other operational activity</li> <li>• Road safety partnerships</li> </ul>

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<b>6 Resource Use (PPAF Domain B)</b>		
<b>6A Human Resource (HR) Management</b> <ul style="list-style-type: none"> <li>• HR strategy and costed plan</li> <li>• Key HR issues not covered in 6B or 6C</li> <li>• Health and safety</li> <li>• Performance in key HR indicators</li> </ul>	<b>6B Training, Development and Organisational Learning</b> <ul style="list-style-type: none"> <li>• Costed training strategy and delivery plan</li> <li>• Key training and development issues</li> </ul>	<b>6C Race and Diversity</b> <ul style="list-style-type: none"> <li>• Action to promote fairness in relation to race, gender, faith, age, sexual orientation and disability</li> <li>• Performance in meeting key targets</li> </ul>
<b>6D Managing Financial and Physical Resources</b> <ul style="list-style-type: none"> <li>• Resource availability</li> <li>• Effective use of resources to support front-line activity</li> <li>• Devolved budgets</li> <li>• Finance, estates, procurement and fleet management functions</li> <li>• Demand management</li> </ul>	<b>6E Information Management</b> <ul style="list-style-type: none"> <li>• Information systems/ information technology (IS/IT) strategy and its implementation</li> <li>• Programme and project management</li> <li>• Customer service</li> <li>• Adequacy of key systems</li> <li>• Business continuity/disaster recovery</li> </ul>	<b>6F National Intelligence Model (NIM)</b> <ul style="list-style-type: none"> <li>• Extent to which structures, processes and products meet NIM standards</li> <li>• Integration of NIM with force planning and performance management</li> <li>• Use of community intelligence</li> <li>• Application of NIM to non-crime areas</li> </ul>
<b>7 Leadership and Direction</b>		
<b>7A Leadership</b> <ul style="list-style-type: none"> <li>• Extent to which the chief officer team is visible and dynamic, sets and upholds a vision, values and standards, promotes a learning culture, and sustains a well-motivated workforce</li> <li>• Effectiveness of succession planning</li> <li>• Promotion of corporacy</li> </ul>	<b>7B Performance Management and Continuous Improvement</b> <ul style="list-style-type: none"> <li>• Effective performance management structures and processes at all levels</li> <li>• Quality and timeliness of performance/management information</li> <li>• Internal inspection/audit/quality assurance (QA) systems</li> <li>• Effectiveness of joint force/PA best value reviews (BVRs)</li> </ul>	

## **Force Overview and Context**

### **Geographical Description of Force Area**

Lincolnshire is a mainly rural county bordering the North Sea and the Wash. The force encompasses small villages, market towns and one city. It has a population of 665,270 and 282,183 households. There are population clusters in the south of the county and the largest urban centre is the city of Lincoln. The rural and sometimes isolated eastern coastal areas have a high influx of tourists in the summer. Geographically, Lincolnshire is twice the size of any other county within the East Midlands region.

The county, as a whole, has a poor road network with no motorway, only 65 kilometres of dual carriageway out of a total road length of 8,553 kilometres and the vast majority of roads (88%) are C and unclassified. The A1 passes through part of the county, as does the east coast main-line rail network, but overall transport infrastructure within the county is poor and public transport minimal outside the major population areas.

### **Demographic Description of Force Area**

Although the great majority of the population is classed as white British, Lincolnshire has seen a significant increase in the number of minority ethnic groups settling in the county to work in the agricultural sector. These groups are mainly Portuguese and Eastern European and primarily reside in the east and south of the county. Much of the employment is seasonal and relatively low paid. The asylum seeker and refugee population is very small when compared to placements in neighbouring counties.

Lincolnshire has an ageing population; for example, nearly 30% of the population of East Lindsey is aged 60 or over. Despite this, Lincolnshire has been identified as one of the fastest growing communities within the East Midlands region. The East Midlands Development Agency (EMDA) is looking to encourage investment and improved infrastructure within the county. This will help to raise skills levels, attract higher skilled industries to the county and keep younger people in the area, while improving employment prospects generally.

Average wages across the East Midlands are 6.7% lower than the national average and employment rates in some areas of the county are more than 5% below national average. In the 2000 index of multiple deprivation, 25 Lincolnshire wards were in the 20% most deprived areas nationally. The East Midlands, as a region, is behind the rest of the UK in workforce skills, and Lincolnshire has the lowest level of skills within the region.

### **Structural Description of Force including Staff Changes at Chief Officer Level**

The force headquarters is located at Nettleham and manages and supports a workforce of 1,220 police officers, 833 police staff, 169 Special Constables and 79 police community support officers (PCSOs). Recent funding from the local authority will allow the recruitment of an additional 59 PCSOs in 2006/07. The net budget for the force in 2006/07 is £86.5 million.

The Chief Constable is supported by the deputy chief constable (DCC), assistant chief constable (ACC), the director of human resources (DoHR) and the director of finance and administration (DoFA). The Chief Constable, Tony Lake, has been in post for just under

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three years, the DCC, Richard Crompton, for two years and the ACC, Peter Davies, for over three years. However, the ACC has been with the force since 1999, having previously served as a basic command unit (BCU) commander. The DoHR, Sue Scott, and DoFA, Umar Hussain, were appointed in early 2005. The command team has been in place for over 15 months and is well established. The chair of the Police Authority has been in post for over a year and maintains a strong and supportive working relationship with the chief officer team.

The force is organised into three territorial BCUs, each led by a chief superintendent, supported by a superintendent, a detective chief inspector and a chief inspector. Each BCU also has an administration manager and a communications officer to provide business support to the senior management team. Force headquarters houses, all operational and non-operational support departments, each headed by a suitably qualified departmental head, reporting through one of the chief officers. Projects and work streams that span departmental boundaries are supervised by the DCC, as the lead officer for business change and are managed using a detailed project management methodology.

The West BCU (Lincoln and Gainsborough) experiences a greater demand out of the three BCUs and has eight sectors. The East BCU has four sectors covering the Skegness and Boston area, while the South BCU has three sectors covering the Grantham and Spalding area. The sectors are inspector-led and are responsible for providing the immediate response service as well as dealing with community-based policing issues. West BCU is a pathfinder BCU for the neighbourhood policing project (NPP) and as such has 25 community policing teams (CPTs). On 1 April 2006, minor changes were made to BCU boundaries to provide coterminosity for all BCUs.

## Strategic Priorities

The force's strategic priorities are contained in the Strategic Plan 2006–2009.

- To adopt a citizen-focused approach to service delivery. By implementing a citizen-focused plan for delivering their services, established CPTs across the county have the Quality of Service Commitment (QoSC) in place and have contributed to the county-wide community cohesion agenda.
- To reduce crime and improve the standards of investigation by having a fully integrated approach to cross-border, serious crime and organised criminality in collaboration with other forces in the East Midlands region. The force aims to continue the reduction of volume crime by focusing on those categories that are a priority for the public and to build confidence in their ability to bring offenders to justice by working with the local criminal justice board (LCJB) to achieve stretching targets for sanction detections. In collaboration with its partners, the force aims to reduce the harm caused by offenders who have drug dependency problems by combining enforcement activity with treatment.
- To promote safety and reduce the fear of crime, disorder and anti-social behaviour (ASB). Further enhancement of working arrangements with partners and the community are planned to reduce incidents of crime, disorder and ASB. The force aims to encourage the involvement of local people in the local police service and provide transparency in its ability to deal with local problems including the continued delivery of the government strategy on road safety.

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- To introduce National Call-Handling Standards (NCHS) and training in respect of customer care and the new arrangements for keeping victims informed. This will deliver a quality, responsive and accessible service to the public.
- To have a supported and valued workforce, which is not only skilled, highly motivated and well led, but also reflects the community it serves. An excellent human resources infrastructure and framework will enable the force to recruit and retain excellent people and effectively maintain attendance levels that are among the best of all forces in the country.
- To have an appropriately funded, effective and efficient policing service and achieve the ambition of being the top-performing force in the most similar force (MSF) group. This will entail bringing the level of expenditure per head of population in line with the MSF average and will ensure that resources are managed in an efficient and effective manner to support the policing strategy for the people of Lincolnshire. The force aims to establish comprehensive financial services and management information and to implement an effective system of checks and balances to secure sound corporate governance arrangements.
- To develop leaders for the future through the implementation of the leadership charter that will underpin the human resource (HR) strategy to select the best leaders for roles at all levels in the organisation.
- To improve the HMIC baseline assessment performance and be fully compliant with the Bichard recommendations.

### **Impact of Workforce Modernisation and Strategic Force Development**

Within the constraints of the Crime Fighting Fund (CFF), the force has adopted workforce modernisation and has identified further areas where police officers could be released to operational duties.

Lincolnshire Police personnel have made a significant contribution to the work of greater collaboration within the region: the DCC has been the project leader for the region, the DoFA has led on the financial modelling for the proposed new structures and two heads of departments have worked within the operational and organisational teams. Through this work, the historic underfunding of both the region and the Lincolnshire Police has been recognised. The proposal for greater collaboration between the East Midlands forces, if adequately funded and supported, will deliver performance improvement in protective services across the region.

### **Major Achievements**

The leadership and direction of Lincolnshire Police have continued to develop since the last HMIC baseline assessment. The force has responded very positively to a period of unprecedented change at a national and local level against a backdrop of major operational challenge and an extraordinarily difficult budgetary situation. The chief officer group (COG) has combined to deliver good performance in a number of areas, while delivering value for money. The command team has developed a new vision for Lincolnshire Police through the ambition statement and has implemented a strategic plan to ensure the continued and considered development of the force. The culture of the force has also been addressed

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through the introduction of the leadership charter and a new personal development review (PDR) process to drive up the performance of all staff.

The chief officer team has continued its strong and productive relationship with the Police Authority, which has brought stability to the force in a period of unprecedented change. The team has also worked with the LCJB, which is chaired by the Chief Constable, to improve performance within the criminal justice system. The team has engaged with other partners throughout the county to bring additional resources to the force. In particular, these relationships have allowed for the development of neighbourhood policing within the county and the additional recruitment of (PCSOs to support the new neighbourhood teams.

The Chief Constable has committed further resources to the East Midlands Specialist Operations Unit (EMSOU) to tackle cross-border criminality. The DCC was appointed to lead a review team to address the issue of regional restructuring. Through his work, the region is recognised as having produced an excellent business case and he continues to lead the region in the ongoing negotiations with the Home Office. The DoFA has fundamentally shifted the culture and understanding of both the force and Police Authority by aligning financial and business planning, introducing a new financial strategy to the force, reviewing the allocation and management of resources to meet demand, successfully lobbying the Home Office for increased resources and leading on the financial aspects of restructuring for the East Midlands region.

### **Major Challenges for the Future**

The force continues to lobby for an improved financial settlement from the Home Office. In the meantime, it is putting in place a number of actions to address the shortfall in finance, while minimising the impact upon morale and service delivery. In particular, the effects of delayed recruitment will have to be carefully managed to ensure that the current improvements in performance are maintained.

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<b>Summary of Judgements</b>	<b>Grade</b>	<b>Direction of Travel</b>
<b>Citizen Focus</b>		
Fairness and Equality in Service Delivery	<b>Fair</b>	<b>Stable</b>
Neighbourhood Policing and Problem Solving	<b>Fair</b>	<b>Stable</b>
Customer Service and Accessibility	<b>Fair</b>	<b>Stable</b>
Professional Standards	<b>Fair</b>	<b>Not Graded</b>
<b>Reducing Crime</b>		
Volume Crime Reduction	<b>Fair</b>	<b>Stable</b>
<b>Investigating Crime</b>		
Managing Critical Incidents and Major Crime	<b>Fair</b>	<b>Improved</b>
Tackling Serious and Organised Criminality	<b>Poor</b>	<b>Improved</b>
Volume Crime Investigation	<b>Poor</b>	<b>Stable</b>
Improving Forensic Performance	<b>Good</b>	<b>Improved</b>
Criminal Justice Processes	<b>Good</b>	<b>Improved</b>
<b>Promoting Safety</b>		
Reducing Anti-Social Behaviour	<b>Good</b>	<b>Stable</b>
Protecting Vulnerable People	<b>Poor</b>	<b>Stable</b>
<b>Providing Assistance</b>		
Contact Management	<b>Good</b>	<b>Stable</b>
Providing Specialist Operational Support	<b>Fair</b>	<b>Stable</b>
Strategic Roads Policing	<b>Good</b>	<b>Stable</b>
<b>Resource Use</b>		
Human Resource Management	<b>Fair</b>	<b>Improved</b>
Training, Development and Organisational Learning	<b>Good</b>	<b>Improved</b>
Race and Diversity	<b>Fair</b>	<b>Stable</b>
Managing Financial and Physical Resources	<b>Fair</b>	<b>Improved</b>
Information Management	<b>Good</b>	<b>Stable</b>
National Intelligence Model	<b>Fair</b>	<b>Improved</b>
<b>Leadership and Direction</b>		
Leadership	<b>Good</b>	<b>Not Graded</b>
Performance Management and Continuous Improvement	<b>Good</b>	<b>Stable</b>

## 1 Citizen Focus (Domain A)

### 1A Fairness and Equality in Service Delivery

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	15	28	0

#### Contextual Factors

Fairness and equality of service delivery is an aspect of policing that is assuming increasing importance for Lincolnshire Police. There are traditional stable communities found in established market towns and villages, which historically the force has served extremely well. However, expansion of the European community has allowed a host of foreign nationals to work legitimately in Lincolnshire's food production industries and this has changed the demographic profile of the population. The main challenge for the force is to accurately map transient demands and emerging communities so service can be appropriately delivered, enabling the public confidence in the police found in defined communities to be replicated in the new communities.

#### Strengths

- The force is represented by the Chief Constable on the Lincolnshire Assembly. Through this forum he has brought together the various unco-ordinated strands of diversity activity present in the county helped by the appointment of a manager for the 'All in One Lincolnshire' project. This has contributed to community cohesion among the disparate and isolated groups in the county.
- Internal mechanisms are now in place to enhance service delivery fairness and equality, with the Chief Constable chairing the force strategic diversity group. All chief officers and BCU commanders participate in this group. Furthermore, race and diversity issues are standing agenda items for all strategic meetings, further reinforcing organisational commitment.
- Local strategic partnerships (LSPs) and crime and disorder reduction partnerships (CDRPs) also have race and diversity issues within their core business and provide valuable opportunities for the force to share practice and learning with partners and stakeholders.
- The force has recently introduced the 'True Vision' scheme for anonymous/third-party reporting of hate crimes. Partner agencies have been impressed by this scheme and

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have adapted it for their own internal use and have agreed to act as points of contact for third-party reporting of offences.

