HMICFRS

Her Majesty's Inspectorate of Constabulary
and Fire & Rescue Services

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Lincolnshire Police

Contents

What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

Our inspection approach

In 2018/19, we adopted an integrated PEEL assessment (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected Lincolnshire Police against.

IPA area	Inspected in 2018/19?
Preventing crime and anti-social behaviour	Yes
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Firearms capability	Yes
Meeting current demands	Yes
Planning for the future	Yes
Treating the public fairly	No
Ethical and lawful workforce behaviour	Yes
Treating the workforce fairly	Yes

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

Force in context

	Lincolnshire rate	England and Wales rate
999 calls per 1,000 population 12 months ending 31 March 2019	136	175

	Lincolnshire rate	Most Similar Forces rate
Recorded crime per 1,000 population 12 months ending 31 March 2019	70	67

Lincolnshire workforce

	FTE in post on 31 March 2019	FTE in post on 31 March 2014	Percentage change
Police Officer	1096	1091	0%
Police Community Support Officer	122	145	-16%
Police Staff	310	250	24%

	Lincolnshire spend	England and Wales spend
Spend per head of population 2019/20 projection	£159	£203

Overall summary

⚙ **Effectiveness**	●●●○ **Good**		**Last inspected**
Preventing crime and tackling anti-social behaviour	●●○○ Requires improvement		2018/19
Investigating crime	●●●○ Good		2018/19
Protecting vulnerable people	●●●○ Good		2018/19
Tackling serious and organised crime	●●●○ Good		2016
Armed response capability	Ungraded		2018/19

£ **Efficiency**	●●○○ **Requires improvement**		**Last inspected**
Meeting current demands and using resources	●●●○ Good		2018/19
Planning for the future	●●○○ Requires improvement		2018/19

⚖️ Legitimacy	**Good**	**Last inspected**
Fair treatment of the public	Good	2017
Ethical and lawful workforce behaviour	Requires improvement	2018/19
Fair treatment of the workforce	Good	2018/19

How does the force compare with similar forces?

We compare Lincolnshire Police's performance with the forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors. For more information about MSGs, see our website.

Lincolnshire Police's MSG forces are Norfolk Constabulary, North Yorkshire Police, North Wales Police, West Mercia Police, Suffolk Constabulary, Devon and Cornwall Police and Cumbria Constabulary.

Figure 1: Pillar judgments for Lincolnshire Police, compared with forces in its MSG

Outstanding		0
		1
		0
Good		7 including Lincolnshire
		5
		6 including Lincolnshire
Requires improvement		1
		2 including Lincolnshire
		2
Inadequate		0
		0
		0

HM Inspector's observations

I am encouraged by the progress Lincolnshire Police has made since our last inspection. It is an improving picture. The force provides a good policing service to its communities bearing in mind that it is one of the lowest cost forces in England and Wales. The low funding base for the force means that it consistently struggles to provide as effective a service as better funded forces. Although the force still has work to do, it is to be commended for what it achieves with the money available to it.

The force is good at investigating crime. However, it needs to improve how it prevents crime and anti-social behaviour by using a more consistent, structured approach to solving neighbourhood problems.

Since our last inspection the force has developed better ways to make sure it identifies and responds effectively to vulnerable people. It works closely with other partners, like councils, to protect them. The force now needs to focus on providing a consistently good service in child protection investigations.

The force's performance in recording crime is improving but it still has much more to do.

Lincolnshire Police understands the complexity and scale of the current demand for its services. It can continue to do more to understand the skills of its workforce and those it is likely to need in the future.

The force continues to uphold an ethical culture and promote the standards of professional behaviour it expects. I am pleased to see that it has improved its approach to the health and wellbeing of its workforce.

I commend Lincolnshire Police for the progress it has made across most areas since last year, and I am keen to see the force continue to make further improvements in the year ahead, especially if its financial pressures ease.
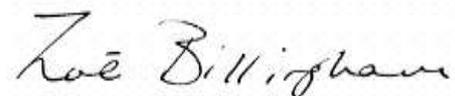
Zoë Billingham

HM Inspector of Constabulary

Effectiveness

Force in context

	Lincolnshire proportion	England and Wales proportion
Proportion of officers in a neighbourhood or response function in post on 31 March 2019	43%	40%

Victim-based crime per 1,000 population

12 months ending 31 March 2019

	Lincolnshire rate	Most Similar Forces rate
Violence against the person	23	25
Sexual offences	3	3
Theft Offences / Robbery	26	22
Criminal damage and arson	8	9

Crime Outcomes

12 months ending 31 March 2019

	Lincolnshire proportion	England and Wales proportion
Proportion of crimes where action was taken	16%	12%
Proportion of crimes where suspect was identified	52%	46%
Proportion of crimes where victim did not support police action	23%	24%

Outcomes for crimes flagged as domestic abuse

12 months ending 31 March 2018

	Lincolnshire proportion	England and Wales proportion
Charge/summonsed	25%	16%
Evidential difficulties: suspect identified; victim does not support	24%	49%

How effectively does the force reduce crime and keep people safe?

Good

Summary

Lincolnshire Police is good at reducing crime and keeping people safe.

The force investigates crime well. It is good at protecting vulnerable people. But it needs to improve crime prevention and how it deals with anti-social behaviour.

The force needs to understand local communities better. It also needs to improve how it assesses and shares good ways of working. It should talk to the public more when setting priorities. And update them after consultation.

It works well with other organisations to solve problems but should be more consistent in recording the results.

The force is good at investigating crime. Its investigations give satisfactory results. In 2017, we recommended the force supervise investigations better. Its specialist departments are now better at guiding and supervising these. But investigations by uniformed response officers would benefit from better guidance and oversight.

The force is good at spotting vulnerable people when they first contact the force. And it has got better at responding to them. But it should use this information to improve its understanding and focus activity.

Officers and staff treat vulnerable people well. The force uses its powers well to protect people. Officers and staff are good at assessing risk at domestic abuse incidents. It responds well to people with mental health issues.

In 2017, we judged Lincolnshire Police as good at tackling serious and organised crime.

Preventing crime and tackling anti-social behaviour

● ● ○ ○

Requires improvement

Lincolnshire Police needs to improve how it prevents crime and deals with anti-social behaviour (ASB). We didn't inspect this area in 2017. But in 2016, we asked the force to improve how it analyses information to better understand crime and ASB. It hasn't made enough progress in this area yet.

The force has a new approach to neighbourhood policing. But it is too early to tell how good this is. It sometimes moves neighbourhood officers and staff into other policing roles. This makes it harder for them to deal with local problems.

The force plans to improve its training for local teams. The aim is to address inconsistencies across the force.

It works well with other public sector groups to tackle complex problems and support vulnerable people. But the force should consult the public more when deciding its priorities. And it should use this information to help it plan. It should also update the public more about consultation results.

The force uses many local problem-solving approaches. But it doesn't consistently record these. Local differences can lead to different levels of service. It is hard for the force to understand which approaches work best.

Areas for improvement

- The force should ensure that local policing teams routinely engage with local communities and undertake structured problem-solving with partner organisations to prevent crime and anti-social behaviour.
- The force should improve its ability to analyse information and intelligence, to provide a better understanding of crime and anti-social behaviour and enable it to focus activity effectively.
- The force should evaluate and share effective practice routinely, both internally and with other organisations, to improve its prevention of crime and anti-social behaviour.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Prioritising crime prevention

Lincolnshire Police needs to improve crime prevention. The force recognises this and is focusing on neighbourhood policing. The force launched its neighbourhood policing strategy in January 2019. This will help it better tackle crime and ASB.

The strategy is based on the College of Policing's guidance. The force has appointed leads for the main areas. But it is too early to assess improvements. The force needs

to communicate its plan across the organisation. During our inspection, officers and staff often couldn't explain the vision for neighbourhood policing.

In our 2016 effectiveness report, we said the force was good at preventing crime. But we asked it to analyse information more to better understand crime and ASB. The force has made minimal progress in this. So we have repeated this area for improvement in this report.

The force sometimes moves neighbourhood officers from their main roles. This can be both planned and reactive. This means neighbourhood teams are less effective in tackling problems. For example, instead of using tactics that need police officer powers, the teams' police community support officers (PCSOs) often have to use less effective options as they do not have the powers afforded to police officers. The force can't assess the scale and effect of this on crime prevention.

The force has over 250 volunteers. These include volunteer PCSOs and cyber volunteers (volunteers who are trained in tackling cyber crime). The force uses its links with community groups, schools and colleges to attract applicants.

The Special Constabulary (the part-time, volunteer body which works alongside statutory police forces) is also involved in some crime prevention activity. But the force has seen a 40 percent fall in the number of special constables since 2015. It believes this is down to special constables being successful when applying for PCSO and police officer roles. The force plans to attract more volunteers as part of its focus on neighbourhood policing.

The success of mini police is encouraging. This scheme gives 9–11-year-olds volunteering opportunities. The aim is to give children a positive experience of policing and get them involved in their neighbourhoods. This shows the force's commitment to working with communities.

Training for neighbourhood teams is inconsistent across the force. New recruits are trained to carry out effective crime prevention activity. But the training for existing neighbourhood teams varies. Some teams complete local training alongside other organisations the force works with. This is as well as mandatory personal protection training. Others only get the mandatory training. The force has reviewed this. It understands what training neighbourhood teams need to offer a good service. Effective problem-solving training is a priority. The training plan forms part of the neighbourhood policing strategy. This will help the force improve.

