



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police effectiveness 2016

An inspection of Lincolnshire Police



March 2017

© HMIC 2017

ISBN: 978-1-78655-359-1

[www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

# Contents

<b>Introduction .....</b>	<b>4</b>
<b>Force in numbers .....</b>	<b>5</b>
<b>Overview – How effective is the force at keeping people safe and reducing crime? .....</b>	<b>7</b>
<b>How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe? .....</b>	<b>10</b>
How much crime and anti-social behaviour is there in Lincolnshire?.....	10
How effectively does the force understand the threat or risk of harm within the communities it serves? .....	13
How effectively do force actions and activities prevent crime and anti-social behaviour? .....	15
Summary of findings .....	17
<b>How effective is the force at investigating crime and reducing re-offending? .</b>	<b>18</b>
How well does the force bring offenders to justice?.....	18
How effective is the force's initial investigative response?.....	20
How effective is the force's subsequent investigation?.....	22
How effectively does the force reduce re-offending? .....	26
Summary of findings .....	29
<b>How effective is the force at protecting those who are vulnerable from harm, and supporting victims?.....</b>	<b>30</b>
How effectively does the force identify those who are vulnerable and assess their level of risk and need? .....	30
How effectively does the force initially respond to vulnerable victims? .....	35
How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?.....	38
Summary of findings .....	43
<b>How effective is the force at tackling serious and organised crime?.....</b>	<b>45</b>

How effectively does the force understand the threat and risk posed by serious and organised crime? .....	45
How effectively does the force respond to serious and organised crime? .....	48
How effectively does the force prevent serious and organised crime? .....	50
Summary of findings .....	52
<b>How effective are the force's specialist capabilities?.....</b>	<b>53</b>
How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities? .....	53
How well prepared is the force to respond to a firearms attack? .....	54
Summary of findings .....	56
<b>Next steps .....</b>	<b>57</b>
<b>Annex A – About the data.....</b>	<b>58</b>

## Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), Her Majesty's Inspectorate of Constabulary (HMIC) assesses the effectiveness of police forces across England and Wales.

### **What is police effectiveness and why is it important?**

An effective police force is one which keeps people safe and reduces crime. These are the most important responsibilities for a police force, and the principal measures by which the public judge the performance of their force and policing as a whole.

To reach a judgment on the extent of each force's effectiveness, our inspection answered the following overall question:

- How effective is the force at keeping people safe and reducing crime?

To answer this question HMIC explores five 'core' questions, which reflect those areas of policing that we consider to be of particular interest and concern to the public:<sup>1</sup>

1. How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?
2. How effective is the force at investigating crime and reducing re-offending?
3. How effective is the force at protecting those who are vulnerable from harm, and supporting victims?
4. How effective is the force at tackling serious and organised crime?
5. How effective are the force's specialist capabilities?

HMIC's effectiveness inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website ([www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/)). This report sets out our findings for Lincolnshire Police.

Reports on the force's efficiency, legitimacy and leadership inspections are available on the HMIC website ([www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/lincolnshire/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016/lincolnshire/)).

---

<sup>1</sup> HMIC assessed forces against these questions between September and December 2016, except for Kent Police – our pilot force – which we inspected in June 2016.

## Force in numbers



### Calls for assistance

Calls for assistance per 1,000 population 12 months to 30 June 2016

Lincolnshire Police

**241**

England and Wales

**240**



### Crime (excluding fraud)

Crimes recorded per 1,000 population 12 months to 30 June 2016

Lincolnshire Police

**49**

England and Wales

**68**

Change in recorded crime 12 months to 30 June 2015 against 12 months to 30 June 2016

Lincolnshire Police

**+1.3%**

England and Wales

**+7.8%**

Change in recorded crime for the 5 years to the 12 months to 30 June 2016

Lincolnshire Police

**-20.6%**

England and Wales

**-3.4%**



### Crime outcomes\*

Charged/summonsed

Lincolnshire Police

**16.3%**

England and Wales

**12.1%**

Evidential difficulties: suspect identified but victim does not support action

Lincolnshire Police

**3.9%**

England and Wales

**10.6%**

Investigation completed but no suspect identified

Lincolnshire Police

**47.4%**

England and Wales

**47.4%**

\*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2016.



## Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2016

Lincolnshire Police

England and Wales

**30**

**31**

Anti-social behaviour incidents per 1,000 population 12 months to 31 March 2015

Lincolnshire Police

England and Wales

**29**

**34**



## Domestic abuse

Domestic abuse calls for assistance per 1,000 population 12 months to 30 June 2016

Lincolnshire Police

England and Wales

**14**

**16**

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 30 June 2016

Lincolnshire Police

England and Wales

**8.5%**

**11.1%**

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015

Lincolnshire Police

England and Wales

**7.3%**

**10.0%**



## Organised crime groups

Organised crime groups per million population as at 1 July 2016

Lincolnshire Police

England and Wales

**42**

**46**



## Victim satisfaction rate

Victim satisfaction with the overall service provided by the police 12 months to 30 June 2016

Lincolnshire Police

England and Wales

**81.0%**

**83.3%**

For further information about the data in this graphic please see annex A

# Overview – How effective is the force at keeping people safe and reducing crime?

## Overall judgment<sup>2</sup>



Lincolnshire Police has been assessed as good in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment is an improvement on last year, when we judged the force to require improvement. The force has an effective approach to preventing crime, keeping people safe and tackling anti-social behaviour and serious and organised crime. It generally conducts investigations to a good standard, although it still needs to improve the service it provides to vulnerable people.<sup>3</sup>

## Overall summary

How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?		<b>Good</b>
How effective is the force at investigating crime and reducing re-offending?		<b>Good</b>
How effective is the force at protecting those who are vulnerable from harm, and supporting victims?		<b>Requires improvement</b>
How effective is the force at tackling serious and organised crime?		<b>Good</b>
How effective are the force's specialist capabilities?	<b>Ungraded</b>	

Lincolnshire Police is good at preventing crime, tackling anti-social behaviour and keeping people safe. Neighbourhood teams are well led, and are briefed and assigned tasks on a daily basis. The staff in these teams are not re-assigned to other tasks outside their area, and so work with other organisations at a local level is

<sup>2</sup> HMIC judgments are outstanding, good, requires improvement and inadequate.

<sup>3</sup> A vulnerable person is someone who is need of special care, support or protection because of age, disability, or risk of abuse or neglect.

effective. They have a good understanding of their communities. The force makes good use of Facebook, Twitter and LincsAlert to engage with the public. Local policing priorities are set mainly by panels of community members.

It continues to work well with other organisations to tackle anti-social behaviour. There are established monthly anti-social behaviour risk conferences along with weekly practitioner meetings between neighbourhood teams and key organisations, including the local authority and housing associations.

The force has made good progress in developing an evidence-based approach to providing services and it is making better use of effective tactics. However, the force's analytical capacity and its ability to process intelligence and continually improve its approach to the prevention of crime and anti-social behaviour are growing challenges.

Lincolnshire Police's effectiveness at investigating crime and reducing re-offending is good. The quality of some investigations still needs to improve, but effective leadership and processes are raising standards.

Control room staff assess calls based on the level of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident. Most calls are attended within acceptable timeframes for the victims. The standards of initial investigations are good and important initial enquiries are generally completed well. Crimes are allocated to officers with appropriate skills. The force has substantially reduced the backlog of computers and telephones waiting for digital examination.

The force has a scheme that is equivalent to the integrated offender management scheme, which is good and growing. The scheme actively manages those offenders who pose a risk to the public. The force is adequately prepared to manage the risk posed by dangerous and sexual offenders.

However, when offenders are not immediately arrested, there is no force-level oversight of cases where there is a named suspect and no prioritised process to ensure that those offenders who cause the most harm are captured and dealt with quickly.

The force has invested in training for all staff whose role involves victim contact to keep victims at the centre of investigations. Victims are provided with a satisfactory service, including special measures, updates and victim personal statements.