- Hate crime performance management is subject to rigorous scrutiny. Supervisors in the force command and communications centre personally check and flag all initial reports. BCU detective chief inspectors (DCIs) are hate crime champions, supervising and directing investigation. All undetected hate crimes are personally reviewed by the ACC two weeks after allocation. The ACC robustly holds BCU commanders accountable for hate crime reductions and detections as part of the performance management regime.
- Independent advisory groups (IAGs) now operate on each of the three BCUs instead of the previously single centralised body. This ensures BCU command teams have ready access to impartial advice. The IAGs have wide-ranging community and social experience, being representative of numerous communities. In addition to community interface they also provide policy reviews and critiques for the force. The chairs of the three BCU IAGs meet regularly to share knowledge about county-wide issues and to bring corporacy to the force's approach.
- All staff are aware of their responsibilities under the race equality scheme (RES), with individual commitment assessed through PDRs. The RES document is available on the force intranet. The force strategic diversity group and the Police Authority diversity working group carry out wider monitoring. This involves monitoring workforce data produced by the National Strategy for Police Information Systems (NSPIS), HR and internal and external activity data from the professional standards department (PSD).
- The Chief Constable sits on the Lincolnshire LCJB and this ensures the force is fully engaged with the multi-agency hate crime protocol and the community engagement and diversity working group, which seeks to establish confidence in the criminal justice system's (CJS's) handling of hate crimes. The force supplies analytical products to assist the monitoring work carried out by the LCJB.
- Hate crime and community-specific intelligence are captured in NIM processes. Both force and BCU strategic assessments consider these issues, which ensure that a high-level reassessment of hate crimes is carried out twice yearly. Other NIM products such as target and problem profiles are directed specifically at these issues or are considered as contributing or ancillary factors in all other cases.
- Lincolnshire Police operates a well established community quality of service consultation system and has forged links with established communities at sector, BCU and force level.

### **Work in Progress**

- Work is in progress to establish a diversity equality scheme within the force. This should meet the requirements imposed by the Race Relations (Amendment) Act (RRAA) and extend to all the strands of diversity, such as effective monitoring of gender in terms of selection, training and progression.
- Ratification and implementation of the recently drafted force training strategy, which outlines revised duties under the RRAA and the Disability Discrimination Act (DDA), are required.

### Areas for Improvement

- Diversity officers operate on South BCU and are clearly effective. However, assignment of diversity officers across the force has been delayed due to financial restraints. This acts as an inhibitor to cultivating relationships with the transient migrant worker groups found in the county. The force has a clear appreciation of the issues to be addressed in this area and a plan to improve service delivery to minority groups through community placement officers within the overall provision of neighbourhood policing.
- The force experiences considerable difficulties in mapping minority communities. This is because official sources of data are out of date or directed towards stable communities, and this provides only skewed data. The transient nature of migrant workers and the turnover within seasonal industries mean the force has to decipher both anecdotal and informed opinion to make decisions about the nature of communities and their service needs. Further developments in community intelligence will strengthen the capability to address this problem.

## GOOD PRACTICE

<b>TITLE: Combating Race &amp; Hate Crime</b>
<b>PROBLEM</b>
An international Level 3 racial hatred enquiry was led by Lincolnshire Police and involved four other forces in the United Kingdom and Poland. Operation Attend began in March 2003 after an extreme right-wing web site was traced to an address in Sleaford.
<b>SOLUTION</b>
Enquiries led to Manchester, Surrey, Bedfordshire, the MPS Special Branch and Warsaw (where the material was printed). The enquiry revolved around the publication and distribution of extreme right-wing material by the Racial Volunteer Force (RVF). They were all former members of Combat 18 and had formed the new organisation because they considered that Combat 18 was not extreme enough. Garages full of magazines, CDs, posters and badges were seized, described by the prosecuting barrister as offensive, shocking and explicit. The wide-ranging and highly complex enquiry led to seven arrests across the country. The CPS, in consultation with Counsel, recommended charges against all seven including conspiracy to publish and distribute racially inflammatory material with the intention of stirring up racial hatred, operating the RVF website to stir up racial hatred and distributing a racist DVD.  Because of the complexity and volume of the evidence, the SIO commissioned highly specialist moving graphics on an interactive DVD to illustrate the material seized. When the evidence was outlined in the opening remarks of prosecuting Counsel at the Old Bailey in October 2005, six men changed their pleas to 'guilty' to the charges against them and it was decided it was not in the public interest to proceed with the seventh person.  The prosecutions were brought under the Public Order Act and the case is unprecedented in terms of the number of offenders and the sheer scale of the enquiry.

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The judge reserved sentencing for one month to consider the evidence and on November 4<sup>th</sup> handed down sentences totalling fifteen years. He commended members of the enquiry team and the CPS saying that it was 'extremely well investigated and put together'.

The ACC led the force's response to the convictions in the national, regional and local media, conveying the message of reassurance to the public and emphasizing that the police would take seriously all allegations of hate crime.

**OUTCOME(S)**

There was widespread positive publicity for the police investigation including coverage on all national television and radio channels and national, regional and local newspapers. The SIO was invited to address an international police conference in Germany in April 2006 on the case.

**FORCE CONTACT:** Force Inspectorate

**1B Neighbourhood Policing and Problem Solving**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
4	18	20	1

**National Position**

Neighbourhood Policing (NP) is a national programme and its expectations are based on national research. This framework differs from others because the grade awarded reflects the force’s ability to roll out NP progressively, year on year, until its implementation date of April 2008. This focus on programme delivery and the need for continual improvement are reflected in the grades. Therefore, in this framework it is significantly more challenging for a force to maintain the same grade as last year.

HMIC has awarded an Improved direction of travel where forces are actively progressing implementation, have improved their performance and have allocated significant resources to deliver NP. As a result, most forces have an Improved direction of travel. However, this assessment has also highlighted the significant demands of the NP programme and the vulnerability of some forces that are failing to maintain the pace of implementation.

**Contextual Factors**

Lincolnshire Police has enthusiastically adopted the NP model, which is founded on the previously successful ward and parish beat policing. BCUs have utilised corporate knowledge to drive the process forwards and this highlights the deficiency in project lead permitted by the initial unrealistic target of full NP implementation by 2005 rather than using the full window open until 2008 for project realisation. On a more fundamental level, Community Policing Teams (CPTs) are identifying and mobilising public and partner support for the endeavour by establishing community-based groups and providing partnership solutions to quality of life issues.

**Strengths**

- All three chief police officers play leading roles in NP, the importance of which is reflected in its designation as one of the published top six priorities for the force.
- West BCU was the force pilot and one of the national NP pathfinder BCUs, and accordingly has made considerable progress with its CPTs. The other two BCUs have made significant progress beyond the 25% requirement and are rapidly closing the gap with the West BCU. NP is strongly evidenced by community forums, joint agency groups (JAGs) and community panels. Community forums exist in all neighbourhood areas with JAGs covering a cluster of neighbourhoods. CPTs are instrumental in setting up and supporting these groups, but community members maintain the impetus. One

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means of achieving this has been periodically to rotate the chair of panels and groups to revitalise them.

- The ACC has effectively ensured partner agency support by attracting funds from county and district councils to recruit PCSOs. This has presented challenges, as the force has had to negotiate with communities and partners to deploy community beat managers (CBMs) and PCSOs to neighbourhoods with the most need. Perceived inequities have been assuaged to an extent by ensuring CBMs and PCSOs are subject to tightly controlled abstractions through 'ring-fencing'.
- The ten principles of NP have been embraced by the force and a plan is in place to ensure that the community know the names and contact details of their local CPT.
- Police officers have been subject to a rigorous selection process to become CBMs. It was not automatically assumed that community beat officers would possess the necessary skill-set to fulfil the requirements of new posts and some officers were redeployed to more appropriate duties.
- There is no corporate formula or template for neighbourhood profiling or CPT resource allocation. In isolation this could be seen as an implementation weakness; however, BCU managers have drawn on local policing experience, community opinion, and ward and parish boundaries to define neighbourhoods. This has created an understanding of city/town centre, urban and rural neighbourhood needs, typified on West BCU where three distinct neighbourhoods were identified within one street.
- NP and National Intelligence Model (NIM) processes have been aligned on BCUs with the gap in community intelligence being recognised and bridged. Officers and PCSOs routinely complete intelligence reports for the divisional intelligence unit, gathering both officer- and community-generated intelligence. Problem and offender profiles are created for neighbourhood intelligence and CPTs assume ownership of prolific and priority offenders (PPOs). Ongoing problems are dealt with through problem-solving policing principles. West division has developed a community tasking meeting to complement the BCU level 1 process and the activity of Joint Agency Groups (JAGs).

### **Work in Progress**

- Media officers assigned to BCUs, operating to a corporate strategy, provide a conduit for the communication of NP activities, and a leaflet-printing contract allows details of CPTs to be distributed regularly to the public in standard format. The force website contains information on neighbourhoods but does not display details of CPTs, even though postcode identification of neighbourhood officers has been approved. This is something the force intends to address quickly as it is inhibiting the objective of community recognition of CBMs and PCSOs and could form a vital part of a communications strategy to enhance the profile of NP to the force, partners and the public.

### **Areas for Improvement**

- Good practice and innovation are evident at a local level, but are developing in isolation and independent of the corporate lead. This suggests that NP is more developed and embedded than senior management realise, especially on South and East BCUs.
- Organisational experience and learning could be captured more effectively to influence

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NP implementation if CPTs had a forum or practitioners' conference where they could debate issues and disseminate good practice. An example of this can be seen in West BCU's community tasking meeting, of which the other BCU teams were unaware.

- Although a training needs assessment has been completed for CBMs and PCSOs and relevant courses are currently under design, there is presently no training and development programme in place for CBMs or PCSOs (beyond their initial training package) to assist them in developing the skills needed for this highly devolved style of policing.
- A budget reduction has meant that the force has had to postpone recruitment of 65 police officers to replace retirees. It is anticipated that recruitment and commissioning of these posts will take place later in the year. However, postponing recruitment for immediate vacancies impacts on the implementation of NP.
- A decision has been made to exclude direct community involvement to allow the NP project implementation board a rapid decision-making facility, and the Police Authority has also decided not to have direct involvement in the board. An IAG member does participate at NP project level, adding an external perspective. A draft policy on the implementation of NP has been devised largely in isolation from the community and stakeholders, and there is no community engagement strategy. The force has recognised that the project board needs to increase its community input and, as such, has realigned the NP project board for phase 2 of the project to include participation by the community and voluntary sectors.
- The force has deferred progression of partner and agency accreditation schemes while other priority issues are advanced. A limited scoping exercise has been carried out to identify existing service providers who may want to operate as part of the wider policing family under accreditation. The urban rangers and council warden schemes are expected to be receptive, but other organisations will need convincing of accreditation benefits. A partner agency resource audit has been carried out to identify complementary skills and resources possessed by other agencies. Unfortunately, this piece of work is rudimentary and does not provide direction for the project.
- The force is aware of specific issues in identifying transient migrant workers employed on the land. Accurate data does not exist as to how these communities are constituted, but anecdotal evidence supports the view that there are large populations of Russian, Polish, Lithuanian and Portuguese people in the county. The force posits that they have been represented on a recently released survey, 'Dynamics of Migrant Labour in South Lincolnshire', which provides up-to-date information on the constitution of communities in the south of the county. A more definitive means of scoping these communities for service provision is needed force-wide.

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**1C Customer Service and Accessibility**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

The force enjoys the advantages of policing with broadly supportive communities that, through representative bodies such as Lincolnshire Police Authority, the county council and district councils, encourage the force to ever-greater efforts. The greatest concerns for the chief officer group (COG) have been to ensure that standards of service do not slip during debates on regional collaboration and to maintain the local emphasis on policing within a larger regional structure. To this end, the accent on performance is being maintained via rigorous scrutiny of projects on victim and witness care, quality of service and making roads safer, among others given below.

**Strengths**

- The Quality of Service Commitment (QoSC) is programme-managed by the DCC. Measures and initiatives are cascaded to BCUs to ensure that members of the public are established as the 'senior user' for delivery purposes. To ensure this happens, call-handling and victims' code of practice projects have been drawn into the overall programme, citizen focus briefings take place on all BCUs and are supported by the HQ citizen focus unit and BCU champions.
- Lincolnshire Police collaborates with five other forces in telephone customer satisfaction surveys to compile policing performance assessment framework (PPAF) data. The other forces are neither regional nor MSF counterparts, which affords the force access to customer satisfaction data from a diverse base and expands the knowledge base of quality of service beyond the parameters of conventional comparator groups.
- Building works have been undertaken at premises where partners offer shared services, improving access. The use of estate assets has been considered in the light of the Audit Commission's 'Action Stations' report, operational need, property profile and customer demand. Co-location with other services has helped rationalise points of presence in some areas.
- The regional citizen focus group shares best practice, innovation and project developments with neighbouring forces. This forum encourages a strategic approach and positions the forces for a regional policing solution.
- The force uses technological solutions such as mobile police stations and the internet to facilitate service accessibility. Information kiosks have also been located in various public places and provide exchange of information and the ability to consult with the

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public through an electronic questionnaire. This offers greater interface and police presence across a wide area.

- A customer satisfaction performance management regime is in place on BCUs with data available down to sector level. Operational commanders are held to account for performance supporting the status of customer service within the force's top six priorities.
- There are several mechanisms in place to ensure officers and staff deliver a quality service. In the first instance, all new officers and staff receive diversity training as part of their induction. This is reinforced continually with diversity factors being built into all training. Call centre staff have the opportunity to gain a National Vocational Qualification (NVQ) in customer service. PPAF customer satisfaction data is used to enhance force-level performance, with the PDR process setting objectives directing individuals to contribute to improving higher-level performance. Professional standards processes and supervisors can also highlight problems in achieving customer satisfaction, and training and skill assessments are used to rectify such problems.
- Extensive training has been carried out to inform staff of special measures under Statutory Charging, with further briefings being rolled out to front-line staff and more comprehensive packages for supervisors detailing responsibilities under the victims' code. The county criminal justice unit (CJU) manager is delivering specific training to BCU commanders and BCU champions.
- The force has recognised the need to make improvements in keeping its customers routinely and comprehensively informed of case progression. The force has introduced a number of ways of doing this as part of the QoSC project, which is generating an upwards trend in performance across BCUs.

### **Work in Progress**

- As already noted, the force faces challenges in consulting and serving hard-to-reach groups and effectively operationalising the disjointed flow of information that is available. These problems are measured under the QoSC and there is a deadline of November 2006 for rectifying deficiencies.

### **Area for Improvement**

- Considerable progress has been made by the force in partnership with other agencies to place the victim's needs at the centre of the criminal justice process, as illustrated by the implementation of witness care units and other No Witness, No Justice measures. However, internal processes are not yet fully aligned to victim and witness needs, with only embryonic performance measurement in the form of case file dip-sampling on BCUs.

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**1D Professional Standards**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Not Graded</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
2	16	25	0

**National Position**

In view of the recent focused inspection activity of professional standards departments across the country, the grade allocated in the national moderation process and publication of the reports in January 2006 will be applied for the purposes of baseline assessment.

The inspections were conducted using a substantial framework of questions under EFQM4 (European Foundation for Quality Management) headings. This framework of questions was forwarded to forces in line with normal baseline methodology, requesting self-assessment and submission of relevant evidence and supporting documentation. This material was then analysed and followed by HMIC inspection teams visiting forces to carry out validation checks and supplementary interviews of key staff and stakeholders. The baseline inspection reports include recommendations as well as areas identified for improvement.

Evidence was gathered, consolidated and reported upon in individual force baseline assessment reports which can be found on the HMIC website:

[http://inspectors.homeoffice.gov.uk/hmic/inspect\\_reports1/baseline-assessments.html](http://inspectors.homeoffice.gov.uk/hmic/inspect_reports1/baseline-assessments.html)

## 2 Reducing Crime (Domain 1)

### 2A Volume Crime Reduction

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

The force has a crime and community safety strategy that provides a clear corporate framework of community-based, intelligence-led and performance-managed police work. The strategy ensures compliance among core business but retains the flexibility to allow for creativity and innovation by individual BCUs. The force actively encourages a multi-agency problem-solving approach to policing. CDRP and LSP partners are involved in the tasking and co-ordinating group process at force and BCU level. CDRP and BCU targets/priorities are closely aligned, enabling police performance figures to identify strengths and areas for improvement.