Protecting the public from crime

The force understands the threats its communities face. It works well with public sector organisations, including adult social care, substance misuse and outreach teams.

The force liaises with other agencies to tackle complex issues. For example, in the city centre it works with the Evita Team, which deals with street dealing. It also works with housing providers in Spalding to identify and protect vulnerable residents. The force brings these organisations together to help focus police activity. This is especially valuable when traditional policing methods aren't working. It means vulnerable people are better supported.

But we found little community involvement when setting local priorities. The force often decides priorities with little communication with the public and other agencies.

The force doesn't keep community or neighbourhood profiles. Some information is collected informally, including from other agencies. This helps neighbourhood teams in their work. But this isn't routinely collected, kept or analysed. So, information about communities is only held locally, by officers and staff.

The force's recent police and crime needs survey gives an insight into the public's priorities. Yet, during our inspection we didn't find any teams that had used this information to plan services. Beat managers and PCSOs have limited knowledge about the relevant priorities. This may mean that teams aren't as informed as they could be about what matters most to people.

The survey shows that the force understands its communities and their concerns better since we last inspected. But it is yet to use this knowledge to make improvements.

The force is still inconsistent in telling communities about:

- the action it has taken;
- the results it has achieved; and
- how they can be more involved in solving problems.

During 2018, we commissioned research into what the public thought of their local police across England and Wales. It showed that Lincolnshire Police deals with what matters to the community.

But during our inspection we didn't find any local engagement plans to support neighbourhood teams in their work. The force doesn't do enough to consider what methods are best for different parts of the community or how to reach hidden and less engaged groups. Using social media to reach specific audiences, for example, could help the force improve in this area.

We found neighbourhood teams to be committed, enthusiastic and determined to give the best service they can to help communities tackle ASB, solve problems and keep people safe. But their understanding of problem-solving approaches varied. This affects their ability to tackle issues well.

The force has begun training to address these skills gaps. Community beat managers need to better understand how they can work with communities to make people safer.

Neighbourhood teams have many approaches to resolve ASB cases. But recording isn't consistent. Some use a shared online system that other organisations can also access. Other areas use police systems. This means that victims get different levels of service.

The force is also missing opportunities to test the results of different approaches and learn from what works. During our inspection, we found that supervision of problem-solving plans varies across the force. The new neighbourhood policing strategy and training approach is expected to improve this.

The percentage split between different types of ASB in Lincolnshire Police is similar to the rest of England and Wales. The force uses all available powers to tackle ASB. These include civil injunctions and criminal behaviour orders. But it doesn't analyse how it uses these, as its focus is on other areas. So the force can't be confident that it is as good as it could be.

The force prevents crime in many ways. But it doesn't monitor and share good practice. This would help improve the service it offers.

The force has recently set up neighbourhood inspector meetings to discuss its work. It also plans to start a problem-solving hub. It will be a resource for information for the entire force. This will help to record, assess and test activity to see what works best. This would help it improve its approach to ASB.

Investigating crime

Good

Victims get satisfactory results from Lincolnshire Police's investigations. But in our 2017 effectiveness report we said it should supervise investigations more closely. This is still inconsistent across the force. Supervisors don't always make sure enquiries are complete. This may mean that opportunities to get the best result for the victim are missed. The force is training uniformed response officers in crime supervision. So the force is likely to get better at this.

Lincolnshire Police passes some low-level crimes to a desk-based unit. This reduces pressure on frontline officers and the force control room (FCR). The public can now also report crime online.

The force now has more trained detectives. But it still has work to do compared with other forces. Since our last inspection, the number of cases where the suspect is charged or summoned reduced slightly. Although this is still above the national rate. The force needs to understand why this is the case to make sure more victims get a good result.

The way the force catches and manages offenders is appropriate. It oversees suspects released on bail or under investigation appropriately. It has a clear process for finding and arresting wanted suspects, and discusses them daily. It identifies the suspects posing the highest risk to the public and focuses its efforts on them.

Areas for improvement
- The force should ensure that it puts in place regular and active supervision consistently and records it appropriately, to monitor the quality and progress of investigations.
- The force needs to take steps to better understand the data relating to its crime outcomes and put actions in place to ensure that it is effectively pursuing justice on behalf of victims.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Investigation quality

The force carries out thorough investigations that lead to satisfactory results for victims. It allocates and investigates crimes well. And it has the most appropriate teams carrying out investigations. Both team and individual caseloads don't show a system under pressure. The force has enough investigators to deal with demand.

Investigations are allocated to teams depending on:

- how complex the case is;
- the risk posed by the suspect; and
- the vulnerability of victims and witnesses.

We found both the initial and later allocation of crimes to be effective. Crimes passed to specialist departments, such as domestic abuse, are investigated well. Staff are held to account to make sure they have carried out investigations to a good standard. This is achieved through regular discussions with supervisors and reviews.

But investigations passed to non-specialist departments show that supervision is still inconsistent. Before our inspection fieldwork, we reviewed 60 files from recent investigations. In 47 of the 60, the investigation focused on bringing the offender to justice. But 23 of the 60 either weren't supervised well, or had no supervision recorded. In 18 of the 60, not all lines of enquiry had been pursued.

During inspection fieldwork, we found a lack of supervision in many non-specialist cases. Where there was supervision, it did little to focus activity or move the investigation along. This may mean that opportunities are missed to get the best result for the victim.

In our 2017 effectiveness report, we recommended that the force make sure that investigations are properly supervised. This was to improve quality and progress. In this inspection, the quality of supervision and guidance in cases passed to non-specialist departments remains an area for improvement.

The force recognises this. It has added supervisors' investigative responsibilities to the force crime improvement plan, which is led by a senior detective. Supervisor briefings and leadership seminars are also improving supervision. Supervisors who have taken part in these are more positive about their ability to fulfil this role. This means that the force is likely to improve in this area.

In our 2017 inspection, the force had areas for improvement. An area of concern was its lack of qualified detectives. Some specialist staff also lacked the right training and opportunities for continuing professional development (CPD). Senior leaders have worked hard to increase the number of skilled detectives.

The number of accredited detectives has increased from 22 percent to 67 percent since our last inspection. But this is below the overall rate for England and Wales, which is 86 percent. The force offers excellent support to new detectives. The new Detective Academy has also raised the department's profile. It aims to ensure high

standards of skills and training across all aspects of criminal investigation. It supports both experienced and trainee detectives through recruitment, training, accreditation, career pathways and lateral moves.

Trainee detectives are encouraged to fully complete their training. Incentives include a framed certificate and warrant badge. The Academy holds regular CPD events for new and existing staff, on topics such as disclosure rules.

The public can now report crimes online. The number of crimes reported online has grown steadily. However, people can still call or visit a police station. Telephone investigators in the incident resolution team (IRT) deal with online reports. The IRT handles about 290 online reports each month.

The IRT also deal with crimes over the phone that need limited investigation. The IRT calls the victim and generally completes the investigation without a police visit being needed.

We assessed several of the telephone investigations. They were appropriate and of good quality. The screening process makes sure the victim gets good support. The IRT reallocates cases when they identify vulnerability or other lines of enquiry are needed.

During our inspection, the screening process was being used. This is good practice and shows that cases aren't being closed just to reduce demand. IRT staff offer a good service to victims of crime. Even when they don't continue investigations, they:

- contact victims quickly;
- offer crime prevention advice and reassurance; and
- tell them how to get more support.

In the file review and during our fieldwork, victims' needs are considered at all stages of investigations. Investigators described the importance of keeping in contact with victims.

Some victims need more support and specific techniques are needed to help gather evidence from them. These are called achieving best evidence (ABE) interviews. Our review identified a small number of cases that could have featured ABE interviews but didn't. But awareness of their value, and when to use them, is good. As is access to trained staff to carry them out.

The file review identified 43 cases where victim care was good. But that number underestimates the frequency and nature of contact with victims. When we spoke to investigators, they contacted victims in all cases. But this contact isn't always recorded correctly in crime records. Although it is recorded in other notes about the case. The force is addressing this.

The force understands the importance of considering evidence-led prosecutions. Staff we spoke to gave examples of how cases were taken to court based on the evidence gathered rather than relying on vulnerable victims.

In the year to April 2019, investigations that ended without enough evidence to support a prosecution accounted for 35 percent of crimes recorded. This includes cases with a suspect identified – both with and without the support of victims. These are 13.1 percent and 17.6 percent respectively. The latter is slightly lower than the England and Wales rate of 18.2 percent.

Catching criminals

Lincolnshire Police is good at:

- pursuing suspects of crime;
- managing persistent offenders; and
- working with other organisations to deal with foreign national offenders.

The force has led the regional response to improve how bail is used during active investigations. It has also increased the number of cases ending with offenders being brought to justice.

When the bail legislation changed the way police bail is applied, the force initially overused the released under investigation (RUI) option. Since then, it has raised awareness of how to use the legislation. It has also introduced superintendents' oversight and scrutiny. This has led to an improvement in using bail conditions and less use of RUI. This means the force is safeguarding victims more effectively.

The force's approach to finding and arresting people listed as wanted on the Police National Computer (PNC) is also good. There are good processes in place to react to new information about people wanted for offences, and to arrest them. This includes suspects in investigations whose fingerprints or DNA are later linked to a crime scene. It also includes people wanted on warrant or who have breached the conditions linked to their release from prison.