Lincolnshire Police's effectiveness at protecting those who are vulnerable from harm and supporting victims requires improvement. The force does not have a good understanding of the nature and scale of vulnerability because it lacks enough analysts, the IT systems cannot record vulnerability and domestic abuse is not always recorded accurately.

The force is generally good at identifying people who are vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example at initial contact and often responds well in meeting the needs of victims who are vulnerable. However, officers attending domestic abuse incidents are not always recording how children are affected and there is still an inconsistent approach to managing risk for missing and absent children. Not all frontline staff know how to identify and respond to possible child sexual exploitation.

Lincolnshire Police is good at tackling serious and organised crime. It assigns competent lead responsible officers to manage all mapped organised crime groups and works positively with a range of other organisations on gathering information and problem-solving. The force has a good understanding of the threats posed by serious and organised crime. There is good exchange of information at neighbourhood level between the police and other organisations, such as licensing teams, HM Revenue and Customs, Trading Standards and local authority staff.

Neighbourhood and response teams have a good awareness of the organised crime groups operating in their areas and are involved in intelligence-gathering and, where appropriate, disruption activity. Successful operations that dismantle organised crime groups are well publicised, using both the media and social networking. Neighbourhood policing teams help to spread messages, providing reassurance.

The force is developing its approach to managing serious and organised criminals to prevent them from re-offending and continues to deter people from becoming involved in crime, particularly through initiatives to support families.

Lincolnshire Police has assessed the threats identified in the *Strategic Policing Requirement*, although its analysis of cyber-crime and child abuse is more limited. It regularly exercises and tests its public order, firearms and civil emergencies response with other forces in the region and with organisations such as the military and the fire and ambulance services. The force shares lessons learned with the local resilience forum and also at regional and national level meetings. It has prepared business continuity plans in case of major disruption to services.

The force is part of the East Midlands operational support services collaboration, which has adequately assessed the threat of an attack requiring an armed response. Plans are in place to increase the force's firearms capability by March 2017.

## **How effective is the force at preventing crime, tackling anti-social behaviour and keeping people safe?**

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention is more effective than investigating crime, stops people being victims in the first place and makes society a safer place. The police cannot prevent crime on their own; other policing organisations and organisations such as health, housing and children's services have a vital role to play. Police effectiveness in this matter therefore depends on their ability to work closely with other policing organisations and other interested parties to understand local problems and to use a wide range of evidence-based interventions to resolve them.