The ACC provides clear leadership for volume crime reduction through the NIM process and is supported by a detective chief superintendent who has force-wide responsibility for reducing crime and driving performance on BCUs, via the DCIs who champion performance at the service delivery level. Proactive use of penalty notices for disorder (PNDs) has contributed to an increase in the recording of less serious violence but, conversely, serious assaults have shown a dramatic reduction. The force is showing year-on-year reductions of robbery, dwelling burglaries and vehicle crime. The Audit Commission's national report on crime recording, published in June 2006, highlighted Lincolnshire as 'highly compliant' with the National Crime Recording Standard (NCRS),

#### Strengths

- An independent and external assessment of the crime-recording processes revealed high levels of accuracy and compliance with Home Office Counting Rules (HOCR) and National Crime Recording Standards (NCRS). The force was awarded a Green rating, indicating high levels of compliance in this area. The centralised crime recording unit ensures a consistent and corporate approach to maintaining the standards of crime recording.
- The force crime registrar (FCR) is the force arbitrator in respect of both crime recording and disposal. The FCR and his team conduct routine auditing across all disciplines. He also identifies effective and poor practice, which he shares to develop individuals and the force at large. The FCR has extended the robust audit process to the National Standards for Incident Reporting (NSIR).
- Sustained reductions have been achieved in relation to acquisitive crime such as

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domestic burglary and auto-crime over the last three financial years. The force records less than one robbery per day.

- Strong chief officer leadership is given on volume crime reduction with robust intervention measures. The ACC holds monthly performance meetings where any dip in performance is rigorously examined and remedial action is implemented.
- Underperformance is addressed through a four-stage intervention process. The initial stage commences with an analysis of the problem followed by additional support, executive intervention and ultimately the removal of the existing management team.
- Comprehensive and timely performance management information is communicated through the organisation via the intranet site. The data is underpinned by the PPAF. The new daily crime section provides real-time monitoring of crime for early identification of deteriorating performance.
- Problem-solving training is being delivered to newly appointed/promoted personnel from PCSO to inspector.
- CDRPs and partners from statutory and voluntary agencies are actively engaged in both force and BCU tasking and co-ordination group meetings. The partners have contributed towards a host of initiatives from the targeting and rehabilitation of PPOs to alcohol misuse prevention.
- The CDRP performance management group regulates and evaluates crime reduction initiatives to demonstrate effective outcomes against a range of performance indicators. Accurate records are maintained using the CDRP performance data system. Good practice is evaluated and disseminated internally at the senior detectives' conference, where volume crime initiatives are a standing item on the agenda.
- Effective use of PNDs has provided an early intervention towards securing a reduction in more serious public order offences, assaults and criminal damage. This initiative received recognition at the BCU national conference, where effective practice is highlighted.

### **Work in Progress**

- While the current crime strategy appears robust, the force has recognised that it requires updating and is undertaking a review to ensure that it reflects the neighbourhood policing model and revised 2006/07 performance targets.
- The crime support website is currently being updated to incorporate organisational learning and effective practice derived from successful initiatives. This will provide an easily accessible library from which officers can select innovative practice to solve problems on their geographical area of responsibility and influence volume crime reduction.

### **Area for Improvement**

- The force has seen only slight reductions in volume crime in comparison with its peers. Greater analysis and multi-agency problem-solving work are required to reduce volume crime and close the gap between the force and its MSF group.

### 3 Investigating Crime (Domain 2)

#### 3A Managing Critical Incidents and Major Crime

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
5	17	17	4

#### Contextual Factors

Significant improvements have been made in relation to investigating critical incidents and major crime. The force has overhauled its policies in respect of their management and prevention, paying due regard to potential community involvement and interaction. Opportunities have arisen for the force to test its response to critical incidents, and organisational learning has been developed and shared accordingly. Inter-agency relationships are particularly strong and routine use is made of peer advice within the service, particularly on a regional basis. A culture of partnership working in relation to critical incidents and major crime is embedded in those charged with their management and investigation. Expert advice is called upon whenever appropriate.

While there is some area for improvement in respect of the gathering and dissemination of community intelligence, the force is making considerable progress towards meeting these requirements through the introduction of neighbourhood policing. The force has a good detection rate in respect of major crime and deploys trained and dedicated resources, commensurate with the nature of the offences under investigation. The experience of the dedicated cadre of senior investigating officers will be underpinned in the future by the doctrine of professionalising investigation programme (PIP) which is under development.

#### Strengths

- Adoption of the ACPO definition of a 'critical incident' and a comprehensive policy for the management and prevention of critical incidents have been implemented. The policy outlines guidance for staff in all roles and incorporates the convening of multi-agency gold groups, completion of community impact assessments and regular review of ongoing incidents.
- The force strategic assessment includes issues relating to major crime and considers the threats to the organisation in respect of homicide-precursor events and life-threatening crime. The force has recognised the threat of gun-related criminality pervading Lincolnshire and, drawing upon the experiences of neighbouring forces, has identified the necessity for intelligence, prevention and enforcement activity.
- Structured debriefs of critical incidents are undertaken in conjunction with partner agencies, including the Lincolnshire Emergency Planning Group. Good practice and lessons learned are disseminated. The force has a sufficient number of qualified

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individuals to conduct formal structured debriefs.

- Community tension is monitored effectively at a local and force level. Intelligence is fed into the NIM process from the community via the daily tasking meeting. The impact upon the community is identified and the appropriate intervention is implemented to enhance community cohesion and restore normality. The recently reviewed hate crime policy underpins the prevention/response to such incidents.
- A dedicated major crime unit (MCU) exists to respond to murders and other serious incidents. In circumstances of extra demand, resources are drawn from BCUs. The ACC monitors the abstraction levels and orchestrates exit plans for staff at the earliest appropriate opportunity. External reviews have also been commissioned to ensure that staffing levels are commensurate with the investigation.
- Good detection rates have been attained for attempted murder, murder and manslaughter. Although the force has a low number of murders, each of the four committed during this baseline period were detected.
- Comprehensive witness protection mechanisms exist and have been utilised recently by the force to good effect. A full range of tactics are considered, including the use of Osman warnings, which are documented appropriately.
- Although the force does not have an independent review department, use is made of external consultants/forces to carry out independent reviews of major crime.

### **Work in Progress**

- At present there is some dispute between Centrex and Quercus consultancy, which delivers the regional senior investigating officer (SIO) development programme, as to whether it complies with the requirements of PIP. Ratification is necessary to ensure that the SIO development programme adopted in the region is accredited to level 3 of PIP.
- Lincolnshire Police does not have a formal protocol in relation to sudden and unexplained death in infants. This is now being progressed in conjunction with the local Safeguarding Children Board.

### **Areas for Improvement**

- Although IAGs have been developed on all three BCUs, they are called upon to inform decision-making only around critical incidents. The IAG could be put to greater use by being consulted to inform policy and by participating in major crime reviews, ensuring that decisions made by the force are cognisant of community expectations.
- There is an absence within the force of a mechanism to search across the IT solutions. The implementation of available information technology would provide interoperability of internal intelligence systems to inform officers attending incidents and conducting operations.
- Where appropriate, seconded staff who are supporting major crime investigations should be placed in roles that will expedite their return to their home BCU/department.

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- Although there is capacity to provide 24-hour strategic and tactical advice, with call-out procedures for specialist support and senior officers, the detective inspectors presently have on-call responsibility for their own BCU; while they are not regularly called out, their home life is adversely affected. This could be reduced if the force operated a more robust and balanced call-out rota at BCU D/I level within the organisation.
- Introducing a two-year periodic review of cold cases could enhance the major crime review process. This would provide an opportunity to exploit scientific advancements and identify other investigative strategies with a view to detecting the crime.
- While there is evidence of proactive intelligence work to address homicide precursor events and life-threatening crime, there is no overarching strategy to link intelligence, prevention and enforcement activity through integrated preventative strategies across the full range of crime types.
- As communities within Lincolnshire continue to evolve through the settlement of migrant workers, it would be beneficial to profile the communities. This would contribute towards understanding vulnerabilities in respect of hate crimes and identify future risks and threats in terms of the impact upon serious and organised crime.

**3B Tackling Serious and Organised Criminality**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Poor</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
7	21	13	2

**Contextual Factors**

A review of headquarters functions has led to the formation of a dedicated serious crime investigation unit (SCIU) comprising both a reactive and proactive investigative capacity. The intelligence investigation unit (IIU) is focused on level 2 criminality and is fully engaged addressing force and cross-border serious and organised crime. Resources have been used to target major criminals frequenting Lincolnshire and other forces. Operation Karoo saw the disruption of a serious and organised criminal network from a neighbouring force.

Further alignment of resources is continuing with the review of the structures within the force intelligence bureau (FIB) adopting a desk structure to service the functions of the force control strategy. The force is set to bolster its resilience to tackle cross-border serious and organised crime on a regional basis through collaborative arrangements to enhance the EMSOU.

**Strengths**

- Network analysis in relation to drug-related criminality and organised immigration has been undertaken to identify criminal networks operating within the force area, and activities have been designed to disrupt them. Operation Nautilus was a successful undercover drugs operation, which resulted in the arrest of a high number of drug suppliers and dismantled key drug supply networks in Lincoln. Meanwhile, Operation Pentameter was a Lincolnshire-led regional immigration investigation that identified and took action against an organised group involved in people-trafficking and the sex trade.
- POCA has been mainstreamed into core strategic and tactical planning. The ECU provides a robust structure to dismantle criminal networks at BCU and force level by utilising the legislation to seize criminal assets. The unit has amalgamated with the former fraud squad and has increased its establishment with two financial investigators, funded from income generated by the unit over the previous 12 months. The unit also includes a financial intelligence officer who has a specific remit to assess and develop suspicious activity reports.
- Dedicated intelligence resources with a strong analytical capability have been aligned to proactively target serious and organised crime in the form of the IIU. The unit provides a surveillance capability with experienced and nationally accredited officers who effectively utilise a host of covert policing techniques. The unit consists of one detective inspector (DI), two detective sergeants (DSs) and 14 detective

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constables (DCs). The resources are subject to a robust abstraction management policy. This unit is supported by the dedicated MCU which takes on reactive investigations.

- Lincolnshire Police has contributed resources to tackle regional issues outside the force area and has significantly engaged with other agencies to tackle serious and organised criminality, particularly in relation to immigration and financial issues.
- Good practice emanating from an investigation surrounding the dissemination of literature intended to stir racial hatred has been shared nationally and internationally.
- Protocols and procedures have been developed around witness protection and proactive use has been made of Osman warnings for serious and organised criminality. A number of level 2 operations have been successfully conducted, during which meticulous planning and preparation were undertaken to minimise the risk to life.
- To ensure that a sustained approach is undertaken in the fight against serious and organised criminality, the force would benefit from implementing a structured process, such as a business proposal, to obtain adequate resourcing for such operations to avoid them being compromised by financial constraints.
- The economic crime unit (ECU) provides a focus for dismantling serious and organised crime networks by making effective use of the Proceeds of Crime Act (POCA) to seize criminal assets. Already, seizures of £1,447,619 have been made which exceed the Home Office target of £255,721. Income generation has led to two further funded posts to enhance the capability of the unit.

#### **Areas for Improvement**

- The implementation of a desk structure aligned to the force control strategy would provide a single point of contact for the intelligence, prevention and enforcement activity surrounding the force priorities and provide an interface for other law enforcement agencies.
- There is currently no process to identify objectives to reduce the harm caused by organised crime and reflect the force's performance against level 2 criminality, though this is under development.
- Although the force has continued to tackle organised crime groups perpetrating serious crime, its resilience to mobilise resources in a dynamic, timely and reliable manner and meet extraordinary demand is limited in these specialist areas. The collaborative arrangements to enhance the EMSOU will provide greater opportunity to make an impact upon cross-border serious and organised criminality.
- The integrity and professionalism of staff tackling serious and organised crime are of paramount importance and the force recognises that the risk of corruption is higher than in other business areas. While there is no evidence to demonstrate a lack of integrity or professionalism, the introduction of a more proactive system to address issues of security and integrity, underpinned by policies and protocols, would ensure that high levels of integrity were maintained.

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**3C Volume Crime Investigation**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Poor</b>	<b>Stable</b>

**National Grade Distribution**

<b>Poor</b>	<b>Fair</b>	<b>Good</b>	<b>Excellent</b>
<b>3</b>	<b>20</b>	<b>16</b>	<b>4</b>

**Contextual Factors**

The ACC is the chief officer lead for volume crime investigation and is supported by the head of crime who is the force detections champion. The Lincolnshire detections strategy 2004–08 promotes intelligence-led, community-based and problem-solving policing. NIM drives the whole process of volume crime investigation. Newly identified volume crime trends are identified in the force and BCU tactical assessments. The force operates a collaborative culture where support from headquarters operational departments to BCUs is actively promoted. Policies and guidance have been revised and published to enhance the investigative skills of officers. The implementation of PIP is being developed and will underpin these policies and procedures when rolled out force-wide.

The force is showing a significant increase on the previous year for offences brought to justice (OBTJ). The force has shown a slight improvement in overall crime detections, but is bottom of its MSF group. Performance has deteriorated slightly in respect of robbery, dwelling house burglary and vehicle crime, well below the average of its MSF group. In contrast, the force has demonstrated a significant increase in detections for violent crime, placing it third in its MSF group. It is recognised that the force disposes of less than 1% of offences detected otherwise than by charge, caution, reprimand/final warning or report for summons (non-sanction detections).

**Strengths**

- A robust system is in place to ensure the availability via the force intranet of comprehensive and timely performance management information. This information has been developed by the management information development unit (MIDU). The new daily crime section provides real-time monitoring of crime for early identification of deteriorating performance.
- The ACC holds monthly performance meetings where any dip in performance is rigorously examined and remedial action is implemented. Underperformance is addressed through a four-stage intervention process. The initial stage commences with an analysis of the problem and the need for additional support, and the process moves on to executive intervention and the redeployment of the relevant managers.
- National Centre for Policing Excellence (NCPE) guidance and Home Office toolkits for investigating crime have been disseminated to BCU crime managers and are available to everyone on the force intranet. The force has proactively engaged with external partners to raise the standard of volume crime investigation.

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- Minimum standards of investigation have been developed for all aspects of volume crime investigation and are included in a pocket-sized handbook, which has been distributed to staff.
- The FCR conducts a quality control function and audits samples of detected crimes at BCU level to ensure the standard is indicative of those set nationally. Systems are in place to monitor the effective investigation of crime; these are supported by a mechanism to address individual development needs.
- Lincolnshire received an overall grade of Fair in the most recent audit conducted on behalf of the Home Office to assess compliance with HOCR in respect of disposals. Auditors rated the force Excellent in compliance with the counting rules for disposal by way of charges.
- Dedicated decision makers (DDMs) have been introduced and trained by the centre to ensure corporacy in respect of crime disposal. The DDM, typically a sergeant, removes the burden of crime disposal from BCU DIs.
- The recently developed ECU has made effective use of the POCA. Processes have been adapted to focus on the volume crime investigation priorities. In 2005/06, £1,447,619 in criminal assets were seized against a Home Office target of £255,721.
- Proactive use of PNDs has provided a significant contribution towards improving the force's performance in relation to the sanction detection rate for violent crime (second in the MSF) and the force is 3.1 percentage points above the MSF average.