During our fieldwork, we witnessed officers working hard to find suspects who are a high risk to themselves or others. This work is supported by force data shared with department leads. Circulating wanted suspects on PNC was an area for improvement in our 2017 effectiveness report. This year, we considered this matter under the area of how effective the force is at investigating crime. We are satisfied that the force has made enough progress to address this.

The force is good at identifying and managing arrested foreign nationals. It manages ACRO checks well. The force has a good process to check the conviction history of foreign nationals who have been arrested. A dedicated team, with experience in developing intelligence, works closely with HM Immigration to confirm foreign nationals' right to stay in the UK. We found good examples in Boston where force data shows that 50 out of 100 foreign nationals arrested in the past year to June 2018 have been deported.

The disclosure process in criminal prosecutions ensures fairness. Police investigations must follow all reasonable lines of enquiry, even if they point away from the suspect. Prosecutors must provide the defence with any material that undermines the case for the prosecution or helps the case for the accused. Proper disclosure is vital for a fair trial.

The force has invested in disclosure training for its workforce. This includes the National Centre for Applied Learning Technologies package. Most have completed this, together with face-to-face training. Disclosure champions give local advice and guidance.

Officers and staff understand their disclosure responsibilities and how to manage third party material. This is relevant material held by a third party. Lincolnshire Police is good in this area. The force is aware it needs to get this difficult area of policing right. Its work in this area means it should be able to give a better service to the public.

The force has maintained the number of cases where a suspect has been charged or summoned. In 2016/17, these made up 16.8 percent of all crimes reported. In 2017/18, this figure was 14.8 percent on the same period. This is higher than the England and Wales rate of 12 percent in 2016/17 and 10 percent in 2017/18. This means that more offenders are being brought to justice. And more victims are getting a positive result from their cases.

The force generally achieves good outcomes for victims. This could be even better if it assessed outcome data more.

Protecting vulnerable people

Good

Lincolnshire Police is good at protecting vulnerable people. The force is good at identifying vulnerable people when they first make contact. And it has got better at responding to them. The force has good processes that help its officers respond well to people who have mental health issues.

Officers and staff treat vulnerable people well. The force works with other organisations to understand who might be vulnerable. But it should use this information to improve its understanding and make its services better.

In 2017, we identified that the force needed to improve the way it manages missing people. It is now managing these investigations more consistently. The force has worked hard to reduce workloads and improve the training of specialist teams to protect vulnerable victims.

Officers and staff are good at assessing risk at domestic abuse incidents. The force works closely with other organisations to protect vulnerable victims. It makes good use of its protective powers to do this. But it needs to improve its arrest rate for domestic abuse. This will make sure that the most vulnerable people are protected earlier.

The force manages offenders well to reduce the risk they pose to vulnerable people.

Areas for improvement

- The force should continue to enhance its strategic understanding of the nature and scale of vulnerability within its local area through the use of partnership data.
- The force should improve its understanding of the reasons for the declining domestic abuse arrest rate and take appropriate action to address it.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Understanding and identifying vulnerability

The force has a good approach to vulnerability. The workforce is clear about what vulnerability is. And it knows what its responsibilities are.

Staff understand the importance of protecting vulnerable people. They treat vulnerable people well. This includes victims of human trafficking and domestic abuse, and people with mental health issues.

During our inspection, the force launched its vulnerability strategy. It includes a reference handbook and interactive online guide for all staff. Conferences will also raise awareness. This will reinforce the force's commitment to protect vulnerable people.

The force has a better understanding of the nature, scale and effect of vulnerability since our last inspection. But the force's intelligence and analysis scanning approach to vulnerability is inconsistent. The workforce's understanding of mental health is good. It is aware of demand. The FCR mental health crisis response approach was evaluated recently. This led to changes in matching operating times with demand better.

This contrasts with the lack of a problem profile for county lines, where activity is more reactive than preventative. This means the force's understanding of the nature and scale of vulnerability is limited. We highlighted this as an area for improvement.

Officers and police staff look for hidden forms of harm. This includes finding vulnerable people being trafficked or subjected to forced labour. For example, when tackling homelessness, teams work with mental health nurses, substance misuse workers and local housing groups, among others.

During fieldwork, we found good examples of joint working. This included officers recognising signs of controlling and coercive behaviour when going to an unrelated incident. They later visited the victim to discover that they were subjected to forced labour. Police and other organisations worked together to safeguard the victim. The victim didn't want to support a prosecution but was given support to leave the situation.

The force is training and mentoring its call handlers in the FCR. Call handlers identify vulnerable and repeat callers using the THRIVE risk assessment. They now record threat, risk and harm in more detail to ensure accuracy and consistency.

These changes mean that the force's initial response to incidents is more effective. Before our inspection, we examined this risk assessment process and gave our feedback. During our inspection, we found that staff are now better at identifying vulnerability during calls. This means incidents are now prioritised more accurately. They are then passed to the most appropriate teams.

Responding to incidents

Lincolnshire Police responds well to incidents involving vulnerable people. It answers both 999 and 101 calls quickly. And attends incidents quickly where vulnerability is identified.

When officers notice that someone is, or may be, vulnerable, they refer them to specialist colleagues. These colleagues consider what further support or safeguarding to give. This referral, known as a public protection notification (PPN), is sent electronically. During our inspection, we read a small sample of PPNs. They were detailed and effectively assessed risk to victims. Specialists being sent the referrals told us they now get fewer incomplete or inadequate PPNs.

Risk assessments for incidents of domestic abuse are known as DASH. The quality of these has also improved since our last inspection. Officers understand the need to consider all circumstances while making assessments. This includes how other people are affected by the incident.

During our inspection, we found examples of effective safety planning. These included recording details of children who live at the household, and whether they were present at the time of the incident. This helps to assess wider safeguarding needs. The police approach is improving and could be enhanced further by speaking to children and recording their views more. Vulnerable people generally receive a good service, particularly victims of domestic abuse and those with mental health conditions.

The force has a mental health triage scheme. It is run by Lincolnshire Partnership NHS Foundation Trust. Under this scheme, a mental health nurse based in the FCR is supported by non-police 'rapid response' cars. This involves a mental health nurse and a support worker going to police incidents that are classed as mental health crisis situations. This means incidents are triaged before a police car is sent.

There was a review of the triage scheme in autumn 2018. This led to minor changes. Organisations that work with the force support its approach to mental health and the triage scheme. They see that vulnerable people are dealt with in the best way.

In our 2017 effectiveness report, we recommended that the force review its absent and missing children procedures in the FCR. During this inspection, we found that the force had recently revised its missing persons policy. It also has better processes. These include initial reporting, deployment and management.

Missing persons are now scrutinised at daily management meetings. Most staff understand the changes. The force is monitoring compliance with the policy. This is to make sure that every missing person report follows the process.

The force is good at protecting domestic abuse victims. Attending an incident is a priority. In the year to April 2019, the force graded 88.16 percent of the domestic abuse incidents it attends as an emergency or priority. For England and Wales, this is 71.5 percent.

The force doesn't generally deal with domestic abuse victims over the phone, it deals with them face to face. In the year to April 2018, the force made an arrest in around 18 percent of domestic abuse incidents. This compares with the England and Wales rate of 28 percent.

Its rate of offenders who were charged or summonsed for domestic abuse crimes in the same period was 24.61 percent. This is slightly higher than the England and Wales rate of 15.43 percent. The force has fewer victims who don't support prosecutions than the England and Wales rate.

It is aware that the arrest rate, number of prosecutions and other criminal justice outcomes could be better. It is making it clear to attending officers and investigators that it expects more cases to have positive results.

Supporting vulnerable victims

Neighbourhood teams help keep vulnerable victims safe. These include:

- children at risk of sexual exploitation;
- people with mental health issues; and
- repeat victims of domestic abuse.

Officers work with organisations to tackle cuckooing. For example, in the city centre, officers support the council public protection team. This team is responsible for safeguarding, hate crime and domestic abuse support.

In our 2017 effectiveness report, we recommended the force review workloads in its high-risk departments. This was to make sure victims of rape and sexual assault were examined quickly. The force has since restructured its public protection department. It is now the protecting vulnerable persons unit. This combines skills and expertise, previously held in separate small teams, into four hubs.

The hubs are based in Lincoln, Grantham, Boston and Skegness. They offer extended working hours, seven days a week. The change has increased capacity by 50 percent.

During this inspection, we found that workloads were manageable. We are content that this area for improvement has been addressed. Our concerns about the examination of victims of rape and sexual assault have been addressed.

Lincolnshire Police uses protective powers and measures to safeguard vulnerable victims. Staff understand domestic violence protection notices and orders, and Clare's Law.

Data shows that the use of force is in line with the England and Wales rate for 2018/19. Officers apply powers when appropriate. They understand that these powers protect victims.

But the workforce was less clear on the process to follow when orders were breached. The force has a process to check breaches. But it needs to raise awareness of these.

The force works with organisations to make sure specialist safeguarding arrangements protect vulnerable people. It doesn't have a co-located multi-agency safeguarding hub. But we found the police safeguarding hub arrangements adequate. And there is good information sharing with other organisations. These include child and adult services. The force continues to improve this effective working, which is helping to keep the public safe.

The multi-agency risk assessment conference (MARAC) processes are effective. MARAC is managed from within the police safeguarding hub. Each agency takes it in turn to chair the meeting. This makes sure everyone fully engages with keeping vulnerable victims safe.

The force and its partner organisations refer all high-risk cases to MARAC. An independent domestic abuse adviser is allocated to each high-risk case. There is an equal split of referrals from partner organisations and police.