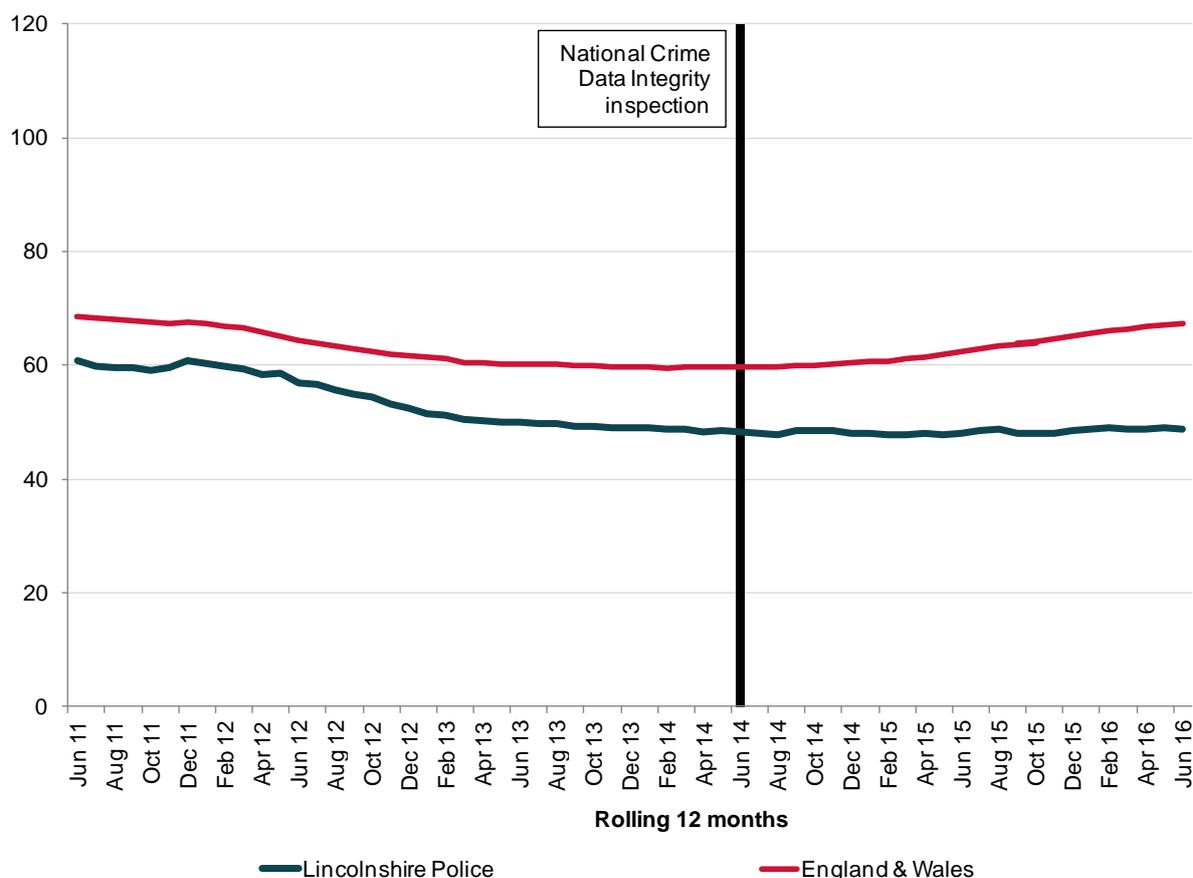
## **How much crime and anti-social behaviour is there in Lincolnshire?**

Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (crimes involving a direct victim such as an individual, a group, or an organisation) and other crimes against society (e.g. possession of drugs). In the 12 months to 30 June 2016, the majority of forces (39 out of 43 forces) showed an annual increase in total police-recorded crime (excluding fraud). This increase in police-recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's 2014 inspection of crime data in all forces across England and Wales.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 20.6 percent in Lincolnshire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 21.1 percent in Lincolnshire, compared with a decrease of 0.5 percent for England and Wales as a whole. This is a good outcome because it means there are fewer victims of crime.

**Figure 1: Police-recorded crime rates (per 1,000 population) in Lincolnshire, for the five-year period to 30 June 2016**



**Source: Home Office data**

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

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Lincolnshire increased by 1.3 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

The rate of police-recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figures 2 and 3 show crime rates (per 1,000 population) and the change in the rate (per 1,000 population) of anti-social behaviour in Lincolnshire compared with England and Wales.

HMIC used a broad selection of crime types to indicate crime levels in the police force area during the inspection. We are not judging the effectiveness of the force on police-recorded crime rates only. The figure below shows police-recorded crime rates in the force area for a small selection of crime types.