### **Work in Progress**

- The doctrine of PIP is in the early stages of implementation within the force. Roll-out of the programme should incrementally improve performance in crime investigation.

### **Areas for Improvement**

- Although the force has increased sanction detections for overall crime, it has still slipped to last place in the MSF group at 2.1 percentage points below the MSF average. Detections for robbery, dwelling burglary and vehicle crime have in fact deteriorated against the previous year. It is acknowledged that this is against a backdrop of crime reductions across these particular categories of crime. However, an action plan to focus activity around crime detection is needed to improve performance.
- Although Lincolnshire received an overall grade of Fair in the Home Office detections audit, problems were identified with regard to offences disposed of by means of summonses and formal warnings – eg, for possession of cannabis; despite the sample size in the audits being small, the force should nevertheless analyse the reasons for this critical assessment and seek to rectify problems.
- An opportunity exists to use analytical support to profile PPOs and forensic identifications, so that experienced investigators on BCUs can be tasked effectively to maximise detection opportunities.
- Although it is accepted that the ACC leads on volume crime, and the head of crime support is responsible for co-ordinating effective practice for prevention and detection of volume crime, the force does not currently identify specific volume crime leads at a

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senior management level within the organisation. These individuals could assume the responsibility for co-ordinating effective practice in respect of prevention, investigation and disruption activity across the force for their designated volume crime strand. This process has been adopted by other forces within the region and it has successfully contributed to an improvement in performance for volume crime reduction/investigation.

- The existing force crime recording system needs to be enhanced to allow for easier supervision/management of crime investigation. The force had planned to replace its existing crime recording and management system with a modern IT system, but the proposed restructuring led it to shelve these plans and develop the current system instead.

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**3D Improving Forensic Performance**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	16	21	3

**Contextual Factors**

Lincolnshire Police has consistently been an innovative and dynamic force in its approach to use of forensics in the reduction and detection of crime. It has initiated and carried through a number of programmes that are pioneering in both fingerprints and DNA. The force has brought together leading academics, private industry and the Home Office to bring about these programmes. They have all been independently and rigorously evaluated and national roll-outs are planned for the future. The force has been at the cutting edge in a number of other areas including procurement and efficiency.

**Strengths**

- The Chief Constable holds the national portfolio in relation to forensic issues and his commitment is a reflection of Lincolnshire's drive and ambition to be a leading force in this area of business. The Chief Constable is supported by the ACC who leads and drives forensic performance through a comprehensive forensic management strategy.
- Lincolnshire Police has consistently been a leading force in its approach to the use of forensics to reduce and detect crime. It has initiated and carried through a number of programmes that are 'firsts' in both fingerprints and DNA use.
- The force's achievements in relation to improving forensic performance compare well with those of its peers. Improvements have been made in 11 of the 14 indicators. The force leads the MSF group in relation to the conversion of fingerprints and DNA to detections and demonstrates high levels of performance in the remaining categories.
- Digital communications technology is utilised to remotely send fingerprint lifts recovered from crime scenes for immediate comparison. This has significantly reduced the time between the initial report of a crime and its detection. The process has been independently verified by process evolution consultants on behalf of the Police and Crime Standards Directorate (PCSD) and was launched for national implementation in April 2006.
- The force has been pioneering in piloting a miniaturised mobile DNA laboratory to detect crime. Turn-around times for the identification of DNA from a crime scene were reduced to less than eight working hours. Consultation is continuing to influence concepts of contemporary policing in this area.
- In collaboration with three other forces in the region, Lincolnshire Police instigated the

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pooling of forensic procurement to secure discounts worth in excess of £1.2 million annually from service providers.

- Key people in the organisation are engaged with forensic performance. Regular meetings are held at both strategic and tactical level. Academic institutions and other external support have been engaged to conduct process mapping, which has optimised performance.
- The conversion of DNA and fingerprints to sanction detections is the highest in the force's MSF group. The force deserves recognition for the high number of scenes examined following the burglary of a dwelling (second in the MSF group and 3.85 percentage points above the MSF average).
- Continuous reviewing of opportunities for improving performance is illustrated by the creation of the dedicated footwear unit, and an agreement with the FSS to enhance the service surrounding sexual offences.
- The scientific support unit (SSU) has undertaken an effective workforce modernisation programme; a single police officer remains in the unit whose role requires the powers of a constable.
- A performance management regime has been embraced within the SSU to monitor attendance and recovery of forensic evidence from crime scenes. SOCO identification performance comparisons are completed periodically. Supervisors review the comparative data to identify areas for improvements and highlight effective practice. The PDR system is utilised within this process to follow up development issues. This performance regime dovetails with BCU performance on the conversion of forensic recovery to the detection of offences.
- An evaluation of the strengths and areas for improvement from the performance process has led to a force-wide initiative to enhance fingerprint techniques and analysis. The work undertaken has resulted in an improvement of 32% in fingerprint identifications.
- Senior SOCOs have geographical responsibility and are aligned to BCUs. The senior SOCO attends the level 1 BCU tasking and co-ordination group meeting, where forensic performance is discussed and trends identified. The force level 2 tasking co-ordination group meeting mirrors the same process with SSU representation at the commensurate level.

### **Work in Progress**

- The force is performing below its MSF average by 7.38 percentage points in terms of the forensic examination of thefts of motor vehicles. Although the force has indicated that the majority of vehicles stolen in Lincolnshire are either never recovered or recovered in another force area, there are still opportunities to improve the performance with the advent of a vehicle recovery policy/protocol for those vehicles that are recovered within the force area.
- The force is performing below its MSF average by 6 percentage points and 8 percentage points for the recovery of fingerprints from burglary scenes and theft of motor vehicle crime scenes respectively. It is recognised that a programme of work has already been undertaken, which has contributed to the improvement in the performance

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of crime scene examiners. Continual monitoring is required and further intervention where necessary to continue the momentum of performance improvement.

- Fingerprint identification rates dropped significantly in the third quarter as problems with the availability and accuracy of the new Ident 1 fingerprint identification system were encountered nationally. Identification rates have showed signs of recovery during the fourth quarter.
- The introduction of information technology providing a direct link to the PNC is necessary to both reduce administration and improve the first-pass loading of DNA and fingerprints on to their national databases. The force is awaiting such a solution in the form of the national NSPIS custody version 5, which, when integrated with the Socrates system, is expected to further improve efficiency.
- The introduction of Livescan as part of the national Livescan implementation project is planned to be installed in November 2006. This will further improve the efficiency of the 10-print system in Lincolnshire.

#### **Area for Improvement**

- A digital prisoner imaging system, linked to NSPIS custody, would reduce administration and enhance intelligence from these images.

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**3E Criminal Justice Processes**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	15	27	1

**Contextual Factors**

The criminal justice (CJ) support department works effectively with its CJ partners to secure improvement in the delivery of criminal justice throughout the county and is committed to providing a good service for victims and witnesses. During 2005/06 the department underwent significant change and improved overall performance across all areas of the CJ business. There is a strong lead for CJ issues and processes by the Chief Constable, through the LCJB. The Chief Constable is supported by the ACC who has responsibility for criminal justice processes within the force.

The CJ support department has clearly defined functions that are focused on providing support to operational staff. Performance is managed by the head of CJ support and reviewed by the ACC. The force is producing good casework results and ineffective trial rates. The management of cases has improved significantly. A post-implementation review of the effective trial management programme (ETMP) has been conducted and recommendations are being progressed. The force continues to exceed its LCJB targets for OBTJ and persistent young offenders (PYOs) are brought to justice within the 71-day target. The target for removing assets from convicted criminals has also been exceeded. The force has collaborated successfully with criminal justice system partners and is progressing important initiatives.

**Strengths**

- The Chief Constable enjoys a high profile role as chair of the LCJB. He is supported by CDRPs and other agencies to drive forwards the strategic aims of the partners, which are supported by inter-agency policies and protocol with robust monitoring arrangements.
- OBTJ have demonstrated continual improvement and the force has exceeded its target. PYOs are brought to justice within the 71-day target and the force has exceeded the LCJB target for removing assets from convicted criminals, recovering £1,447,619, against a target of £255,721.
- Access to Crown Prosecution Service (CPS) pre-charge advice has been centralised at Lincoln Police Station with facilities for face-to-face consultation, telephone and video-conferencing. This process was evaluated in July 2006, for the co-location of CPS representatives at all charging centres force-wide. Discussions are already taking place to implement face-to-face consultations at a second charging centre.

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- The ETMP has been implemented force-wide and the findings of a review are currently being analysed by a working group, which will report to the ETMP steering group in July 2006. The ETMP has resulted in an improvement in the partnership's performance to reduce cracked and ineffective trials, and this now exceeds the target. Case progression officers (CPOs) have been introduced to reduce the administrative burden on police officers and they have contributed to the timeliness and quality of files in compliance with the ACPO manual of guidance. A multi-agency CPO conference has been arranged to take place in September 2006.
- No Witness, No Justice care units have been established and adhere to minimum standards. Witness care staff ensure that victims are updated on the progress of cases through the court system. The victims' code has been disseminated to officers by various training mediums and supporting documentation. A multi-agency project board has been introduced to review compliance with the victims' code on a monthly basis.
- An action plan has been developed to improve compliance with national policy on timeliness and data quality in respect of the PNC. Arrest/summons numbers entered on to the PNC within 24 hours has reached 88.6% against a target of 90%. The force anticipates that the implementation of version 5 of the NSPIS custody package will provide a solution to this problem and will enable the force to exceed the national target of 90%. Force performance for court results being entered on to the PNC within 10 days currently stands at 90% against a national target of 75%.
- A more focused method of managing 'fail to appear' warrants has been introduced, and this has seen the force exceed the target set for outstanding warrants. Warrants are forwarded to the respective BCU intelligence unit and effectively prioritised through the NIM structure.
- A robust system is in place to manage 47(3)b bail. Officers are notified seven days in advance of bail dates. Performance information surrounding bail is communicated to BCUs on a weekly basis.
- Crime investigation units (CIUs) have now been introduced across two BCUs. It is anticipated that benefit research will identify the opportunity to introduce a further capability within the remaining BCU later in 2006. These officers conduct an evaluation process to identify lines of enquiry from crimes reported to maximise investigative opportunities and provide advice. Officers develop arrest packages and take on a prisoner-handling function.

### **Work in Progress**

- The force has reviewed its custody facilities against the NCPE 'Safer Detention' guidance and a capability assessment has been submitted followed by a costed return. The NCPE requirements, together with the findings of the force, are to be progressed as a force project.
- The force recognises that there is a need to replace police officers with police staff in custody suites. The Police Authority has already approved the civilianisation of the posts in principle, but the force budget is insufficient to allow growth in police staff to release these posts to front-line policing. Savings could be made to appoint additional police staff by removing the police posts from the force establishment; however, in

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doing so the force would lose its entitlement to the CFF. The force is thus constrained until such time as CFF rules are revised.

- While the force has made progress in respect of managing warrants internally, difficulty has been experienced in managing warrants where offenders live in other force areas. An enhanced database for warrant management is currently under development which, when implemented, should enhance the management of fail to appear warrants, particularly those to warrants forwarded to and received from other forces.

#### **Area for Improvement**

- Despite an increase of 18% in OBTJ, and an increase of 19% for the number of sanction detections, the force is below the average of its MSF group in both categories. Analysis and remedial action are required to improve force performance in relation to increasing both sanction detections and the percentage of OBTJ.

## 4 Promoting Safety (Domain 3)

### 4A Reducing Anti-Social Behaviour (ASB)

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	8	35	0

#### Contextual Factors

ASB has been one of the top priorities for the force during the last three years. In 2005/06 the force introduced a stretching target to record fewer than 30,000 ASB incidents. Although this target was not met, 35,712 incidents were recorded as a baseline figure. The force has fully implemented effective recording procedures for ASB, which are used as an improvement management tool to monitor performance. The force enjoys effective inter-agency co-operation to tackle ASB, which enables problem areas and individuals to be quickly identified and targeted appropriately through the NIM processes.

#### Strengths

- The ACC provides a proactive lead to tackle ASB through a coherent strategy, which holds BCU commanders to account for performance and is passed down to sector inspector level for action with the community policing teams. ASB has been identified as one of the top priorities for the force and a stretching target has been set to record fewer than 30,000 incidents of anti-social behaviour. Although the force did not manage to meet its prescribed target, it will be a continuing priority for 2006/07.
- The force is currently first in its MSF group in the BCS canvass of perception of ASB, indicating that people in Lincolnshire do not perceive high levels of ASB. Incidents of ASB are effectively recorded on the NSIR system, which has now been adopted force-wide. This system has enabled the force to reach a compliance rate of 93% for the recording of ASB.
- CDRPs have well-established ASB teams which augment inter-agency co-operation to tackle ASB. Problem areas and individuals are identified and targeted appropriately, utilising NIM processes.
- All seven local authorities employ an ASB co-ordinator who are responsible for analysing data and intelligence gathered from partner agencies. The ASB teams work in close partnership with community policing teams to deal robustly with problems identified, using a systematic SARA (scanning, analysis, response, assessment) problem-solving approach.
- The clear multi-agency ASB protocol supports an incremental approach to tackling ASB and renders the acquisition of an Anti-Social Behaviour Order (ASBO) as a last resort. There is an early intervention policy, with the 'perpetrators' managed through the ASB

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co-coordinator for the area.

- Joint training has been undertaken by the police and their partners in relation to the 'Together' campaign, and a full range of tactical options have been applied force-wide ranging from warnings, visits, mediation and injunctions through to ASB contracts and ASBOs. The East BCU has undertaken a restorative justice pilot in partnership with the Youth Offending Service, which has provided an innovative approach for dealing with juvenile ASB.

#### **Areas for Improvement**

- The response to tackling ASB could be enhanced by the implementation of a multi-agency ASB hot-line scheme and underpinning procedures to deal effectively with calls.
- The force has recognised that the current information technology used for recording community intelligence is not fit for purpose and requires an upgrade to ensure the accurate recording of community intelligence.

**4B Protecting Vulnerable People**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Poor</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
8	32	3	0

**National Position**

This framework replaces two frameworks used in 2005 – Reducing and Investigating Hate Crime, and Crimes against Vulnerable Victims – which covered hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced for 2006 with four components: domestic violence; child protection; the management of dangerous and sex offenders; and vulnerable missing persons. Hate crime is captured in framework 1A. It is therefore inappropriate to compare this framework with last year’s results; the direction of travel reflects HMIC’s judgements about changes in domestic violence and child protection, and the work that forces could evidence in the other two areas, for example that they had improved their structures, processes and resources.

The four areas are discrete but share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force. For this reason, the grade is an overall grade capped at the level of the weakest area of performance. Aggregating four components to a Fair grade – which is defined as being an acceptable level of service – when HMIC (and in many cases forces themselves) recognises that at least one area merits a Poor would be unsafe. This does not mean that other areas arouse similar concern; in the case of Lincolnshire, HMIC commends the efforts made by the force to draw together the four strands of work in a public protection unit (PPU).