The force has a well-established partnership meeting, called the Domestic Abuse Core Priority group. This group reviews processes, supports developments and explores ways to improve services.

The force has a weekly specialist domestic abuse court structure in place. It is also working with courts and the Crown Prosecution Service to develop a specialist domestic abuse court for Lincolnshire. The force will adopt Operation Encompass later this year. This initiative improves communication between the police and schools where a child is at risk from domestic abuse.

The force is good at identifying those people who share indecent images of children online. During our fieldwork, we found that all relevant systems were checked regularly. Information is then sent to the safeguarding children online team to investigate and manage cases.

In our 2017 effectiveness inspection, the force had an area for improvement. This was the level of demand and backlogs in its online team. During this inspection, we found this team to be effective. The team operates with manageable workloads, with little backlog. The force could build on this by taking a more proactive approach.

Managing offenders who pose a risk to vulnerable people is generally effective. Each sex offender manager is responsible for between 55 and 60 registered sex offenders (RSO). This ratio is within the range of the national guidance figure of 50 per manager. And records are maintained to the required standard.

Managers tend to make unannounced rather than announced visits to RSOs. During our inspection, there was a workload of 92 visits of medium to low-risk RSOs to be done. The force is monitoring this and trying to reduce this figure. It will consider announced visits if necessary.

The force is good at using preventative legal powers, such as Sexual Harm Prevention Orders. And it monitors offenders appropriately to check if they have breached these orders. There are adequate links between offender managers and officers working on neighbourhood teams.

However, during our inspection we found that response and neighbourhood teams didn't have enough information about RSOs. The force plans to address this. For example, each neighbourhood team will have bespoke briefings. They will be given details of RSOs living in the area and the civil orders that are in place.

Tackling serious and organised crime

Good

This question was not subject to inspection in 2018/19, and our judgment from the 2016 effectiveness inspection has been carried over.

Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. The Code of Practice on the Police Use of Firearms and Less Lethal Weapons makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Understanding the threat and responding to it

Lincolnshire Police has an adequate understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the College of Policing guidance. The APSTRA is published annually and is accompanied by a register of risks and other observations. The designated chief officer reviews the register frequently to maintain the right levels of armed capability and capacity.

There are two areas where the APSTRA could be improved:
- the force had not published its own APSTRA and was reliant on an assessment of threats and risks affecting a number of forces in the region; and
- it would benefit from stronger analysis and intelligence about criminals who present risks in Lincolnshire and neighbouring forces.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. The majority of armed incidents in Lincolnshire are attended by officers trained to an armed response vehicle (ARV) standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

We found that officers with these specialist skills are not always available to attend incidents when their additional skills are required. On these occasions, we found that ARV officers normally resolve the incidents as a practical method of reducing the danger and protecting the public. However, for armed incidents to be effectively resolved, it is important that the skills and capabilities of the officers match the threats they face. Lincolnshire Police should consider whether arranging to provide this capability on a regional basis with Leicestershire Police and Northamptonshire Police would be a better alternative. This would give greater assurance that officers with the right skills are on hand to manage high-threat incidents, ensuring a greater consistency of standards in armed policing.

Working with others

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. As a consequence, armed officers must be prepared to deploy flexibly in the knowledge that they can work seamlessly with officers in other forces. It is also important that any one force can call on support from surrounding forces in times of heightened threat.

Until recently, Lincolnshire had joint arrangements in place with Leicestershire Police and Northamptonshire Police to provide armed policing. These forces have agreed to continue to share training facilities, which helps to standardise procedures as well as reducing costs. The governance of these new arrangements is, however, still developing. We will monitor progress closely.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in Lincolnshire Police are trained in tactics that take account of the types of recent terrorist attacks. Also, Lincolnshire Police has an important role in designing training exercises with other organisations that simulate these types of attack. We found that these training exercises are reviewed carefully so that learning points are identified, and improvements are made for the future.

In addition to debriefing training exercises, we found that Lincolnshire Police reviews the outcome of all firearms incidents that officers attend. This helps make sure that best practice or areas for improvement are identified. We also found that this knowledge is used to improve training and operational procedures.

Efficiency

Force in context

	Lincolnshire spend	England and Wales spend
Spend per head of population 2019/20 projection	£159	£203

Spend per head of population by category

2019/20 projection

	Lincolnshire spend	England and Wales spend
Visible frontline	£54	£68
Non-visible frontline	£51	£66
Frontline Support	£13	£17
Business support	£35	£45
Other	£6	£8

How efficiently does the force operate and how sustainable are its services?

Requires improvement

Summary

Lincolnshire Police operates efficiently given the level of funding it receives. It is one of the lowest funded forces per head of population in England and Wales.

Its financial situation, awaiting the review of the police funding formula, impacts on its ability to plan with any certainty. Because of this, the force focuses on the present rather than the future.

The force is good at meeting current demands and using resources. Its improvement programme is finding better ways of working. This includes more joint working to reduce demand.

The force needs to continue to improve how it plans for the future. In our 2017 inspection, we identified that the force lacked clear financial plans for the future. The force now has credible financial plans. It invests in 'spend to save' projects. These will help it free up capacity and funds that can be used in other areas.

The force is getting better at understanding the skills of its workforce and how much its services cost. But it needs to understand what skills it will need in the future and link workforce capabilities to financial plans. The force is trying to attract new talent through external recruitment. It is developing the skills of its leaders but needs to find more ways to identify and develop talent in its workforce.

Meeting current demands and using resources

Good

Lincolnshire Police is a small force with few resources. It has a culture of providing value for money. It uses various methods to understand demand, including hidden demand. It is working with other organisations to improve this.

The force understands its demand better since our last inspection. It continues to develop systems to reduce demand and make the most of its resources. The force needs to do this as it is one of the lowest funded.

The force knows that improving efficiency can reduce demand. It willingly tries new approaches, including using technology more effectively. It improves its IT by using the experience of officers and staff. This helps the force offer a better service to the public.

Lincolnshire Police makes good investments. It has evidence to show this. These include making it easier for officers to collect and upload data without returning to the police station. The force records all improvements. It funds them using reserves, which are linked to its efficiency plans.

The force is getting better at understanding the skills of its workforce and how much its services cost. But it needs to better understand what skills it will need in the future.

Areas for improvement
- The force should complete its leadership skills audit that will allow it to understand leadership capacity and capability, to identify any gaps and put plans in place to address them.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing current demand

Lincolnshire Police understands the demand for its services. The force uses the HMICFRS force management statement (FMS) to better understand demand.

The force demand programme helps senior leaders understand demand. The force has a good understanding of the nature and volume of calls for service from the public and other organisations. And of how those tasks are allocated and resolved.

The force estimates that around 30 percent of the phone calls it gets are matters that other organisations, like the council or the NHS, should deal with. It plans to explore how best to reduce this demand on police time, while making sure that these calls reach the right organisations.

Our 2017 efficiency report identified understanding demand as an area for improvement. The force has made good progress on this and this area for improvement has been addressed. The force recognises the need to invest in a dashboard tool to support the wider workforce's understanding of demand. It is exploring options.

The force works with victims and other organisations to improve its understanding of demand that is less obvious. This includes a senior police officer being seconded to Lincolnshire County Council, to help it prevent crime and respond better to victims and offenders.

Officers and staff work hard to uncover 'hidden' forms of harm, such as vulnerable people being trafficked or subjected to forced labour. The force works closely with other organisations to achieve this. This includes its work in Lincoln City to address homelessness.

The force understands which internal practices need to be more efficient. A contract with a private sector company (G4S) offers business support services across a range of functions. These include ICT, finance, human resources, control room, custody suites, criminal justice and firearms licensing. The force has made considerable savings from this arrangement over the past five years. These have been achieved through better processes and involving fewer people.

Understanding factors that influence demand

The force understands that working efficiently can reduce the effects of demand on resources. As mentioned in the investigations section of this report, the public can now report crimes online via the force's website. Telephone investigators in the IRT process these calls. This 'right first time' approach assigns calls and complies with crime recording requirements. This offers a good service to the public.

Senior leaders are committed to understanding demand better. The deputy chief constable is leading the work to transfer the demand programme into 'business as usual' under the force's organisational development department. Members of this team have the relevant change management skills needed. This shows the depth of understanding that the force has gained since our last inspection.

The force's investment in the 'technology futures' team is showing practical results. This team is made up of police officers and staff who have the strategic and technical knowledge for all technology-related matters.

The team develops processes and applications for mobiles and laptops to support agile working. During our inspection, staff told us about how the improvements are helping them in their work.

The force encourages its workforce to make suggestions to improve efficiencies. Examples include the online firearms licensing portal developed with a private sector company to include online payment so that the public can obtain their licences more efficiently. This led to a change to national legislation. Before, it was the law that payment was made by cash, cheque or postal order. Lincolnshire Police's solution has led the way to allow all forces to take a similar approach.

Working with others to meet demand

Lincolnshire Police is keen to work with other organisations to make the best use of resources and offer a better service to the public. This forms a vital part of the 'Distinctively Lincolnshire' strategy. The force works well with other police forces and local organisations. For example, its work with the NHS and mental health triage means people with mental health concerns get better access to the help they need.

The force also works with the rural business community. This has raised the profile of rural crime and helped to reduce crime and increase community involvement. There are examples of the force working with local authorities in joint problem-solving

patrols with council community protection teams. These teams work with communities to prevent crime and ASB. They see finding long-term solutions just as important as reducing the demand on the police, health and social care providers.