**Figure 2: Police-recorded crime rates (per 1,000 population) in Lincolnshire, for the 12 months to 30 June 2016**

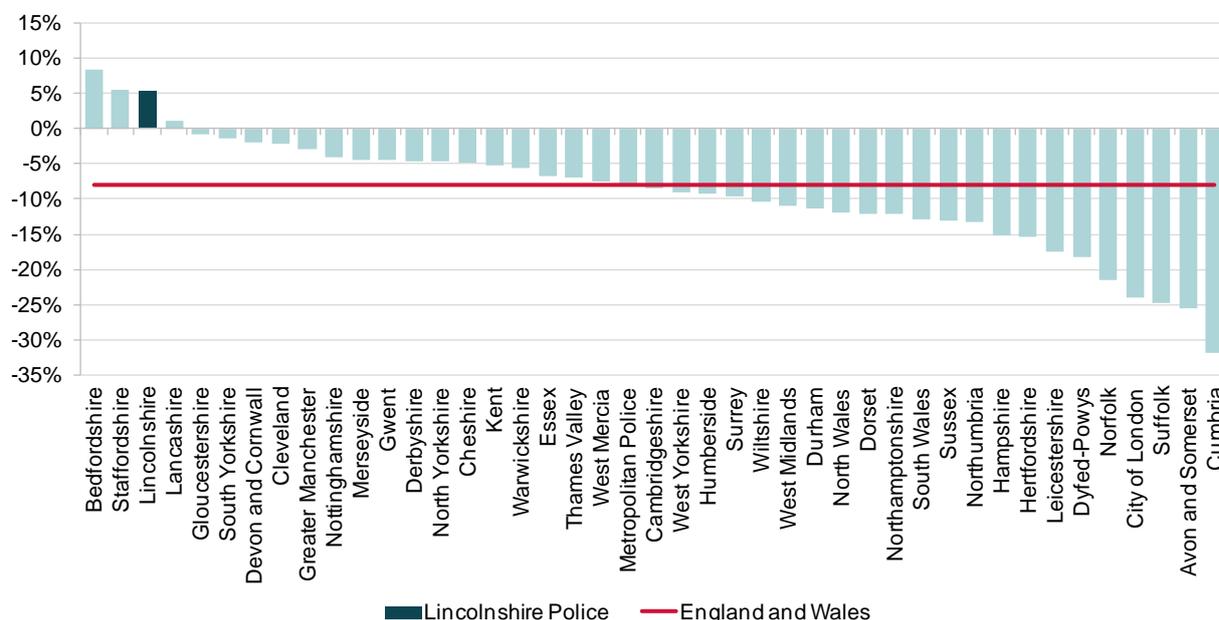
Rates per 1,000 population	Lincolnshire Police	England and Wales
Recorded crime (excluding fraud)	48.8	68.2
Victim-based crime	43.4	60.4
Sexual offences	1.6	1.9
Assault with injury	5.0	7.0
Burglary in a dwelling*	5.7	8.1

\* The rate of burglary in a dwelling is the rate for 1,000 households, rather than population

Source: Home Office data

For further information about these data, please see annex A

**Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015**



Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, Lincolnshire Police recorded 31 incidents of anti-social behaviour per 1,000 population. This is 5 percent more incidents per 1,000 population than the force recorded during the previous 12 months. In England and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the

12 months to 31 March 2016, than were recorded during the previous 12 months. There are police anti-social behaviour co-ordinators established in each of the seven districts in the Lincolnshire force area who work well with partner agencies. However, while they react well to problems when they arise, they lack predictive analytical tools to help them better target and prevent anti-social behaviour. Neighbourhood policing teams are also smaller and not always able to carry out preventative activity which means that incidents of anti-social behaviour are not reducing.

## **How effectively does the force understand the threat or risk of harm within the communities it serves?**

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to tackle crime and anti-social behaviour, police forces need to understand the threat and risk faced by communities. Forces must also operate a model of local policing in which police officers and police community support officers (PCSOs) have sufficient time for community engagement, visible targeted foot patrols and working with other policing organisations and other interested parties to promote resolutions that protect communities and prevent crime. Successfully undertaking these three activities leads to crime reduction and increased public confidence.

### **Does Lincolnshire Police understand the risk posed to its communities?**

It is vital that forces have a detailed understanding of the communities they serve in order to protect them from harm. This understanding should include those communities which may – for a variety of reasons – need the police to work differently to understand their requirements, for example, migrant communities, elderly people or groups which might be mistrustful towards the police. A good understanding of what matters to these communities helps the police to gain their confidence and create safer neighbourhoods for citizens.

In order to understand the threat and risk faced by communities and to tackle crime and anti-social behaviour successfully, police forces need an effective model of local policing. The model should ensure that police officers and PCSOs can devote sufficient time to community engagement, targeted foot patrols and work with partners to protect communities and prevent crime. It is the successful undertaking of these three activities that leads to crime reduction and increased public confidence.