**Contextual Factors**

The PPU is in the process of concluding its evolution into a centralised, highly specialist unit with full responsibility for adult abuse investigation, child abuse investigation, domestic violence, sex and dangerous offender management, ViSOR (the Violent and Sex Offenders Register) and vulnerable and intimidated witnesses. The PPU will take strategic and special operational responsibility for human trafficking, forced marriages, missing persons, prostitution, sexual exploitation and paedophilia activity. At the point of inspection, however, the PPU was embryonic and it was too early to determine its potential to deliver.

**Strengths**

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- The ACC is the driver behind these structured changes and has directed a thorough review of existing resources, structures and terms of reference to optimise performance. The objective of the PPU is to deliver a professional and more effective response to public protection, in conjunction with both internal and external partners.
- The force has centralised the management of the PPU. The new structure of this unit draws together the overlapping strands of protecting vulnerable people, which includes child abuse investigation, domestic violence, sex and dangerous offenders management.
- The PPU has carefully reviewed practice and resource arrangements. Changes have been made to increase the quality of service to both internal and external stakeholders as well as raising the profile of the work strands and staff within. A re-configuration of resources has enhanced the supervision of staff to ensure closer monitoring of workloads.
- Terms of reference have been created to ensure consistency across the force. All staff are clear about roles and responsibilities, and centralisation has maximised co-working arrangements between PPU staff and improved operational resilience.
- A central referral unit has been introduced to ensure a single point of contact for all child protection referrals and to enhance information sharing between social services and other internal/external partners.
- The PPU has developed a marketing campaign which takes account of the various profile and awareness-raising needs to ensure an effective delivery of information that will enhance customer understanding of the unit's purpose.
- The force has up-to-date policy and guidance that clearly sets out procedures for reporting, managing, responding to and investigating both registered sex offenders and violent and sexual offenders registered within the MAPPa process. Mechanisms are in place to ensure that risk is routinely reviewed in the light of new information. NIM processes are utilised effectively to resource operations within the PPU disciplines.
- Command and control has a facility to record and retrieve information relating to domestic violence/child protection. ViSOR is fully up-dated and all data has now been back-record converted. ViSOR is being used effectively across the force.

### **Work in Progress**

- The recent development of the PPU is currently being shaped and as such it is premature at this juncture to forecast the real benefits to the organisation. Regular assessment and constant review will be necessary to ensure that the PPU meets the objectives of the challenging delivery plan.
- Prior to the centralisation of the PPU, the force did not have qualitative and quantitative performance data sets with a range of joint agency performance measures across the various disciplines. It is anticipated that performance will now be audited on a monthly basis and underperformance will attract developmental intervention.
- Police representation at multi-agency case conferences is vital. The force has recognised that attendance at such important meetings could be enhanced with identification of a case conference co-ordinator to ensure police representation where

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necessary. With the inception of the PPU in April 2006, three case conference co-ordinators were appointed.

- Although the Compucorp IT system has been introduced to record and manage child protection referrals, historical data has not yet been inputted into the system. In addition, a revised child referral template is required to provide compatibility with the new information technology.
- The structure of the PPU is a vulnerability in respect of SIO resilience. The recruitment of an accredited and experienced SIO, to investigate offences against vulnerable people, would provide the force with the requisite expertise to manage and supervise crime investigations in this critical area of policing.

#### **Areas for Improvement**

- Public protection is a critical area of business for the police service and it is imperative that all current vacancies within the PPU are filled with appropriately trained and qualified staff, and that a robust abstraction policy is effectively implemented.
- Supervisory levels are not equitable across the PPU disciplines and some supervisors are carrying a caseload that inhibits their capacity to supervise the work of their staff.
- The newly structured PPU does not yet have coherent protocols and service-level agreements with BCUs. These are needed to enhance communication and working relationships.
- There is an absence in the PPU of a robust mechanism to facilitate information-sharing both between departments and with BCUs. Representation of the PPU at BCU tasking and co-ordination meetings and structured internal staff meetings would provide opportunities to share information.
- Although there is a comprehensive missing-from-home policy, management could be enhanced with an appropriate information technology solution, such as COMPACT, which is a comprehensive missing persons database.

## 5 Providing Assistance (Domain 4)

### 5A Contact Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
1	18	20	4

#### Contextual Factors

The principal police/public communication interface is the force command and control centre (FCCC). This centralised facility handles inbound emergency telephone calls and routine call handling through the switchboard. Co-located call handlers and dispatchers facilitate effective 'in room' communication, ultimately providing a better service to callers. The centre includes demand-reducing measures and updated technology in the form of NSPIS command and control, which again add to the efficiency of the service.

#### Strengths

- The FCCC has undergone considerable change over the last few years in order to improve performance. It has been restructured following the force review, with staffing geared to match demand and synchronised to meet NCHS. Furthermore, external help to improve the work-life balance of staff has been undertaken.
- Technological progress has been made with the introduction of the national call-handling control system, National Strategy for Police Information Systems (NSPIS) 'Vivista'. This has facilitated call-handling and performance monitoring and supports implementation of NCHS. A project board oversees these developments, along with action on HMIC's thematic report 'First Contact' and the Quality of Service Commitment (QoSC).
- The FCCC has a performance management regime supported by recent technological changes. Data is produced on teams and individuals using quantitative measures, while qualitative performance of call handling and customer interface is also assessed, with individuals receiving feedback from supervisors who monitor calls. Call-back by the quality and reassurance desk, 999 surveys and mystery shopper exercises provide a detailed picture of how this facet of customer service operates. The whole regime is driven by holding team managers to account on a monthly, weekly and daily basis, with email and team briefings used to provide feedback.
- FCCC has an incident resolution team, which provides telephone reporting and investigation services. This acts as a one-stop shop for callers whose requests are easily addressed and acts as a demand management filter, ensuring officers are deployed to the most appropriate demands for service. Crimes can be reported to the criminal justice information unit over the telephone in limited circumstances, further

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reducing resolution times.

- An internal consultation forum chaired by the head of FCCC, and consisting of staff from other departments and BCUs, co-ordinates the force's approach to customer service and accessibility. A working group within this forum is looking at demand in relation to the NCHS.
- The FCCC development group ensures staff from all sections of the control centre can contribute to continuous improvement within its remit of identifying and implementing good practice.
- An inspector in FCCC has responsibility for reviewing all hate crime reports from the perspective of the caller or victim, with operators being given advice and support in the event of a lapse in standards. This acts in support of the nightly quality assurance review by the FCCC inspector of all reported hate crime incidents from that day.
- The crime attendance policy sets out the graded responses to calls from the public. The various categories reflect the requirements of the NCHS and appear to be embedded in the working practices of the FCCC. Callers are advised what response their incident will generate in order to manage their expectations. The provision of this information is monitored through quality assurance processes.

#### **Work in Progress**

- Contingencies are in place for disaster recovery and these have been thoroughly evaluated up to the point of a live exercise, in April 2006, to gauge force preparedness. A regional collaborative approach for a fall-back position for 999 calls is currently being assessed by the national focus group and a back-up facility independent of force headquarters to improve business continuity is under development. This will remove reliance on the independent and close proximity training and back-up facility.
- Hygiene factors and the working environment of FCCC staff have improved over the last year; a human resource manager and officer, in conjunction with better welfare facilities, ensure that staff and management are now fully supported. However, there is a need to improve and maintain resilience at times of peak demand to ensure staff are able to work at peak efficiency and provide adequate service. The force is embarking on a recruitment programme and intends to create a bank of staff to call upon as and when required.

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**5B Providing Specialist Operational Support**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	23	19	1

**Contextual Factors**

The operational support division (OSD) delivers specialist support services to the force. The department is led by a chief superintendent commanding an array of units including: roads policing, automatic number plate recognition (ANPR) system, various levels of firearms capability, police dogs, operational support units, police search advisers (POLSA) and underwater search capability for inland waterways. Activity is guided by observance of NIM methodology, which is supported by BCU and department customers of OSD. The vast geographical nature of the force means that resources can be stretched and this stimulates intelligent use of physical and human resources to maintain resilience and meet contingencies.

**Strengths**

- During 2003/04 the force reviewed the use of firearms in line with ACPO national standards. The subsequent implementation has now become embedded and over the last year has yielded significant operational improvements. Most notably there is a cadre of accredited silver and gold firearms commanders at ACPO and superintendent level with regular deployments, training and succession arrangements ensuring high skill levels and resilience.
- The firearms review also fixed 24-hour armed response vehicle (ARV) cover at a minimum of two double-crewed cars for the force. ARVs are dual function, performing roads policing duties as well as firearms cover. In the case of competing demand, other traffic units and ANPR teams are able to redeploy as ARVs. In the event of the as-yet unencountered situation of complete ARV, roads policing unit (RPU) and ANPR resource exhaustion, the tactical firearms group (TFG) can be mobilised. Demand profiling and activity analysis indicate that such an eventuality is highly unlikely and in any event regional mutual aid will provide support.
- The strategic firearms group is a further development from the review, providing corporate-level scrutiny of firearms issues. Policy review and implementation are carried out at this level, along with review of significant operational matters. All firearms deployments are logged and recorded and in all cases records are reviewed by the firearms inspector. Debriefing is assiduously carried out and ARV officers have a feedback pro-forma on which they can comment on tactics and command decisions to assist in learning.
- Formally agreed and documented protocols are in place between all five forces in the

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East Midlands region in relation to specialist firearms support, response to suicide bombers and for counter-terrorism (armed and unarmed). The agreements have been signed by a chief officer representative from each force and the process is initiated through the force control room for authorisation at ACPO level; the five heads of operational support in the region act as the specific points of contact. The formal agreements provide resilience, capacity and capability for all forces in the region.

- The emergency planning office has been instrumental in preparing a force patrol directory, which includes the initial action to be taken at the scene of a civil contingency emergency or CBRN (chemical, biological, radiological or nuclear) incident. This has been issued to all staff as an aide-memoire and is complemented by the procedures for control room staff outlined in the generic force major incident manual. Emergency planning literature is also disseminated on paper and electronically (on DVD to BCUs re New Salesman counter-terrorism exercise). Superintendents have received silver command training based on the ACPO emergency planning model. The force emergency planning officers have been trained in emergency management and business continuity at the Cabinet Office emergency planning office.
- The force has in place tried and tested call-out arrangements to respond to a threat/incident in a co-ordinated manner. Gold, silver and bronze public order commanders are available 24/7 and an activation plan is outlined to deploy sufficient resources to manage predictable demand and provide the requisite support for mutual aid. The force has recently contributed resources towards the G8 summit and to forces regionally and nationally.
- The Lincolnshire Resilience Forum (LRF) draws together authorities and bodies with emergency planning responsibilities. It is chaired by the Chief Constable and the head of operational support chairs the planning and co-ordinating sub-group. The force has participated in multi-agency table-top and real-time exercises with 14 other organisations including Anglian Water and the Royal Air Force.
- Generic and specific emergency plans have been drawn up through the LRF in consultation with partners in line with the Civil Contingencies Act and risks perceived locally. These plans are revised annually or when activated to ensure that they are fit for purpose by a trained and experienced team within the emergency planning office. The voluntary sector has been used to good effect in Lincolnshire following the mass fatality of a number of migrant workers.
- The force has in place agreed processes through the LRF to conduct risk assessments and identify hazards within the county. Risks have been evaluated by the LRF risk working group and 11 emergency plans and 15 related procedural protocols have been drawn up; a multi-agency community register for non-malicious threats has been produced to ensure that they are managed and responded to in an appropriate and accountable way.
- Although there is in place an information-sharing protocol between key partners and the emergency services, the LRF is the forum through which intelligence is shared between partners. There is police representation at both the LRF and the other sub-groups, which ensures that any issues arising are directed for resolution at the relevant level, locally, regionally or even nationally.
- Public order is considered within the force strategic assessment, which determines the

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control strategy and enables resources to be deployed according to risk and demand. The risk is determined through a multitude of intelligence sources, including community intelligence, covert human intelligence sources (CHISs), partnerships and nationally through the gateway of the regional intelligence group, where representatives sit from other law-enforcement agencies, including the Serious and Organised Crime Agency (SOCA). The collection of intelligence is analysed and used to identify key themes and potential threats. Once the threat has been identified, operational plans reflecting the recent intelligence are implemented to minimise risk. This ethos was applied during the preparation for the 2006 World Cup and considered the demands from both England and Portugal fans.

- As the force has developed its community policing teams, the ability to collect intelligence from the neighbourhood policing teams and community representatives has progressed well. Each police sector has a 'hatpeg' within the force intelligence system to hold community intelligence, which is considered through the daily tasking process on BCU to trigger activity.
- OSD resources are deployed primarily in support of force and BCU control strategies, utilising NIM principles to ensure that resources meet the demands. BCUs can request OSD resources through representatives who attend the BCU level 1 tasking and co-ordination group meeting. The representative then makes a bid at the operations support resource allocation meeting (OSRAM), which can decide whether or not to deploy in support. BCU commanders are satisfied that they receive adequate service through this arrangement because a sensible rationale and clear communication underpins OSRAM deployments.
- Operational support units (OSU) consist of a sergeant and six constables equipped for special operations including search and high-level access. One OSU is deployed to each BCU on a daily basis to be at the disposal of that BCU for tasks within the control strategy. The three units combine into a public order police support unit (PSU) if required and revert to tasking and direction of the OSD for force-level incidents. Thus they provide a mobile reserve for major incidents and are gainfully employed supporting BCU-level delivery at other times.
- OSD conducts forecasting and succession planning to ensure sufficient specialist skills are maintained in line with expected demand and to handle critical/major incidents. This includes updating a skills database and arranging new training and refreshers to keep skills current.
- In addition to standard ballistic firearms options and personal protective equipment, ARVs carry less lethal options. Baton launchers are available on all vehicles and the COG has authorised Tasers to be worn as a side-arm for ease of deployment.
- Individual and team performance is monitored at OSRAM by activity sheets recording deployments. BCU command teams are provided with an OSD performance report, which assures them that they receive equitable operational support.
- There is extensive use of ANPR; OSD has a dedicated team and vehicles fitted with equipment to enable patrolling officers to self-task. Lap-top systems are available and are used by the OSU who are all trained in their use, further maximising functionality. BCUs have their own ANPR kits, but do not have area-based intercept teams. In the event of a pursuit generated from ANPR use, the RPU must be called in.

### **Areas for Improvement**

- An accord exists between BCU commanders for staffing major incidents. The close working relationships of senior officers means this works well. However, there is no firm rationale or service-level agreements to formalise the arrangements in the event of disagreement. Resources can be denuded and abstracted for extended periods. A clear understanding of rights and obligations in such circumstances would prevent ambiguity and allow contingency planning for delivery of BCU business as usual. However, the ACC reviews the need for officers to be seconded on a monthly basis and returns officers to posts if their skills are needed.
- The force has recognised that while it has policies, procedures and activation plans to ensure an appropriate response to a host of predictable civil emergencies, it has limited resources to cope with extraordinary demands. To improve resilience, the force should consider removing the need for individuals to perform multiple specialist roles by delegating responsibility to other appropriate members of staff and minimise 'double-hatting'.