The force is an active member of the Lincolnshire Blue Light programme. It is funded by the police innovation fund and focuses on five strands:

- Shared police and fire and rescue headquarters. This has been achieved.
- Shared control room between police and fire and rescue. Work is continuing.
- Tri-service station between police, ambulance and fire and rescue. Opens summer 2019.
- Wider estates. To consider efficiencies across the police estate. Work is under way.
- Wider interoperability. Reviewing and analysing opportunities between police, other emergency services and other partner organisations.

The tri-service station is based at South Park, Lincoln. It is the largest purpose-built station of its kind in England and Wales.

The force is part of the East Midlands specialist operations unit. This includes, Derbyshire Constabulary, Leicestershire Police, Lincolnshire Police, Northamptonshire Police and Nottinghamshire Police. The unit offers several services. These include major crime investigation, and forensic and legal services.

The force is also part of the East Midlands police collaboration programme, which covers operational support services. Recent changes to the forces involved has increased costs but offers more control over specialist resources such as armed officers and dogs.

The force has worked hard to maintain its early intervention work to manage future demand. This is despite financial restraints. Examples include the mini police and cadet schemes. It recognises the value of intervening at an early stage with children and young people to prevent them from getting involved in crime and ASB.

Innovation and new opportunities

The force is good at finding new ways of working and using cost-effective systems to help balance the budget. It welcomes ideas from the workforce and regularly visits other forces to look for new ideas.

The force is prepared to look beyond the service for new ideas. An example is the purchase of a command and control system – the first of its kind in the UK from the chosen company. This system will modernise the force approach to the real-time management and co-ordination of calls from the public and deployment of front line staff.

The force supports the East Midlands Police Academic Collaboration. This combines policing experience with university research to promote evidence-based changes to policing. This shows that leaders are open to new ideas and best practice.

The force supports the use of volunteers. This includes special constables and cadets, who bring many extra skills. For example, specials operate drones and boost the force's digital and cyber capabilities.

Lincolnshire is a rural community with lots of land. This is a challenge when tackling crime and dealing with demand. The force uses drones and their imaging capabilities well. It uses drones to:

- map crime scenes;
- help officers searching open terrain and water;
- record images of people involved in hare coursing; and
- manage the risks associated with firearms operations.

It uses photographs and social media to publicise why it needs to close roads after serious collisions. Since 2017, the force has used drones over 400 times. With this more efficient approach, officers can be sent to other incidents.

Investment and benefits

The force shows the benefits of its investments and has strong evidence to support its decisions. Its investments in technology to support agile working means that all frontline officers and staff now have mobile devices and laptops where necessary.

More applications and better systems mean that officers can carry out more tasks without travelling back to police stations. The force worked with the University of Lincolnshire to test its mobile data programme. This took 4 years (2015 to 2019) and concluded that the force's investment of £2.6m has resulted in £1.8m of efficiency savings a year. The initial target of 30 minutes freed-up time per officer per shift has amounted to 51 minutes.

The financial picture for both capital and revenue is of a lean force, operating within tight margins. Working efficiently is a priority. And there are good examples of this.

The force has strong evidence for its investment decisions. This is shown by the scrutiny and rigour of the new command and control business case. Agile working and other parts of the force's ICT programme are central to the force's future. These investments, funded from reserve allocations, link directly to the force's efficiency plans.

Prioritising different types of demand

Lincolnshire Police works hard to match its resources to the demands that represent the greatest risk to the public. This is against a backdrop of significant financial challenge.

Senior leaders protect teams and joint working arrangements that safeguard vulnerable people. This is shown in its commitment to placing a senior officer in Lincolnshire County Council and the restructure of the protecting vulnerable persons unit to combine skills and expertise, with no fall in workforce numbers. This is in line with the force's Distinctively Lincolnshire priorities, and shows good strategic leadership.

Senior leaders understand that financial constraints mean the force can't meet all demand equally. Their decisions are based on distributing resources to best meet demand. These are based on the force's demand programme work. This work has been the catalyst for change in the way the force works with the public in the FCR. The total operating model (TOM) seeks to:

- give the best possible service to the public through reduced resolution time and clear expectation setting;
- improve value for money by simplifying processes and removing time delays in resolving crime; and
- use resources better. This includes sending officers to incidents only when really necessary, so they are available for more serious events.

Once in place, the new command and control system will help the force better match resources with demand.

Assigning resources to demand and understanding their costs

Lincolnshire Police is one of the lowest funded forces per head of population in England and Wales. According to its 2018 value for money profile, it gets £158.72 funding per 1,000 head of population. This is the fourth lowest.

This continues to be the case following the police funding settlement for 2019/20, and the police and crime commissioner (PCC) exercising the full council tax precept flexibility. The force still faces workforce reductions.

The force understands the costs of its service. It has built up this knowledge over time. The chief officer team has made some difficult decisions recently to meet rising demand. This includes cutting police officer numbers from 1,100 to 1,050, and PCSOs from 118 to 85.

The impact of this puts more pressure on uniformed frontline policing. The incident resolution unit has taken off some of this pressure by removing the need to deploy to incidents where a physical presence isn't needed. The force is currently introducing a more streamlined approach to deal with reports of shoplifting.

The force has improved the way it moves its resources quickly to deal with a major incident. During our inspection, we saw examples of the FCR sending specialist resources directly to incidents. This supports the 'right skills at the right time' approach. It includes CID officers and dogs.

Restructuring the protecting vulnerable persons unit is an example of how the force understands its costs and assigns resources to meet demand. The force should consider adopting this approach across all departments.

Workforce capabilities

In our 2017 efficiency report, we said that Lincolnshire Police needed to better understand its workforce's capabilities and leadership skills, to identify any gaps. It then needed to put plans in place to address them. It has made limited progress, and this remains an area for improvement.

The force has a limited understanding of the skills it needs. But it is improving in this area. It doesn't yet fully understand the skills of its workforce or its leaders, beyond tactical and operational elements such as officer safety and driver training.

The force is working to identify the skills needed for every post in the force. But it has yet to map the skills of the current post holders to see what gaps exist. So the force doesn't understand how the skills needed will change in the future.

The force is aware that its understanding isn't yet sophisticated enough to make sure it is making the best use of the skills its workforce has. For example, it could make better use of the skills that graduates bring to the organisation. For example, ICT, language or social media marketing skills. This means the force can't fully identify the skills gaps that it needs to fill, through either recruitment or training.

The force doesn't have a process to allow leaders to see or analyse current skills within the organisation. It doesn't have a process to inform potential changes to already agreed training budgets or scheduled training courses. Departmental leads influence these changes using their own individual judgment. This means it is difficult for the force to plan well for the future and build in flexibility in the right areas.

During our inspection, the audit of leadership skills wasn't yet complete. The work has been done for the ranks of chief inspector and above. But it needs to be done for the rest of the organisation for the force to fully understand its leadership capacity and capability.

A good understanding of the scale and scope of skills will help the force plan and understand where skills gaps will appear, for example, when people retire.

More efficient ways of working

The force uses digital policing solutions well. Introducing mobile devices means frontline officers and staff now have instant access to the force's main databases. This supports operational policing and gives direct access to support services.

In our 2017 efficiency report, we recommended that the force changed its financial plans to deal with a range of funding scenarios. We are reassured that the force now has a better approach to financial planning.

Current savings requirements over the period of the mid-term financial plan are £3.2m, £6.7m and £7.2m for years 2019/20, 2020/21 and 2021/22 respectively. The force expects to meet its current budget gap of £3.5m mainly by cutting officer and PCSO numbers, and better managing overtime and savings in support service costs.

The force has clear and realistic financial plans. It is investing in infrastructure to make savings and be more efficient. This includes the command and control system.

In May 2019, the force secured £1.8m of additional funding from the Home Office. The application was based on money spent on:

- rural crime in rural areas;
- non-recent child sexual abuse investigations; and
- seizing prohibited weapons.

The application review identified that Lincolnshire is a small force with few resources, with a culture of providing value for money. The grant will:

- fund 30 more officers in autumn 2019;
- maintain more PCSOs than planned; and
- strengthen the digital forensics unit and roles to work with prolific offenders to prevent them reoffending.

The force is good at monitoring the progress of savings plans. The deputy chief constable chairs the force management board. It holds regular meetings to oversee the savings plans for future years, checks on progress and holds chief officers to account for savings.

Working with others

Lincolnshire Police works well with other forces, emergency services and organisations. The force is involved in several initiatives to offer the best and most efficient service. These include:

- armed operations;
- roads policing;
- investigating the most serious and organised crimes;
- counter-terrorism;
- forensic services; and
- administration of criminal justice processes.

The force considers new opportunities for joint working carefully. It is in its seventh of a ten-year contract with a company which provides business support services.

Using technology

The force invests well in technology that helps it to work more efficiently and improve its investigative ability. Frontline teams carry personal mobile devices. These have been updated recently with extra functionality. This means officers can carry out a range of tasks at the scene of an incident. They can update investigations, check fingerprints and research databases instantly. As a result, officers can spend more time away from police stations because they don't have to return to do their admin.

The force is good at examining digital devices and carrying out online investigations. Its advanced techniques and systems mean that investigations progress quicker and give the best possible evidence.

The force embraces technology to find new ways to make the whole workforce more efficient. Mobile devices and laptops enable agile and remote work, so less office space and travel between sites is needed. ICT programmes are promoting more efficient working across teams.