## **How does Lincolnshire Police engage with the public?**

The force has retained its local policing model in which policing teams share boundaries with local authorities, and this helps to address local community safety problems. Leadership is still provided by district-based chief inspectors. A new policing model introduced over the last year means that neighbourhood teams are sometimes smaller, despite having to cover larger areas. The force uses the vulnerable localities index<sup>4</sup> to assign neighbourhood teams to medium and higher risk areas. In HMIC's 2015 effectiveness report, we identified that the force should ensure that its focus on crime prevention is not undermined by the redeployment of neighbourhood officers and staff to undertake reactive duties, for example responding to emergency and priority calls. This year, we note a substantial improvement, with beat managers and PCSOs dedicated to their role of tackling problems and preventing crime and anti-social behaviour. Other organisations comment favourably on this improvement, as it means that more difficult problems can be dealt with in a more co-ordinated way.

The most important force-level threats and risks are identified with partners, for example health, local authorities, housing and social services, by analysing a range of data sources. This guides the plans for each organisation on a rolling three-year cycle. The plan highlights emerging threats, for example, modern slavery and sexual exploitation.

The force's analytical capability is being used to support current operations, and there is no spare capacity to analyse crime trends and linked series of crimes proactively, or to identify problem offenders and locations to help it understand the causes of crime. The daily management meetings identify immediate trends and links to other crimes, but this is an issue that affects the force's wider understanding across a number of areas, including understanding the nature and scale of domestic abuse and child sexual exploitation. In addition, there is a substantial backlog in the processing of intelligence submissions. New intelligence is assessed for high-level threats, but staff can only do this based on their existing knowledge of the problem. This means that local policing operations are not targeted as well as they might be, because the force uses limited predictive analysis and does not fully understand all the threats. This lack of capacity needs to be improved as a matter of urgency.

---

<sup>4</sup> The vulnerable localities index is a method which can help to identify residential neighbourhoods that require prioritised action to improve community safety.

## **How effectively do force actions and activities prevent crime and anti-social behaviour?**

Effective forces use a range of options to prevent crime, tackle anti-social behaviour and keep people safe. They use structured approaches to solving local problems which aim to rid communities of criminal and anti-social behaviour. They also use a range of legal powers and specific tactics which vary depending on the situation. HMIC expects forces to review their activity as well as other sources of evidence in order to improve their ability to protect people over the long term.

### **Does the force have a problem-solving approach?**

The national decision model<sup>5</sup> is used to identify and assess problems throughout the force, including in neighbourhood policing. Within this model, there is also an assessment of the threat, harm and risk to victims and communities, and this helps to prioritise different problems in communities. At a more reactive level, when assigning response officers to either an urgent or a priority response, call handlers in the force control room use exactly the same model and make an assessment of threat, harm and risk to the victim and those involved.

The force has a structured and collaborative approach to problem solving and community safety partners also use the same model. A shared database is used to record the problem and the actions taken to resolve the problem. The impact of these actions is evaluated at monthly partner-led meetings to assess and review progress. The force recognises that prevention is important, and it has three crime reduction tactical advisors, who use their specialist skills to advise on current and emerging trends and other potential problems or concerns.

### **Does the force use effective approaches and tactics to tackle crime and anti-social behaviour?**

Lincolnshire Police uses a broad range of tactics to prevent crime and anti-social behaviour and keep people safe. Neighbourhood teams are well led and are briefed, and assigned tasks on a daily basis. The majority are trained in legislation relating to powers to tackle anti-social behaviour. At a local level, the force continues to work well with other organisations to tackle anti-social behaviour, and there are established monthly anti-social behaviour risk conferences supplemented with weekly practitioner meetings between neighbourhood teams and key organisations, including the local authority and housing associations. Although the use of anti-social behaviour powers has not increased over the last twelve months, the force reports

---

<sup>5</sup> National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six key elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

that, where they are used, they are having a positive effect, and we saw examples of effective practice. For example:

- Licensing teams work closely with neighbourhood policing teams to spot early trends and problems near premises. They co-ordinate evidence gathering to enable a swifter response from the justice system.
- There are two notable schemes to protect elderly and vulnerable citizens. The initiatives of REVIVE and REPEAT are excellent examples of the force working with others and harnessing the commitment of volunteers to safeguard the elderly in society. REPEAT trains over 1,000 care professionals, for example Age UK, in crime prevention tactics to help support vulnerable people; REVIVE recruits police volunteers to “befriend, support, advise and liaise with” elderly vulnerable people who have been victims of crime and try to prevent repeat crimes.
- The ‘team around the child’ (TAC) is a multi-agency provision involving different professionals from the children and young person’s area, including schools and housing, to provide support to improve behaviour in young people. PCSOs have been trained to run their own TAC programmes.