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**5C Strategic Roads Policing**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	7	33	3

**Contextual Factors**

Lincolnshire Police has placed roads policing as one of its top six priorities for 2006/07. Commitment to reducing the number of people killed or seriously injured (KSI) in road traffic collisions (RTCs) is apparent in the Lincolnshire Roads Safety Partnership, a multi-agency body heavily supported by the force. Reducing the number of people KSI on the roads of Lincolnshire is a force priority for 2006/07, as it has been for several years. The difficulty of the task is exacerbated by a hard-to-police roads network transporting people over large distances on A, B and C class roads without the safety benefits of dual carriageways. Out of 8,553 kilometres of road length, only 65 kilometres, including a short stretch of the A1, are dual carriageway. The vast majority of roads (88%) are classed C or are unclassified.

**Strengths**

- Roads policing is one of the force's top six priorities, aiming to reduce the number of KSI RTC incidents.
- The Lincolnshire Roads Safety Partnership (LRSP) is a body made up of police and county staff co-located in dedicated premises. Lincolnshire Police supports the partnership by providing 35 officers and staff delivering such services as specialist training packages to the community and accident investigation services. The main focus of the LRSP is to find solutions based on engineering, education and enforcement. Of particular note is the education emphasis directed at recreational motorcyclists attracted to Lincolnshire's roads. A mobile training facility is used to impart riding standards information and is supported by a policing policy of two weekends of roadside rider advice followed by enforcement on the third weekend.
- Lincolnshire Police's roads policing strategy is consistent with the national roads policing strategy and other force strategies and is implemented through NIM processes, ensuring consistency with other operational activity. Minor or component policies in this area are: a pursuit policy, a driving policy, a speed enforcement policy; and a shared casualty reduction strategy with LRSP. Roads policing resources are deployed via the level 2 tasking and co-ordination group process in support of the strategic aim of denying criminals use of the roads network.
- Roads policing is subject to comprehensive performance monitoring. The Operational Support Division (OSD) produces a monthly performance report for the information of

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all managers and staff. It is readily accessible on the intranet. The ACC uses this report to challenge managers at monthly performance meetings. Managers from the RPU, the ANPR team and OSD are all subject to quarterly performance reviews and this feeds into the PDR cycle. Fast-time performance data is available from an electronic database recording officer performance on a daily basis.

- The LRSP delivers a host of courses and seminars designed to influence driver behaviour and make roads safer; it has received beacon status from the Office of the Deputy Prime Minister in recognition of its achievements. The OSD engages in operations with other enforcement agencies, such as Her Majesty's Revenue and Customs (HMRC), the Vehicle and Operator Services Agency (VOSA), the Driver and Vehicle Licensing Agency (DVLA) and the Department for Work and Pensions (DWP), to combat haulage offences, immigration, revenue and employment issues.
- The force has undertaken extensive research showing that over the last six years it has reduced casualties from the 1994–98 averages by a greater margin than any other member of its MSF. The result is that the force achieved its 2010 public service agreement (PSA) target of 40% KSI reduction in 2005. No other MSF has yet done this. The LRSP has now agreed to stretch the target to 50% for the remainder of the PSA period. The force and LRSP believe that the lack of dual carriageways unavoidably skews performance figures for distances travelled on Lincolnshire roads and so rigorous analysis is required to impact on KSI reduction.
- Alongside regular deployment of ANPR from both OSD's ANPR unit and BCU-based operations, the principle of denying criminals use of the roads has been extended. The RPU has been prolific in its pursuit of uninsured and untaxed vehicles, with 600 seized to date. This effort is intelligence-led in conjunction with BCUs, making PPOs the primary target in order to disrupt their criminality. There is one example of a PPO having four vehicles seized by the RPU.
- The 'Pike' database, devised by a Lincolnshire police officer to manage HGV intelligence, has been licensed by the force and is now provided freely to other forces. Within Lincolnshire Police, the database is accessible through the intranet and provides officers with details of vehicles, drivers, operators, working hours and condition infractions. PIKE has received national plaudits and is recognised as having wide applications including counter-terrorism.

### **Areas for Improvement**

- The roads policing function also provides armed response cover. The force establishment management group has determined ideal staffing levels with the RPU, but there needs to be a better balance between the needs of road incidents and armed incidents. Authorised firearms officers (AFO) from the ANPR team and force firearms support group can back-fill ARV cover, but this is dependent on them being deployable at the critical moment. It is recognised, however, that to date the force has consistently met the demand for both AFO work and RPU work without any conflict. A business case has previously been submitted to the strategic firearms group with a proposal to form a stand-alone firearms unit separate from the roads policing unit, which required 16 additional officers. Issues were identified in respect of recruiting, finance, threat assessment and capability assessment. The business case was rejected and the force posits that it has increased its capability using the same resources, together with maximising the use of ANPR.

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- NIM processes are evident in the tasking and deployment of the RPU resources with RPU representatives participating in BCU level 1 tasking and co-ordination group processes. However, BCU requests for RPU support have to be ratified by the OSRAM, which weighs requests against intelligence from the LRSP and matches resources to demands. BCU commanders are satisfied with the service received through OSRAM; however, this process does extend the tasking and co-ordination group structure.
- The overall satisfaction with collision investigation in Lincolnshire is 11 percentage points below the MSF average and at the bottom of the MSF group. Analysis and intervention are required to improve public satisfaction with collision investigation.

## GOOD PRACTICE

<p><b>TITLE: Operation Abate was a police operation following a multiple fatal road traffic collision on in February 2006.</b></p>
<p><b>PROBLEM:</b> Six people were killed and several injured on the A52 at Sedgebrook, the collision occurring just after 05.00 a.m.</p>
<p><b>SOLUTION:</b> The crash was declared a major incident and the road closed for over 17 hours. A temporary mortuary was set up at the scene and a full body recovery operation was put in place, with 39 separate body parts recovered from the scene by the Lincolnshire Operational Support Unit who are disaster victim identification (DVI) trained. This was the first occasion in the UK that the new Interpol DVI forms were used at an operational scene. Both HM Coroner and a Home Office pathologist attended the scene and made extremely positive comments about how the scene organisation and the quality of the body recovery process.</p> <p>The majority of the deceased were foreign nationals from Hungary and Portugal. A family liaison co-ordination centre was established with representatives from the County Council civil protection unit, police officers and the community, including two chaplains who work with migrant workers and their families. A full community impact assessment was completed and police diversity officers deployed to the scene and the subsequent enquiries. The incident attracted considerable media attention.</p>
<p><b>OUTCOME(S)</b></p> <p>Although the scene of the collision was spread over 250 metres and was only half a mile from two neighbouring police forces, Lincolnshire officers and staff undertook a full investigation, with the assistance of numerous other agencies, without any requests for mutual aid. The resilience of RPU/ARV county cover was also fully maintained throughout this incident, showing the capacity, capability and resilience of the Road Policing Unit and Operations Support Department during this period.</p>
<p><b>FORCE CONTACT:</b> Force Inspectorate</p>

## 6 Resource Use (Domain B)

### 6A Human Resource Management

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
2	18	23	0

#### National Position

The PPAF indicators on sickness and medical retirement continue to be key quantitative measurements of human resource (HR) performance. Increasing significance is being given to the completion of performance development reviews (PDRs) within 60 days of due date. PDRs should be intelligence-driven and link to other HR processes such as promotion and career pathways.

While most forces have conducted some basic workforce planning, this has yet to be extended to all staff, ranks and grades. Workforce planning often concentrates on basic succession planning for key operational police officer posts. Most forces now have a full range of policies to support the work/life balance, often going beyond their legal obligations. The majority of forces need to develop an effective mechanism to manage demand, which ensures that they allocate resources to peak periods. There is limited evidence to show that supervisors and managers have been adequately trained in effective resource management.

Although annual staff satisfaction surveys are common, applying the learning from these surveys, and from employment tribunals, accidents, injuries, complaints and grievances, could be developed further. Much health and safety activity in forces is owned by a handful of key individuals and is rarely integrated fully into day-to-day activity, other than monitoring of accidents, injuries and near-misses. Few forces have accident/injury reduction targets or effective performance management of health and safety activity.

#### Contextual Factors

Human resource (HR) issues feature centrally in corporate-level thinking and policy with the HR department having chief officer status. In the last year a major reorganisation and redeployment of resources have changed the face of strategic HR management (HRM) and service delivery and have incorporated a performance management regime enabled by NSPIS HR. HRM is at the forefront of the major issues currently being addressed by the force: the introduction of neighbourhood policing and collaborative work around protective services.

## Strengths

- During 2005/06 the personnel and training functions were integrated to form an HR service, with the HR director being a member of the COG. Business is structured to deliver service, improving strategic HRM functions and operational support through new functions such as centralised support and professional development units for local training. BCUs and departments have HR provision through area HR teams, which supply both strategic and operational support.
- Delivery is regularly assessed, with the force performing well against its own targets. Managers are assisted by a range of continuously refined reports produced by NSPIS HR.
- A number of measures have been adopted to manage specific aspects of workforce performance. There is a proactive and preventative approach to health and safety supported by occupational health services. The attendance management policy in conjunction with PDR has contributed to a continual decline in absence across the force and reduced ill health retirement. Staff turnover is monitored through the national exit interview scheme, bringing to light retention issues.
- The force has demonstrated a reduction of 17.25% in terms of police officer hours lost through sickness and is 2.95 percentage points below the national average. In addition, the force has shown a 5.27% reduction in the number of police staff hours lost through sickness and is 9 percentage points below the national average.
- Diversity considerations are evident in HR practices and policies. Recruitment targets for under-represented groups have been met for 2005, which is attributed to 'outreach' and positive action schemes. Furthermore, the force is able to retain staff once recruited.
- The completion of PDRs is promoted and linked to the standards-raising Leadership Charter of 2005. HR activity is geared to supporting the force's efforts to achieve Investor in People (IiP) status in 2007.
- Allocation of officers and staff, management of posts, promotions and flexible working are all done by the newly formed establishment management group (EMG). This group meets every two weeks and includes senior managers, staff association and union representatives as well as HR and finance managers. Decisions are supported by data from NSPIS HR and the activities of the group feed directly into the Police Authority personnel committee.

## Work in Progress

- Internal officer selection and promotion processes and police staff recruitment are not currently conducted according to the integrated competency framework. The entire selection system is under review following the restructuring of HRM. The new selection methodology will not be exclusively based on the ICF; instead, a 'variety of techniques' relying more on line manager involvement with a co-ordinating role for central HR will be employed.
- The three-year HR strategy 2005–08 has yielded positive results, but is still at an early stage of implementation with further objectives scheduled for realisation in 2006/07. Notably, a manager's HR handbook is planned which will imbue all levels with HR

principles. While PDR completion levels have improved to 92% against a target of 80%, a thorough evaluation of the quality of reports will establish their relevance and worth with the workforce as a tool for career development.

- NSPIS HR needs to be updated to reflect the organisational structure changes to BCUs and departments brought about by the service review and implementation of neighbourhood policing. This will provide more accurate information for management decisions and it should be borne in mind that the force has all five NSPIS HR packages, enabling comprehensive devolution to line managers.

**6B Training, Development and Organisational Learning**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
3	11	27	2

**National Position**

Learning and development (L&D) is a key driver for forces to improve performance. The requirement is for the right staff to have the right skills in the right place and at the right time in order to achieve or support operational performance.

HMIC has awarded a Good grade where key criteria have been met. Notably, where there is a clear distinction between the role of contractor and client, with the full and sustained involvement of a chief officer and the Police Authority. There should be a single post with accountability for all L&D products and services. Another prerequisite is an L&D strategy which is fully compliant with Home Office guidance and supported by a business plan, an improvement plan and a fully costed 'planned' and 'actual' delivery plan. Finally, a Good grade reflects robust quality assurance and evaluation processes, with clear evidence that the force is engaged in collaborative activity.

**Contextual Factors**

This section summarises the results of improvement activities which have been undertaken since the last inspection. It facilitates an understanding of the context within which such activities have taken place together with an understanding of the outcomes. The force was graded Fair during the 2005 baseline process with a number of recommendations made for improvement.

In September 2005, a wholesale review of both personnel and training was undertaken, and as a result the training and personnel departments amalgamated to form an integrated HR Service. The new structure has a soft split between operational and strategic HR to help provide a more modern, customer-focused HR service.

Overall responsibility for all people-related matters within the force, including learning and development (L&D), is assigned to the director of HR, who is a member of the COG. Reporting to the head of HR operations, the training delivery manager is responsible for all day-to-day operations of the training function, which, following centralisation, now include all specialist training. In addition, professional development units (PDUs) have been set up at the three BCUs to deliver a more local training service.

The costed training plan (CTP) now captures all training within the force; however, there is still some work to do to utilise the full potential of the CTP for the force. The role of the

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training strategy group has also been considered and new terms of reference adopted. As well as providing a consultative role, the group monitors the performance of the department, and agrees the training evaluation programme for the force.

Consultation has taken place with members of the community and there has been increased participation in training events over the last year. Three new community engagement co-ordinator posts have been created within the department, and these new members of staff will help continue to develop partnership working and engaging the community in L&D activities.

### **Strengths**

- Active engagement on the part of the Police Authority is well established, with regular communication and meetings between members, the head of HR operations and the training delivery manager. The Police Authority lead is experienced in the HR and training functions and this ensures proactive support and understanding of the department at Police Authority level.
- Strong partnership working within each of the training disciplines at regional and national levels with other forces and agencies has been established.
- L&D staff are encouraged to develop skills and expertise by gaining professional qualifications, taking on additional responsibilities, and by undertaking project work both within the department and outside.
- The L&D department has provided funding for a Regional Training and Development Unit. This has enabled the five East Midlands forces to commission cost-effective training events and collaborate effectively on many key training initiatives over the last year (eg, Continuous Learning and Development Programme (CLDP), the Initial Police Learning and Development Programme (IPLDP), child protection, the SIO development programme) based on the principles of best value.

### **Work in Progress**

- To help further strengthen leadership of the training function, the departmental improvement plan should be a standing item on training strategy group (TSG) and personnel committee meetings. In addition, those L&D groups which currently do not have terms of reference should have them set and published.
- To ensure the L&D learning contract is fully understood by L&D staff and clients, an audit of delivery processes within the department and a review of all joining instructions should be undertaken.
- The force should map the remaining 1% of roles to the integrated competency framework (ICF) and review training programmes to ensure all are ICF-compliant.
- The force should determine organisational training needs earlier in the year, so that the TSG and the Director of Finance and Administration (DoFA) have the costs to take into the budget-setting process.

**Areas for Improvement**

- The force should develop and implement a force staff survey on L&D matters and survey all BCU commanders and heads of department to establish satisfaction with the training given to their staff.
- The force should develop consultancy groups with appropriate sectors of the community to ensure that community needs are taken into account when developing and delivering L&D products and services.
- The force should develop and introduce key performance indicators for the L&D function and ensure that these are regularly reviewed and utilised as a management tool.

**6C Race and Diversity**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	14	27	2

**Contextual Factors**

There is an evident appreciation at all levels of the force of the importance of race and diversity to organisational health. Chief officers have personal PDR objectives to progress diversity issues and specific portfolio responsibilities that are subject to performance measures. The external phenomena of cultural and ethnic transformation, and the need to ensure the force staff profile and skills set remain contingent to these shifts, are understood by the COG which plans to introduce measures ensuring the force reflects society. This should ensure that recruitment targets based on gender and race continue to be met.