Planning for the future

Requires improvement

Lincolnshire Police needs to improve how it plans for the future. It is getting better at assessing future demand. But it needs to understand how demand is changing. Its financial situation, awaiting the review of the police funding formula, impacts on its ability to plan with any certainty. Because of this, the force focuses on the present rather than the future.

The force's finance plans are realistic. They are based on sound methods and challenged by experts. This is good and an improvement since our last inspection. But plans don't outline the impact on reducing public service, as the force still needs to cut officer numbers to meet the budget.

The force's understanding of what the public expects from it is improving. It uses various methods to find out what the public thinks. This will get even better with the renewed focus on neighbourhood policing. It is also improving the way it interacts with the public online. Analysing this communication will help the force adapt to future demand.

It still needs to get better at identifying the capabilities of its workforce. It is developing the skills of its leaders. But it needs to find more ways to identify and develop talent.

The force works with other emergency services and public sector organisations on various initiatives. It is committed to improving, and providing the most effective and cost-efficient service it can.

Areas for improvement
- The force should develop its workforce plans to identify fully its future workforce capabilities and improve analysis of future demand. This will ensure that the force's medium to long-term plan is aligned effectively and efficiently to future demand.
- The force should develop a comprehensive skills strategy to identify what future capabilities its workforce will need, to identify any gaps in meeting future requirements, put plans in place to address these, and carry these out.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing future demand for services

Lincolnshire Police uses FMS to assess and understand demand. But its understanding of how demand will change in the future is limited.

Its financial situation, awaiting the review of the police funding formula, impacts on its ability to make plans. The force is considering changes following the recommendations from the demand programme. These include:

- shift pattern changes to address resource gaps at peak times;
- realigning neighbourhood teams to areas where they will have the most impact; and
- expanding the scope of the FCR so it can deal with more incidents.

But these changes mainly deal with current rather than forecast demand. The force knows it needs to invest in a business intelligence tool. This will mean it can use predictive analytics to better understand future demand. This has been included within the scope of the force's 'technology futures' team.

The force sees understanding demand as a priority. It has developed some understanding of calls for service into the FCR. This was achieved using the THRIVE assessment tool.

The command and control software limits the ability to analyse data effectively. This will be resolved when a new system is introduced towards the end of 2019.

The force has worked hard to understand current and future demand within its protecting vulnerable people department. This has led to more public protection resources being allocated and the department being protected from the 2019/20 budget reductions.

All officers and staff we spoke to during our fieldwork trust their senior leaders to make good decisions about preparing for the future. The force's understanding of hidden demand is improving through the work of its safeguarding hub and following a recent crime data audit. The force is aware that there is still more work to do.

Understanding public expectations

Lincolnshire Police uses many methods to understand public expectations. These range from annual surveys to informal conversations with neighbourhood policing teams. These are supported by social media and Lincolnshire Alert. Lincolnshire Alert is designed to put communities in touch with the force. This means the force can tell neighbourhood teams about local concerns and issues.

The force works with many other organisations. It is monitoring changes in expectations and capacity of other public services, as they also reorganise.

The PCC survey gauged public opinion about council tax precept increases. Three thousand people responded. The results show that the public want to still be able to phone the police.

Over the next six months, the force plans to overhaul its call management. Callers will:

- be told where they are in the queue;
- be directed to the website when necessary; and
- have the option of being called back where appropriate.

People can now report crimes online. The force also plans to introduce the 'single online home' platform. This will give the public a consistent way of contacting the force online, anonymously if needed.

Prioritising

The PCC's police and crime plan 2017/21 principles are clear. The Distinctively Lincolnshire five-year plan includes objectives that relate directly to the police and crime plan. This includes working with communities.

But despite prioritising well, the force still needs to cut officer numbers to meet budget-saving requirements. This will impact on neighbourhood and patrol staff.

Senior leaders plan to reduce the impact by maintaining PCSO numbers. But having fewer officers will impact on the police and crime plan's aim to put neighbourhood policing at the heart of its approach. And also on Distinctively Lincolnshire's aim to maintain effective and integrated neighbourhood teams.

The 2019/20 precept increase is being used to maintain rather than improve policing services. The £1.8m special grant funding from the Home Office has reduced the impact and will fund recruitment of 30 officers and maintain higher than anticipated PCSO numbers.

As stated earlier, the force has clear and realistic financial plans. It is investing in infrastructure to make future savings and operational efficiencies, such as the command and control system.

Future workforce

In our 2017 efficiency report, we suggested the force should develop its workforce plans to identify its future capabilities and align these with its financial plan. This remains an area for improvement.

The force doesn't have a good understanding of workforce numbers and the skills needed to meet future demand. It has identified some skills gaps. For example, in public protection, where demand has been assessed and more resources invested.

During our inspection, we found that workforce planning is focused on reducing numbers to make savings, rather than preparing the force to meet future demand or emerging priorities.

The force doesn't yet fully understand its workforce skills. It doesn't have enough information about the skills of those planning to leave or to identify skills gaps. There is no force-wide plan to gather workforce skills or align it with the needs of the force.

The force is aware that its lack of understanding means it isn't making the best use of the skills it has. For example, it doesn't routinely use the skills of the workforce it has supported to complete further education or secondments. But it has started to produce management information reports. Although these are currently limited to driving competency, first aid and personal safety training.

Reducing workforce numbers to meet savings requirements offers limited opportunities for the force to recruit to increase diversity or attract the skills needed for the future.

Finance plans

Following its 2010 consultation about revaluing public sector pensions, the government announced, in 2016 and 2018, reductions in the discount rate it uses to set contribution rates for the unfunded public service pension schemes. These include the police service pension scheme. A lower discount rate will result in higher contribution rates for the employer.

The official notification of a lower rate in September 2018 didn't allow PCCs time to include the impact in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC. It allocated funding to forces to specifically help the police pay for these increased costs in the next year. PCCs must now plan how they will finance the higher costs in the following years, assessing the impact on their officer numbers and their ability to provide effective and efficient services.

Before the funding announcement, the force had calculated that although its savings plans were reducing costs it still had a budget gap of £6m for 2019/20. A total of £2.6m consisted of additional pension contributions.

After the funding settlement, the force calculated the uplift in core grant would provide £1.2m and the pension contribution £1.2m, leaving £0.2m to be found for the additional pension contribution costs. The precept increase for 2019/20 provides additional revenue of £3m.

The force has identified savings to address the budget gap of £3.2m for the current year. More savings are planned by applying a forecast 5 percent vacancy factor for police staff numbers during 2019/20. And a 10 percent savings target has been applied to most departments, excluding public protection.

The force tests assumptions across 14 forces in the East Midlands region, at senior finance officer planning meetings. At these meetings, future plans are discussed, and planning assumptions agreed. These meetings focus mainly on the next 12 months due to the uncertain nature of police grant forecasts.

The force assumes that the pension top-up grant of £1.2m will continue at the same level and that the core grant will stay the same as 2019/20. The force is assuming a 2 percent precept increase in 2020/21, and each year after that.

The force plans to maintain its general reserves at £2.5m throughout the current medium-term financial plan. This will make sure that it has enough money to meet unforeseen costs. This figure is in addition to the major incident reserve of £1.9m and insurance reserve of £1m.

The force looks beyond workforce costs to achieve savings, although the narrow margins described earlier mean that opportunities are limited. Any need to further reduce workforce numbers will have a significant impact on force planning and the ability to meet future demand.

Leadership and workforce development

The force is aware that it needs to attract and keep future leaders and specialist talent. During our inspection, we found succession planning for senior leaders was underdeveloped.

The force doesn't formally identify and nurture talent, externally or internally. Officers and staff told us that professional development opportunities are limited. For example, working in other departments.

A chief officer is working with a company to improve leadership within the force. The force training plan for 2019/20 includes leadership elements such as:

- effective communication skills – challenging conversations and business communication skills;
- coaching and mentoring for managers;
- introduction to leadership; and
- developing a high-performance culture.

The force has a staff and leadership charter. It outlines the force values as being professionalism, respect, integrity, dedication and empathy. The leadership element of the charter refers to leaders developing themselves. But it doesn't mention developing future leaders. The force hopes that its training programme will help it improve in this area.

The force doesn't have a co-ordinated talent management programme, other than national schemes such as Fast Track. It supports the direct entry scheme to inspector but hasn't found any suitable candidates. The force did get one direct entry inspector, but the applicant withdrew from the process.

The force doesn't support direct entry superintendents. It believes that Lincolnshire doesn't have the range of functions or issues to offer a comprehensive level of experience. The recent promotion process was advertised nationally and an external candidate was appointed.

Ambition to improve

The force's plans to improve its service to the public are realistic and built on sound assumptions. It uses several methods to scrutinise its plans. All force change plans are scrutinised by the Office of the Police and Crime Commissioner, as well as independent agencies and police leaders. The force also seeks feedback from academia. For example, the evaluation of its mobile data programme by the University of Lincolnshire.

The force has several change programmes under way. These include:

- technology futures programme including mobile data and vehicle telematics which will help gather, store and transmit information about the vehicle for tracking purposes;
- Blue Light programme to establish the tri-service headquarters as well as a wider blue light estates programme;
- FCR TOM to improve its service to the public;
- command and control programme to help the force better match resources with demand; and
- wellbeing programme.

The force has invested in resources and training to support this change and is renegotiating its contract with a private sector company to help make savings. It is also developing its operational plans to support the Distinctively Lincolnshire five-year plan. This is an excellent approach.