**Strengths**

- The Chief Constable is the force lead on diversity and chairs the strategic diversity group. All chief officers are members of the group and have responsibilities for specific diversity issues such as the race equality scheme and the Breaking Through action plan. These are defined in their PDR objectives.
- The HR department acts as the lead delivery unit for the force and has made progress in Gender Agenda issues and in public sector disability and gender equality duties during the last year. A cultural and ethnicity audit was carried out to ensure personal data on NSPIS HR was accurate. This identified problem areas that were rectified by reasonable adjustments.
- Staff association representatives and chief officers have individual agreements allowing time off to attend conferences, meetings and to conduct association business in force. The HR plan has undertakings to support the British Association of Women Police Officers (BAWP), the Black Police Association (BPA) and the Gay Police Association (GPA) work. The policy creation process involves consultation with all workforce representative groups and this inevitably opens up equality policy to wide scrutiny. Policy writers are all trained to make policy impact assessments.
- Training needs are identified through the PDR process; this informs a training needs analysis, which has specific inputs from diversity trainers. The process ensures issues of fairness and equity are identified at grassroots level and receive a corporate response.

### **Work in Progress**

- A new diversity strategy is being written to complement the force's overall strategic plan. A wide range of stakeholders and partner agencies will be consulted and the strategy will provide a clear way forward to meet goals. Completion of this work is urgently required to ensure coherence of the many initiatives currently under way.
- There are plans to produce a quarterly HR performance report for area HR managers for use at BCU and departmental level. This will contain data on recruitment and retention measured against the six strands of diversity. The expectation is that this will be shared with stakeholders at local community group meetings chaired by BCU commanders. This will in turn feed back to the force-level strategic diversity group (SDG).
- While it is acknowledged that employment-monitoring data is gathered on a quarterly basis and presented to the Police Authority and SDG, there is an absence of impact assessment across all areas but one of the requirements of the employment duty: for people leaving the organisation, the national exit interview scheme has been adopted. Robust monitoring complete with impact assessments and action plans are required in line with all the requirements of employment duty, from application through to recruitment, progression and retention of staff under-represented within Lincolnshire.

### **Area for Improvement**

- The force has an array of instruments and policies for enabling and monitoring career progression for officers and staff from under-represented groups. These measures rely on people to nominate themselves rather than be identified and encouraged by the organisation. For instance, the operational support department wrote to all female officers inviting applications and offering secondments, but there is no evidence that officers were actively sought or mentored for posts.

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**6D Managing Financial and Physical Resources**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	11	24	7

**Contextual Factors**

This is an HMIC assessment of domain 6D. It is based on the self-assessment return and our own findings as well as a consideration of the Police Use of Resources Evaluation (PURE) by the Audit Commission's appointed auditor for your force/authority. Set out at the end of this report are the appointed auditor's summarised scores for each theme covered by PURE. Separate, more detailed reports on PURE have also been issued by the appointed auditor for the authority/force.

Work on preparing for force mergers has had a significant impact on the finance department and other support services. The director of finance led for the region on the financial aspects of the strategic force business case and did so very creditably.

Lincolnshire's financial situation is precarious and the Police Authority requested a special grant from the Home Office to give some relief for 2006/07 and 2007/08. The budget for the current financial year was balanced only by making swingeing cuts of £2.5 million from operational and support headings, and drawing down £1.7 million from reserves. The general reserves now stands at approximately 2% of net revenue expenditure – ie, at the lower end of the recommended range – although this improved last year with a net under-spend in 2005/06 of just under £1 million.

**Strengths**

- Lincolnshire has secured financial support in order to develop neighbourhood policing through a partnership deal with the county council worth £1.5 million for the current year, £2 million for next year and £3 million for the year after that. Meanwhile, the district councils are committed to providing approximately £200,000.
- The force has now set up a finance working group, which includes members of the Police Authority, to enhance the monitoring and scrutiny role on finance and support services issues, particularly in the light of the precarious financial standing of the organisation.
- The force has improved its medium-term planning process, allowing it to project future deficits and put in place appropriate remedial action – either reductions in planned expenditure or securing additional financial support.

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- The finance department has been restructured to improve its service levels and has also enhanced the skills and qualifications of its staff.
- An upgraded financial management system came onstream in April 2006 and will provide better levels of financial information.
- The procurement service has continued to develop and improve, participating in regional and national framework contracts and using increased resources to improve the assessment of contract delivery and performance by contractors and suppliers. The DoFA has taken the lead on the East Midlands merger board and has managed this process while still developing the finance service.
- The estates management function has been restructured to provide a more dedicated and effective service; national benchmarking data is also used to effect improvements in service.
- The force has undertaken a review of custody facilities and proposed reducing the number of custody sites from ten to four with resultant efficiency savings.
- The transport service is effectively managed, with good vehicle availability, a balanced provision of workshop services delivered through a mix of in-house and outsourced provision relevant to the geography of the county, and constant review of the use of the fleet to ensure optimal performance.

#### **Areas for Improvement**

- The projected financial position is bleak, with the medium-term financial plan showing a deficit in excess of £4 million for 2007/08. Unless additional funding is obtained, the Police Authority will struggle to set a balanced budget next year as the projected deficit will exceed the general reserve, pointing to significant efficiency savings and/or cuts. A further year of cuts in budget heads is likely to impact on operational policing, with potential reductions in both police officers and police staff. An efficiency planning group has been established to address these issues.
- Whatever level of special grant may be approved by the Home Office, the force and Police Authority will need to develop a strategic financial plan for 2008/09 onwards; currently, the medium-term plan does not go beyond 2009. It is accepted that the application of dampening mechanisms, as well as the introduction of the new arrangements for police pensions, has further reduced the level of funding to the force.
- Although the force has started to use results from activity analysis, it could develop this further to inform local and corporate decision-making. The Audit Commission review graded activity-based costing (ABC) as Poor and Fair for data quality and management arrangements respectively.
- Information from activity analysis informs the resource allocation model but this needs updating to reflect the changing operational environment – eg, changing geographical factors.

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- Along with many other forces, Lincolnshire could benefit from integrated finance and business systems and shared services; there is impetus within the East Midlands region to move along this path.
- The procurement module is still to be developed within the CFACS system and the force needs to improve its procurement facilities, including the use of e-procurement opportunities. The improvements have been included for delivery in the finance and support services plan for 2006/07.
- The force has some mechanisms for compliance monitoring of procurement contracts but recognises the need for further assurance, and plans to commission an internal audit review of procurement compliance later in the year.
- It is acknowledged that the estates strategy requires updating, a task delayed by the uncertainty surrounding the proposed amalgamations of the five East Midlands forces. This now needs to be progressed, especially as there is a backlog of planned maintenance which will need to be prioritised in the light of budget constraints. Performance indicators need to be developed for the estates service.
- As part of the strategy, an energy strategy is still required and the force has planned for external assistance to deliver this.

**Audit Commission: Police Use of Resources Evaluation**

Force and Authority: Lincolnshire

<b>Element</b>	<b>Assessment</b>
Financial management	2
Financial standing	2
Internal control	2
Value for money	2

**Key to grades**

1. Below minimum requirements – inadequate performance
2. Only at minimum requirement – adequate performance
3. Constantly above minimum requirements – performing well
4. Well above minimum requirements – performing strongly

The judgements are made by auditors under the Code of Audit Practice and in accordance with guidance issued by the Audit Commission.

**6E Information Management**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
1	9	31	2

**National Position**

The convergence of information and technology streams, and in particular the developing role of the chief information officer, is focusing attention on how forces corporately govern information. The aim in this assessment is to differentiate between forces that are taking an information-based approach to delivery and those that are technology-driven. A raft of emerging standards – notably Management of Police Information (MoPI) – is defining metrics against which performance can be measured, and these will ease the challenge in future assessments. Equally, the need for forces to develop medium-term planning, to consider national strategy in their local planning, and to reflect the requirements of the information technology infrastructure library (ITIL) have all provided some clear measures of success.

It has been a particularly challenging 12 months for forces' information services, as much development work was postponed because of amalgamation proposals. This backlog will need to be addressed in 2006/07, together with work on shared approaches to bridge the level 2 shortfall. The challenge of providing information for the cross-regional information-sharing project (CRISP) and the emerging IMPACT system is considerable. This may require the development of 'confidential' networks and work to meet the requirements of the Unified Police Security Architecture (UPSA) as well as MoPI. These carry as yet unquantified but very considerable costs, as well as resulting in major business change. With constrained budgets and increasing demands, the future poses real challenges as to how forces will manage their information assets.

**Contextual Factors**

Information and communications technology (ICT) provision is well funded by the Police Authority. There is a development programme in place addressing technological and information management requirements in thematic categories of applications, infrastructure and IMPACT - a managing and sharing information programme. The force has embraced the NSPIS concept and is delivering demonstrable operational benefits from a core of five new NSPIS applications in addition to Airwave. Recognition of progress with the implementation and use of these applications is evidenced by the positive relationship with the Police Information Technology Organisation (PITO) in respect of interface development work, testing of new releases and quantification of business benefits.

Grant allocation has allowed the force to comply fully with Impact Nominal Index (INI) requirements, including the extraction of relevant nominal information from paper records relating to custody, child protection and domestic violence. NSPIS is providing the force with

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integrated applications and the foundations for shorter-term information sharing internally and externally. The force is working towards future information systems strategy for the police service (ISS4PS) compliance.

### **Strengths**

- The DCC plays an active role in all aspects of information management, information security and technology with clear responsibilities effectively delegated through programme boards, the ICT strategy group and the force security board.
- There is an operationally focused strategy, supporting the force strategic plan, which is informed by the Home Office police science and technology strategy and the central customer capability plan. The supporting strategic development plan incorporates a costed 'roadmap' in three main strands relating to applications, infrastructure and information management through the IMPACT programme.
- There is a well-established project board structure with strong user involvement. A complementary business change function ensures that benefit realisation is monitored.
- Performance management and career development are managed within an ICT-specific framework that fully complements the PDR system in use across the force.
- The IMPACT project is addressing security and authentication needs defined in particular server domains and roaming profiles will allow users to access operational systems and other functions, including email, from anywhere on the force network.

### **Work in Progress**

- The new IT applications are loading networks and at certain times of the day response times are poor. Procurement of a new network is under way which should be suitably scalable to avoid such bottlenecks in the future.

### **Areas for Improvement**

- Introduction of the Cross-Regional Information Sharing Project (CRISP) data warehouse is needed for the support of NIM tasking and for the proactive support of regional intelligence functions.
- The implementation of the information technology infrastructure library (ITIL) and the BCS is delivering improved support processes and providing staff development. However, it is anticipated that an expanded portfolio of newer systems may require new skills and capabilities. The force has acknowledged the demand for such staff and realises that there are recruitment and retention challenges. A skills review would be beneficial to identify gaps and develop existing personnel.

**6F National Intelligence Model**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Fair</b>	<b>Improved</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	19	22	2

**Contextual Factors**

Lincolnshire Police continues to use the NIM as a business driver for the force. The ACC drives the process by leading on the NIM working group to ensure consistent compliance with the guidance set out by the NCPE. The ACC also chairs the force monthly tasking group and regularly checks that attention is focused on the problem areas, problem people and on the priority matters determined by the control strategy. NIM is a key part of service delivery and is embedded within the force. This is seen within the force tasking process, through the importance of the daily tasking and the links to the level 1 and level 2 tactical tasking and co-ordination group meetings. The strategic assessment is conducted twice a year and is reviewed after three months. It sets the control strategy, which is reinforced in the other NIM products. Support departments have now embraced the NIM business process as part of their working practice.

The principal analyst is driving forwards the use of result analysis and a development from the national drugs campaign, Operation Crackdown, into the force Crystal campaign on drugs. There is a consolidated effort to use result analysis across the force. Each BCU has tasking on the same day, and on the following day the headquarters support departments hold their tasking meetings to focus allocation of resources in line with BCU requests and force priorities. The NIM products that are circulated are corporate in approach and the principal analyst maintains a quality control function.

**Strengths**

- The ACC proactively ensures maintenance and continued progress of the NIM through the NIM working group, which meets on a quarterly basis to monitor compliance.
- NIM principles have been embraced by other headquarters operational departments which hold their own tasking and co-ordination meetings in line with the corporate NIM cycle adopted force-wide.
- Key partners now participate in the tactical tasking and co-ordination process, notably the drug and alcohol action team (DAAT), LSPs and CDRPs. The partners provide a constructive contribution and use the information to influence their own strategic priorities.
- Community intelligence is recorded on to the intelligence system, which is fed into the BCU tasking and co-ordination process for development and, ultimately, action. Issues that require level 2 resources are put to the force tasking and co-ordination meeting.

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- Effective systems are in place for managing the security of intelligence material as part of the NIM process. The force has received praise from both the Office of the Surveillance Commissioner (OSC) and the Interception of Communications inspector. These reports have highlighted how Lincolnshire Police has developed its covert policing infrastructure, systems and processes in light of previous criticism from the OSC and from high-profile court cases.
- Progressive use has been made of intelligence technology to enhance intelligence opportunities and improve front-line delivery against targets. The SSU uses a wireless transmission system to process fingerprint identifications from the crime scene and use is being made of footmark database. A database has been introduced to encourage the tracking of forensic hits, and research within intelligence units is being undertaken to identify linked offences.
- The NIM process underpins the neighbourhood policing model, which is being implemented force-wide. A weekly partnership tasking and co-ordination process is taking place at sector level. The JAG considers priorities raised through the local community panel (LCP), which are either actioned at a local sector level by the community policing team or are fed into the fortnightly BCU tasking and co-ordination process for BCU-level intervention. The local issues raised are considered and prioritised in accordance with the force control strategy.
- NIM awareness training has been delivered to all BCU staff to ensure they understand where they are deployed, the reasons why, what is expected of them and how they discharge those expectations. The NSPIS command and control system is used both for daily tasking of resources and as a debrief mechanism for the daily tasking process.
- Plan enforcers have been identified and are held to account both centrally and on BCU; this includes specific focus on prevention, enforcement and intelligence activity at tasking and co-ordination group meetings.

#### **Areas for Improvement**

- Difficulty has been experienced in identifying 'fit for purpose' briefing rooms. Suitable briefing facilities would underpin the force's compliance with national briefing model.
- A difficulty in processing community intelligence has been recognised by the force and funding has been secured to fund a further analyst and additional researchers at each BCU to remedy the issue.
- An integrated ICT system would benefit the organisation in terms of the direct input of intelligence on to a single network. Greater accessibility to real-time intelligence and research capabilities would also enhance performance.
- The director of intelligence forms part of the SIO on-call cadre and may be required to manage the initial response to a major crime. Although the force needs to manage resilience in this particular area, this arrangement is in contravention of the NIM principles outlined in the NCPE guidance and may compromise a major investigation. It would be advisable to subject this area to a risk assessment, which should be recorded and retained by the nominated chief officer responsible for the Regulation of Investigatory Powers Act (RIPA) issues.

## 7 Leadership and Direction

### 7A Leadership

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Not Graded</b>

#### National Grade Distribution

Poor	Fair	Good	Excellent
0	4	35	4

#### Contextual Factors

Lincolnshire Police is presently addressing several fundamental change management issues, specifically the negotiations to develop enhanced collaboration with its four regional neighbours. In the meantime, the officers and staff of the force must remain focused and committed to providing the highest levels of service to the people of the county. This is one aspect of the current leadership challenges facing the force. Another is the need to meet the Government’s commitment to neighbourhood policing with a very difficult budget position, which will almost certainly require staffing cuts.

#### Strengths

- A key theme for the COG is engaging with the national and regional issues emerging from the strategic police force proposals. The chief officers are fully supportive of the need to strengthen level 2 capacity and feel the need to ensure the force is well placed to manage an uncertain future. To this end they are maintaining the emphasis on performance and are fully committed to driving ahead with NP.
- Commitment to regional endeavours is further evidenced by the DCC initially assuming the five-force regional lead for the previously proposed restructuring and now leading on the plans to enhance regional collaboration. The DCC has remained in Lincolnshire as a member of the COG, while still leading on this programme of regional collaboration in addition to his existing force responsibilities.
- The Chief Constable is highly visible throughout the force and uses every opportunity to secure feedback.
- The Chief Constable has personally visited stations in the force area to inform officers and staff about restructuring and amalgamation, delivering briefings to 500 people over a four-week period. Personal encounters by the COG are reinforced by making information freely available through the intranet.
- The COG has participated in a 360-degree appraisal programme administered by an external consultant. Both individual and team feedback have been facilitated, which has informed the combined leadership style as well as enhancing personal development. The COG also holds blue-sky events away from the policing environment to propagate leadership innovation and creativity and to reinforce team spirit.

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- BCU commanders undertake the gold command role for major and critical incidents. This has improved the resilience for chief officers as well as enhancing the skills of chief superintendents. The introduction of superintendents on BCUs as deputy commanders has been welcomed by BCU commanders as this too bolsters resilience and provides additional substance for BCU performance management measures.
- The Chief Constable is a highly experienced chief officer and has drawn heavily on this profile to steer the force through some difficult times. He has risen to the challenge of persuading members of the Police Authority and key stakeholders in the county that the force needs to change to protect Lincolnshire in the face of significant vulnerability in terms of capacity and capability.
- The ACC is experienced in role and the DCC has successfully chaired the regional project team, winning plaudits from his peers for his very able handling of this role. All three chief officers work well together but, inevitably, with a small team there is a question mark over resilience, especially as there are no SCC-qualified officers at superintending rank. At the Chief Constable's instigation, the top team has been strengthened by the inclusion of the directors of HR and finance.
- The Chief Constable has shown strong leadership in highlighting the operational impact of the budget shortfall, arguing for more resources and then coming up with credible plans to manage without these extra resources.
- There is an open and positive relationship with the Police Authority and the Chief Constable and chair have forged a strong bond.
- The strategic development group is a formal mechanism for senior officers to discuss and influence policy and decision making. Parties feel that their views are listened to, considered and add value to the process.
- The Chief Constable personally sees all new appointees to Lincolnshire Police and sergeants on promotion and confirmation. These meetings are linked to standards laid out in the leadership charter.
- Police Federation representatives feel they have ready access to the DCC and ACC during the normal course of business in representing the membership, and access to the Chief Constable on the occasions when he is the most appropriate arbiter. They are also members of force management groups and boards such as the SDG and the vacancy management group, and have scheduled JNCCs.
- The chief officers mentor a number of officers, and have arranged executive development coaching for a number of police staff. The ACC has been trained as a coach and a senior member of police staff is currently being trained; these skills are used for the benefit of the force as a whole. A detailed review of the career aspirations and development needs of all senior managers within the organisation has been conducted by COG and is used to inform succession-planning decisions.
- The DCC has responsibility for change management within Lincolnshire Police. A professionally led programme management unit sits within the strategic development department, which oversees a programme of work managed through a number of Projects In Controlled Environments II (PRINCE II) systems. This ensures effective co-ordination, links to strategic planning, and the identification and realisation of business benefits. The force has a business change manager, who works very closely with PITO

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and within the force to identify and deliver the benefits from business change, and to limit any negative impacts.

- The SDG is chaired by the Chief Constable who is the champion of diversity issues in force. The SDG is changing under his leadership, to become a more intrusive and strategic body ensuring the proactive development of diversity issues. All chief officers attend, which ensures that diversity is driven forwards throughout all aspects of force business.
- The review of headquarters departments resulted in the realignment of headquarters to the PPAF domains/baseline assessment framework. This has focused departments, increased accountability and responsibility, and shaped the future for sustained improvement in performance. All managers are encouraged to review their processes through the EFQM methodology to bring further improvement to their business area.
- The force has continued to pioneer advancements in forensics with the development of a mobile DNA analysis van; the Chief Constable's role of ACPO portfolio leader in forensics gives the force innovations a national perspective. The DCC works nationally on a number of projects concerned with vulnerable witnesses and vulnerable adults. The ACC, in his ACPO capacity as lead on the wider police family, has instigated national changes in policing delivery.
- The Police Authority mission statement is: 'Helping to make Lincolnshire the safest county in England'. This vision for policing was formulated following consultation within the organisation and with key stakeholders and communities, and is now integrated into all of the key strategic and business planning documentation of the force. The Chief Constable and DCC have delivered a 'roadshow' presentation on the 'Ambition Statement' to large groups of staff in all BCUs and at headquarters.

### **Work in Progress**

- There is a confidential reporting line directly to the Chief Constable's office. This is used occasionally, but the service is due to be improved by an outside agency providing third-party reporting to increase confidence in the system.

### **Areas for Improvement**

- Women's issues, specifically the Gender Agenda, are considered by female officers to have a low profile in the force. There is little support from officers and staff for networks and BAWP. This may be due to a shortage of senior role models and lack of a mentoring scheme. The chief officer team disputes this interpretation and points to examples of part-time working policies and the steps that have been taken to further enhance this to provide a flexible working policy to formalise current practice. The chief officer team highlights its presence during positive action days and emphasises achievements in exceeding female recruitment targets for 2005/06. The command team highlights its commitment to BAWP by hosting a regional event and points out that encouragement of further women's support groups was met with insufficient interest from the staff.

**7B Performance Management and Continuous Improvement**

<b>Grade</b>	<b>Direction of Travel</b>
<b>Good</b>	<b>Stable</b>

**National Grade Distribution**

Poor	Fair	Good	Excellent
0	12	26	5

**Contextual Factors**

Performance management is a central theme for the COG in order for it to ensure Lincolnshire Police meets post-2008 policing challenges in the best operational shape possible. To this end, a cascade performance management regime led by the Chief Constable down through BCU/department level to teams is in place. There appears to be an embedded performance culture pervading Lincolnshire, resulting in exemplary performance outcomes in some areas such as forensic science but, unfortunately, annual returns for reducing and investigating volume crime against MSF averages are not favourably comparable, which can adversely influence other related areas of business in terms of performance.

**Strengths**

- The Chief Constable leads the force performance meeting, which focuses on organisational improvement and positioning of the force and BCUs in their respective family groups. All the chief officers have monthly performance reviews with the Chief Constable based on PDR objectives, in the case of the DoFA and the DoHR, these are linked to performance-related pay. Both the DCC and ACC hold regular performance meetings with BCUs and departments within their portfolios and, in the case of the ACC, presentations are made to the Police Authority scrutiny and audit committee.
- The SDG chaired by the DCC meets every two months to consider current strategic issues, performance and anticipated threats. It reflects NIM methodology by producing an organisational threat assessment, but limits its scope to a rolling six months as opposed to the NIM strategic assessment that looks at the life of the policing plan and beyond.
- The overall force performance regime comes under the umbrella Improving Force Performance policy. Regular forums chaired by the chief officers provide a challenging but supportive environment in which to disseminate good practice and deal with problems. With lead officers for each domain and champions for mission critical areas such as detections and hate crimes, performance is inextricable from PPAF.
- The force takes positive action in respect of performance deficiencies, actively seeking good practice from elsewhere. The force has proactively sought the expertise of a member of the PCSD to review their work in respect of sanction detection rates for volume crime.

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- There is an intrusive four-stage management process based on the PCSD model should performance decline. Ultimately, entire management teams can be removed if all previous levels of intervention fail. This system was invoked on three occasions during 2005/06, with the matter being resolved no later than level 2 each time.
- BCUs have citizen focus champions and include customer satisfaction data in performance meetings to add context to data. Chief officers and senior managers are expected to demonstrate improved satisfaction rates in their areas of responsibility. The Chief Constable and BCU commanders conduct random telephone surveys of victims and witnesses.
- Following the review of HQ functions, a citizen focus unit has been created within the strategic development department to advance work on the national reassurance agenda during 2006.
- The force has a NIM-based risk assessment process to identify functions with failing performance. The chief officer responsible sets terms of reference for an inspection and subsequent reports contain action plans with milestones and deadlines administered through departmental performance briefings. Large-scale reviews have been carried out under the aegis of project management and programme boards.
- There are several opportunities for management to identify and develop organisational learning in the force. Force performance reviews and operational commanders' conferences provide forums for discussion and debate in a non-confrontational atmosphere. Staff surveys and the Blues & Views suggestion scheme encourage bottom-up driven learning. Outcomes from the suggestion scheme are published on the intranet.
- Objectives set by the ACC for BCU commanders are monitored at force and BCU performance meetings and draw on PPAF and iQuanta data. Objectives and performance monitoring are cascaded down to BCU team and sector levels, where contributory targets are set to achieve overall objectives.
- Budget planning cycles are aligned with strategic and operational plans to ensure that funds are available for target realisation.
- The planning and policy unit produces a horizon scanning report compiled from a multitude of sources. Contemporary and emerging issues are identified and feed into the strategic assessments carried out by the DCC. Good practice in others forces and agencies is identified and passed on to business managers for consideration.

### **Work in Progress**

- PPAF data portrays poor performance within the force MSF group for volume crime investigation. The force has a programme of action designed to improve performance in this area, but the impact of this work was not evident at the point of assessment.

### **Areas for Improvement**

- Qualitative evidence of customer service performance management is gathered from several sources: Police Authority consultation forums, local authority meetings, CDRP meetings and information kiosks in public places. However, there is no standard method of processing and analysing the information when it has been captured or any

sign that it informs the strategic assessment.

## **GOOD PRACTICE**

**TITLE:** National Strategy for Police Information Systems

**PROBLEM:** Lincolnshire Police is currently the leading force on NSPIS HR, having implemented all five modules.

**SOLUTION :** The Police Personnel (PP) database was first implemented in 2004 and has been continually developed to improve HR business processes and information. PP has replaced numerous independent HR databases and is used to report on a range of HR information, including establishment, restricted duties, SPP, CRTP, PDRs and sickness. Employment data can be analysed by gender, ethnicity, age and disability and the system is being developed to record the remaining strands of diversity, facilitating report on employment data in accordance with the RES. The data has proved invaluable for workforce and succession planning activities.

Performance information has been improved, particularly in relation to PDR completions, sickness absence and turnover. PP is used to provide the information for quarterly and annual Home Office data returns and the link with NMIS is being developed. The Training Administration System (TAS) is being further developed to record training identified in the PDR process and to record all training, learning and development, rather than purely internally delivered training courses. TAS will be used in developing the costed training plan.

The Duty Management System (DMS) is being rolled out to all operational staff and will eventually replace the manual working-time recording forms. Sickness absence is input directly onto DMS which speeds up the reporting of sickness absence and enables the force accurately to record sickness in hours as required by the Home Office. The command and control system will be linked to DMS and used to deploy operational staff. The Health and Safety Reporting (HSR) module enables incidents to be recorded electronically which speeds up the reporting process; this is being developed to improve the reporting procedures.

The self-service module allows staff to view their employment records and check information such as sickness, address and contact details. Training records, duties and annual leave can be viewed once DMS has been fully implemented across the force. Individuals can notify the HR Service centre via e-mail of any changes required. This means that the HR Department is freed up from routine telephone enquiries and means that information is more accurate and easily accessed by staff. The force is now working with Cedar to pilot an integrated NSPIS HR payroll system which will mean efficiency savings for the force.

**OUTCOME(S):** The development of NSPIS HR has been integral to the new HR service. It has enabled HR to provide comprehensive management and performance information for the force in each of the priority areas outlined in the HR Plan - diversity, recruitment, retention, sickness, health and safety, training and development and leadership.

**FORCE CONTACT:** Force Inspectorate

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order

### B

BAWP	British Association of Women Police Officers
BCS	British Crime Survey
BCU	basic command unit

### C

CBM	community beat manager
CDRP	crime and disorder reduction partnership
CFF	Crime Fighting Fund
CIU	crime investigation unit
CJ	criminal justice
CJS	criminal justice system
CJU	criminal justice unit
COG	chief officer group
CPO	case progression officer
CPS	Crown Prosecution Service
CPT	community policing team

### D

DAAT	drug and alcohol action team
DC	detective constable
DCC	deputy chief constable
DCI	detective chief inspector
DDA	Disability Discrimination Act
DDM	dedicated decision maker
DI	detective inspector

DoFA	director of finance and administration
DoHR	director of human resources
DS	detective sergeant
DVLA	Driver and Vehicle Licensing Agency

**E**

ECU	economic crime unit
EFQM	European Foundation for Quality Management
EMDA	East Midlands Development Agency
EMSOU	East Midlands Specialist Operations Unit
ETMP	effective trial management programme

**F**

FCR	force crime registrar
FIB	force intelligence bureau

**G**

GPA	Gay Police Association
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**H**

HMIC	Her Majesty's Inspectorate of Constabulary
HMRC	Her Majesty's Revenue and Customs
HOCR	Home Office Counting Rules
HR	human resource

**I**

IAG	independent advisory group
ICF	integrated competency framework
ICT	information and communications technology
liP	Investors in People
IIU	intelligence investigation unit
IMPACT	a managing and sharing information programme
INI	IMPACT nominal index
IPLDP	Initial Police Learning and Development Programme

IS4PS information strategy for the police service  
IS/IT information systems/information technology  
ITIL information technology infrastructure library

**J**

JAG joint agency group  
JNCC joint negotiating consultative committee

**L**

L&D learning and development  
LCJB local criminal justice board  
LRF local resilience forum  
LSP local strategic partnership

**M**

MAPPA multi-agency public protection arrangements  
MCU major crime unit  
MIDU management investigation development unit  
MSF most similar force(s)

**N**

NAFIS National Automated Fingerprint Identification System  
NCHS National Call-Handling Standards  
NCPE National Centre for Policing Excellence  
NCRS National Crime Recording Standard  
NIM National Intelligence Model  
NMIS National Management Information System  
NHP neighbourhood policing  
NSIR National Standards for Incident Reporting  
NSPIS National Strategy for Police Information Systems  
NVQ National Vocational Qualification

**O**

OBTJ	offence brought to justice
OSD	operational support division
<b>P</b>	
PCSD	Police and Crime Standards Directorate
PCSO	police community support officer
PDR	personal development review
PIP	professionalising investigation programme
PNC	Police National Computer
PND	penalty notice for disorder
POCA	Proceeds of Crime Act
PPAF	policing performance assessment framework
PPO	prolific and priority offender
PPU	public protection unit
PRINCE2	Projects in Controlled Environments 2
PSD	professional standards department
PSU	police support unit
PURE	police use of resources evaluation
PYO	persistent young offender
<b>Q</b>	
QoSC	quality of service commitment
<b>R</b>	
RES	race equality scheme
RIPA	Regulation of Investigatory Powers Act
RPU	roads policing unit
RRAA	Race Relations (Amendment) Act
<b>S</b>	
SARA	scanning, analysis, response, assessment
SCIU	serious crime investigation unit
SIO	senior investigating officer
SOCO	scene of crime officer

SSU            scientific support unit

**V**

ViSOR        Violent and Sex Offenders' Register

VOSA         Vehicle and Operator Services Agency