The force must make sure it has the capability and capacity to complete the planned changes. This is a lot of work. especially given the planned workforce cuts and 10 percent savings targets across all departments.

The force is committed to improving and offering the most effective and cost-efficient service that it can for the public.

Legitimacy

Force in context

Comparison of Lincolnshire workforce ethnicity with local population

as of 31 March 2019

	Lincolnshire proportion	Local population proportion
Black, Asian and minority ethnic as % of those with stated ethnicity	2.1%	2.4%
White as % of those with stated ethnicity	97.9%	97.6%
Not Stated as % of total	0.9%	

	Lincolnshire proportion	England and Wales proportion
Proportion of female officers in post as of 31st March 2019	30%	30%

Stop and search by ethnicity

12 months ending 31 March 2019

Lincolnshire
disproportionality

Stop and Search likelihood of BAME individuals compared to white individuals

3.0

Stop and Search likelihood of Black or Black British individuals compared to white individuals

7.6

	Lincolnshire rate	England and Wales rate
Number of stops and searches per 1,000 population 12 months ending 31 March 2019	3.7	6.4

How legitimately does the force treat the public and its workforce?

●●●○

Good

Summary

Lincolnshire Police is good at treating the public and its workforce legitimately. It is good at behaving ethically and lawfully.

Its leaders are good role models. Officers and staff understand the standards of behaviour expected of them. But the force doesn't have a separate forum where staff can discuss ethical dilemmas. Its approach could be strengthened by letting the workforce know the results of complaint and misconduct investigations.

The force has vetted its workforce. But it doesn't have a process to make sure all vetting decisions are fair.

It deals with corruption threats adequately. But it should make sure there are enough staff in the anti-corruption unit (ACU). Staff shortages mean the force may be missing opportunities to identify and deal with corruption. It needs to build better links with other organisations to encourage information sharing.

The force is getting a better understanding of workforce wellbeing. It reviews data to understand patterns that might affect wellbeing. But it needs to help its managers spot the early warning signs.

It needs to get better at managing performance and development. This should help its managers carry out performance assessments that help identify and develop talent. It should also bring in a talent management system that is fair and open.

In 2017, we judged Lincolnshire Police as good at treating the public fairly.

Treating the public fairly

Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a sample of 206 stop and search records to assess the reasonableness of the recorded grounds. We found that 81 percent or those records contained reasonable grounds. Our assessment is based on the grounds recorded by the searching officer and not the grounds that existed at the time of the search.

In our 2017 legitimacy report, we recommended that all forces should:

- monitor and analyse comprehensive stop and search data to understand reasons for disparities;
- take action on those; and
- publish the analysis and the action by July 2018.

We found that the force has complied with some of this recommendation. But it doesn't monitor the extent to which find rates differ between people from different ethnicities and across different types of searches (including separate identification of find rates for drug possession and supply-type offences). Additionally, it isn't clear that it monitors enough data to identify the prevalence of possession-only drug searches or the extent to which these align with local or force-level priorities.

We reviewed the force's website and found no obvious mention of analysis it had carried out to understand and explain reasons for disparities or any subsequent action taken.

Ethical and lawful workforce behaviour

Requires improvement

Lincolnshire Police has an ethical culture. Leaders and the workforce understand the professional Code of Ethics that governs policing. It reviews a range of data to monitor this and has an independently chaired Ethics Board. But it should have a separate place where staff can refer ethical problems.

The force meets its obligations under the new Vetting Code of Practice. This includes those who need higher-level vetting. It gives the College of Policing details of former officers and staff who it has dismissed. This prevents them from working in law enforcement. But it needs a clear process to make sure all vetting decisions are fair.

In our 2017 legitimacy report, we recommended the force improve the quality and speed of its updates to complainants. It has done this.

The force has a counter-corruption strategic assessment and control strategy. These are subject to governance and review processes. But it could improve how it uses the information it holds about its employees to identify those at risk of becoming a corruption risk to the force. This would allow the force to intervene earlier to reduce the risk of corrupt activities taking place.

The force's ACU is limited in capacity and capability. The ACU needs more staff. The force may be missing opportunities to deal with corruption. It can't yet monitor all its IT systems. But, with new equipment, it will soon be able to do this.

To tackle the problem of abuse of position for a sexual purpose, the force needs good links with organisations that support vulnerable victims of crime. It recognises that it has more work to do.

Areas for improvement

- The force should ensure it has an effective process for the workforce to refer, discuss and publish ethical issues.

- The force should monitor its vetting decisions to identify disparities and disproportionality (e.g. black, Asian and minority ethnic (BAME) groups), and act to reduce them where appropriate.

- The force should ensure it has a process for sharing outcomes of complaint and misconduct investigations with the workforce to develop organisation learning.

- The force should ensure it has enough capability and capacity to counter corruption effectively and proactively. The force should ensure it can fully monitor all its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse. The force should build effective relationships with individuals and organisations that support and work with vulnerable people.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Maintaining an ethical culture

The force's leaders are positive ethical role models. They reinforce the Code of Ethics and the expected standards of professional behaviour. The workforce is aware of the standards and ethical behaviour expected. The deputy chief constable is the force lead for the Code of Ethics. Officers and staff are aware of this.

The force-level Ethics Board is independently chaired by a volunteer, a former public sector professional. The board includes external representatives, such as an independent advisory group member, force chaplain and a professor from Lincoln University. This approach brings a different and challenging perspective to the meetings. Members review policies and procedures, and discuss ethical dilemmas open and honestly. Force policies have been revised following review by this group.

In our 2017 inspection, we identified that the force should arrange for ethical dilemmas to be discussed. But we found that the wider workforce doesn't routinely discuss these. And there isn't a process for encouraging the workforce's involvement in these discussions. This would give the workforce the support it needs to make difficult decisions. Some supervisors explained how they prompted such discussions in their teams. And staff explained the process they follow to raise any problems. But the force could do more to promote discussions among the workforce. This remains an area for improvement.

The force complies with the national Vetting Code of Practice. The force vetting policy exceeds the requirements of Authorised Professional Practice. It manages all new vetting requests effective and quickly. This is the case for both new starters and internal posts.

Only 1 percent of staff in the force aren't vetted. Of the 34 other forces that supplied data, the Lincolnshire Police has the second lowest number. It gives details to the College of Policing for the barred and advisory lists. These prevent people who have left the service under investigation, or been dismissed, from re-joining or working in law enforcement. The force complies with the national vetting requirement.

All forces must understand whether people's ethnic background affects vetting check results. The force doesn't routinely monitor recruitment vetting decisions to identify disparities. And it can't show that it makes sure that BAME groups, for example, are treated fairly in the vetting process.

The force has adequate ways of reinforcing and clarifying acceptable and unacceptable behaviours. Its publication The Standard clarifies and reinforces acceptable and unacceptable behaviours, and confirms what is good practice. It refers to the College of Policing guidance and Independent Office for Police Conduct (IOPC). Most officers and staff find this useful. They all understood the consequences of not following the Code of Ethics or standards of professional behaviour.

The force's approach could be improved by passing the results of complaint and misconduct investigations to the workforce. The results of gross misconduct cases are not widely known or advertised to the workforce.

In our 2017 legitimacy report, we asked the force to offer more help and information to those who want to make a complaint. The force is addressing this area for improvement. This has included posters at front counters and a public information booklet. The booklet is easy to understand, and explains how to make a complaint and the process. We are satisfied that the force has made suitable progress in addressing this area for improvement.

Tackling corruption

The force has a counter-corruption strategic assessment and control strategy. This is subject to governance and review processes. The force could improve how it uses the information it has about its employees. This would help identify those at risk of becoming a corruption risk to the force. This would allow the force to intervene earlier to reduce the risk of corruption, while supporting any identified individuals.

The force uses integrity interviews to speak to employees when responding to information being reported to the professional standards department (PSD). But this tends to be reactive, after information is received, rather than proactive. The force may wish to address this.

The force uses the integrity registers for notifiable associations and business interests. During our inspection, we found that the workforce had a good awareness of this.

The ACU doesn't have enough staff to assess, develop and deal with corruption-related information. Despite being able to audit some of its IT applications, the force can't check all its IT systems. It is buying new protective monitoring software. But this won't be in place until autumn 2019. Once installed, the force is confident that it will assure the workforce it is accessing systems for policing purposes only. We will revisit this area in future inspections.

As part of monitoring corruption, the force has developed limited links with organisations which support vulnerable people. The ACU has spoken to local safeguarding boards across the force area to update senior partners across other agencies. Work with Ugly Mugs – a national organisation which improves the safety of sex workers – and the University of Lincoln is raising awareness of the abuse of position for a sexual purpose. More needs to be done to make sure that other organisations are comfortable passing information to the police.

The force has a confidential reporting system to report wrongdoing, called Bad Apple. Officers and staff understand how to use this and are generally confident to do so.

During our inspection, we found people occasionally using the system incorrectly. Specifically, the type of issue being reported could or should have been dealt with by line managers. The force may want to remind the workforce of the system's purpose.

We found that officers and staff felt they could approach the PSD if they had serious concerns. And that they would be happy to contact members of the department to discuss concerns and get advice.

The force adopts the national strategy where police officers or staff abuse their position for a sexual purpose. It views this as serious corruption. This is reflected in the force's local counter-corruption strategic threat assessment.

The force generally refers cases appropriately to the IOPC. Staff have been given guidance and briefings in the form of 60-minute videos and a poster campaign. Leadership seminars for supervisors have reinforced the warning signs to look for.

During our inspection, we found that the workforce recognised that the abuse of position for a sexual purpose is a form of serious corruption and felt confident to raise concerns. The force has identified the professional boundaries expected and the likely outcomes should they be breached.

Treating the workforce fairly

Good

Lincolnshire Police is working hard to create a fairer and more supportive environment for its workforce. The officers and staff we spoke to were confident that they could raise concerns with senior leaders.

The force is getting better at understanding workforce wellbeing. It is committed to building on this. This is an improvement on our last inspection where we identified senior management teams needed to promote the benefits of wellbeing. The force reviews some data to understand patterns that might affect wellbeing. But it needs to help its managers spot the early warning signs.

It needs to get better at managing performance and development. This should help its managers assess performance, which will help identify and develop talent. It should also bring in a fair and open talent management system. The force can't make sure it is tackling poor performance effectively or identifying talent consistently.

Areas for improvement

- The force should ensure that it has effective processes in place to identify and understand the causes of potential disproportionality and to take effective action to address these causes in the:
    - recruitment, retention and progression of its workforce; and
    - treatment of officers and staff with protected characteristics, who are subjected to complaint and misconduct investigations.
- The force should ensure it has good governance arrangements to analyse a range of workforce data and information. This would help it identify the greatest threats to wellbeing, and take effective action to address them.
- The force needs a talent management system that is consistent, fair and accessible to all its workforce.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Improving fairness at work

The force's leaders use many ways to get feedback from its workforce. Chief officers support and encourage this. Thirty-two percent of staff responded to a survey in June/July 2018. This is lower than a survey in December 2016, where 48 percent of staff responded.

During our inspection, officers and staff told us that common themes from the survey had been shared across the force. They also believed senior leaders were listening to their concerns. They are less clear on what is being done to address the issues. The force may want to update the workforce on its next steps.

The force carries out exit interviews with people who leave. But we found that not enough line managers had regular one-to-ones with staff. When they do take place, however, they include individual welfare discussions. We found that participation in formal debriefing after attending distressing incidents was common.

Officers and staff spoke confidently about the ways they could raise ideas or problems. They gave examples where they had been invited to try a different approach. Staff association representatives meet with chief officers regularly and are included in senior meetings to discuss workforce problems and feedback.

The force understands what affects the perception of fairness and respect. Data analysis supports this. But officers and staff we spoke to weren't aware of any changes that had resulted from them raising problems.

The force should make sure it is aware of all concerns, to guarantee it addresses the problems that matter most to the workforce. It should also let the workforce know its response.

The force's approach to dealing with grievances and workforce concerns is clear and well-publicised among the workforce. But our grievance file review showed that in too many cases the lack of speed in handling was a recurring theme.

Cases generally take too long to resolve. The force has responded to our findings. It is making sure that managers complete investigations under the recommended Advisory, Conciliation and Arbitration Service guide, and the code of practice.

The force is identifying and reducing disparities in workforce representation. A recent recruitment process resulted in the recruitment of six officers who have second languages.

The force understands the importance of addressing disproportionality. But it doesn't have processes to carry out analysis to identify it. The force doesn't routinely use information to understand disparities in its treatment of officers and staff subject to complaint and misconduct allegations. It gathers this information on an ad-hoc basis and relies on intelligence and knowledge within ACU and PSD to identify any issues.

The force has a good record of retaining those officers and staff with protected characteristics. It recognises that it could do more to improve diversity.

Supporting workforce wellbeing

In our 2017 inspection, we asked the force to review how senior management teams respond to and promote the benefits of wellbeing. During this inspection, we found that it had a clear and focused wellbeing strategy and delivery plan. The plan has four strands:

- Healthy
- Happy
- Valued
- Engaged.

The plan includes a range of measures to support and improve the physical and mental wellbeing of the workforce. Measures include:

- fitness mentors;
- refurbished gyms;
- baby box scheme;
- plastic water bottles given to staff to help them stay hydrated; and
- two wellbeing days for each officer and staff member.

The two wellbeing days were welcomed by staff, although many didn't fully understand why these were being allocated.

There are regular health checks for those working in more stressful roles. The force intranet gives information on what support is available and what has worked before. It is governed by the wellbeing board, and chaired by the chief officer team.

The workforce saw this as positive and praised the commitment of chief officers. However, staff told us that more focus was needed to identify organisational and individual problems earlier.

Some supervisors recognise individual warning signs and intervene early to prevent problems from escalating. But the force doesn't routinely evaluate supervisors' interventions for effectiveness. The force could do more to understand the underlying issues that cause workforce wellbeing concerns.

Staff said that wellbeing issues included:

- not being able to arrange annual leave easily;
- lack of follow-up on psychological review;
- heavy workloads;
- lack of training; and
- not feeling valued or listened to.

The force needs to better monitor and analyse management information in areas such as:

- absence rates;
- injuries on duty, including assaults on officers and staff;
- workloads;
- overtime; and
- time off in lieu.

This would help the force develop a better understanding of patterns and trends. It could then identify the greatest threats and risks to the wellbeing of the workforce, to tailor meaningful preventative measures. This is an area for improvement.

Analysing sickness data can give clues about whether there are problems relating to wellbeing within a police force. It is encouraging that the force has a workforce absence rate of 3.41 percent, compared with the England and Wales rate of 4.02

percent in the year to April 2019. Supervisors understand their role in keep in contact with team members absent from work, whatever the reason.

The force has recently changed the workforce referral process to gain access to occupational health support. Before, occupational health provision was given as a tri-force shared service with capacity limits placed on each force. The revised triage process has changed responsibility from the line manager to HR. We found that the general workforce and supervisors don't understand the change in approach. The force may wish to raise awareness.

During our inspection, we were repeatedly told that occupational health support provision is adequate, with swift and effective contact following referral. We didn't find evidence of delays in accessing treatment.

The force takes the wellbeing of the workforce seriously, and officers and staff are aware of the chief officer team's commitment to health and wellbeing. But there is still more work to do.

Managing performance and development of officers and staff

The force is inconsistent in monitoring its workforce's performance and development. Performance development reviews (PDRs) are mandatory. But most officers and staff don't see them as useful or effective, unless they are seeking promotion.

Many officers and staff have one-to-one meetings with their line managers. But these aren't frequent or regular. This means that the force can't be confident it is tackling poor performance well.

The workforce doesn't see performance management as a priority and there is limited oversight of PDR processes. The force doesn't use PDRs to grade staff, identify talent, support career development or manage poor performance. Its expectations of what it wants from its leaders are rarely included as part of a PDR.

There is an inconsistent approach to identifying talent in the force, externally and internally. Beyond formal national schemes, such as Fast Track, the force doesn't have a co-ordinated talent management programme to develop officers or police staff. This area needs attention.

The force supports the direct entry scheme to inspector. But there haven't been any suitable candidates in the past two years. It continues to explore this way of attracting talent.

The workforce considers the officer promotion processes to be fair. Individuals can plan how they will gather their evidence and get support. During our inspection, officers told us that HR's recent involvement in promotion processes is seen as positive. This makes the process fairer and more open. This is a positive step.

The workforce values the arrangements for choosing leaders. They are seen as fair. But the force could do more to identify barriers, and support and develop talent. The public will be better served by a police service that develops talent effectively, and is diverse and representative of local communities.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

In April 2012, Lincolnshire Police signed a ten-year contract with private sector company G4S to provide support services and some operational functions. These include ICT, finance, human resources, front counters, control room, custody suites, criminal justice and firearms licensing. This means that most non-warranted staff are employees of G4S rather than Lincolnshire Police.

We set out the source of this report's data below.

Methodology

Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

Most similar groups

We compare each force's crime rate with the average rate for forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors which relate to crime. We could not identify any forces similar to City of London Police. Every other force has its own group of up to seven other forces which it is most similar to.

An MSG's crime rate is the sum of the recorded crimes in all the group's forces divided by its total population. All of the most similar forces (including the force being compared) are included in calculating the MSG average.

More information about MSGs can be found on our website.

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2018 population estimates.

Survey of police workforce

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 0 and 372. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

BMG survey of public attitudes towards policing (2018)

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey, and previous surveys, are available on our website.

Review of crime files

We reviewed police case files for these crime types:

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

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 June and 31 August 2019 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Yorkshire Police where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

Force in context

999 calls

We collected this data directly from all 43 police forces in England and Wales.

Recorded crime and crime outcomes

We took this data from the October 2019 release of the Home Office police recorded crime and outcomes data tables.

Total police-recorded crime includes all crime (except fraud) recorded by all forces in England and Wales (except BTP). Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2019 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.

- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, Crime outcomes in England and Wales: year ending March 2019.

Domestic abuse outcomes

In England and Wales, 29 police forces provide domestic abuse outcomes data through the Home Office data hub (HODH) every month. We collected this data directly from the remaining 14 forces.

Domestic abuse outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

Workforce figures (including ethnicity and gender)

This data was obtained from the Home Office annual data return 502. The data is available from the Home Office's published police workforce England and Wales statistics or the police workforce open data tables. The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

Spend per head of population

We took this data from the HMICFRS value for money profiles.

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2019/20 value calculated by assessing the trend for the last five years. More details on this data can be found on our website.

Stop and search

We took this data from the Home Office publication, Police powers and procedures, England and Wales year ending 31 March 2019. Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.