The assistant chief constable attends county community safety partnership meetings, which provide a clear governance structure for tackling joint prevention priorities. These include anti-social behaviour and hate crime, domestic abuse, reducing offending, serious and organised crime, substance misuse and sexual violence. This work is further strengthened through a senior officer who has been seconded to work in the county council as an assistant director and who helps bring together resources to focus on prevention work.

The force works well with other organisations to promote resolutions that protect communities and victims when crime and anti-social behaviour have occurred. Officers can make referrals to a voluntary organisation which provides restorative justice services across the force area. These services are designed to help the offender face up to the consequences of his or her actions by communicating with the victim and to allow the victim to have a say in how the offender is punished.

### **Does the force use evidence of best practice and its own learning to improve the service to the public?**

In HMIC’s 2014 crime inspection, we recommended that the force should have methods in place to review and evaluate the benefits of tactics and initiatives and record and share learning and good practice. In HMIC’s 2015 effectiveness inspection, we noted that very limited progress had been made. This year, we note that the force has made good progress in developing an evidence-based approach to providing services, under the banner of ‘thoughtful policing’. The introduction of an evidence-based policing board, use of the College of Policing’s ‘what works’

database and good links with the East Midlands academic collaboration are improving the force's understanding, and it is making better use of effective tactics. The force already has a 'learning zone' on its intranet and a review progressions board which looks at learning, for example from domestic homicide reviews. There is also more evaluation of 'what works', for example through the anti-social behaviour case conferences and the sharing of effective practice through first and second-line leadership seminars.

## Summary of findings



**Good**

Lincolnshire Police is good at preventing crime and tackling anti-social behaviour. This grade is consistent with HMIC's 2014 crime inspection and 2015 effectiveness reports. However, the force's analytical capacity and its ability to process intelligence and continually improve its approach to the prevention of crime and reduce anti-social behaviour are growing challenges, which need to be quickly addressed.

Force priorities reflect a commitment to crime prevention, supporting victims, working with others and keeping people safe. Systems and ways of working, together with a range of powers and tactics, enable the force to work together with other organisations to tackle anti-social behaviour and keep people safe. Neighbourhood teams, although smaller, are dedicated to their areas, which means there is effective working with other organisations at a local level.

### Areas for improvement

- The force should improve its ability to analyse information and intelligence to gain a better understanding of crime and anti-social behaviour in Lincolnshire to enable it to focus activity effectively.

## How effective is the force at investigating crime and reducing re-offending?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take seriously their concerns as victims, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately-trained staff. In co-operation with other organisations, forces must also manage the risk posed by those who are identified as being the most prolific or dangerous offenders, to minimise the chances of continued harm to individuals and communities.

## How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'detections', the outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime and over time all crimes will be assigned an outcome. The broader outcomes framework (currently containing 21 different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat<sup>6</sup> warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas locally-based community resolutions are likely to be more prevalent than elsewhere.

It is also important to understand that not all of the crimes recorded in the year will have been assigned an outcome as some will still be under investigation. For some crime types such as sexual offences, the delay between a crime being recorded and

---

<sup>6</sup> A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

an outcome being assigned may be particularly pronounced, as these may involve complex and lengthy investigations.

**Figure 4: Proportion of outcomes assigned to offences recorded in Lincolnshire Police, in 12 months to 30 June 2016, by outcome type<sup>7,8</sup>**

Outcome number	Outcome type / group	Lincolnshire Police	England and Wales
1	<b>Charged/Summoned</b>	<b>16.3</b>	<b>12.1</b>
4	<b>Taken into consideration</b>	<b>0.6</b>	<b>0.2</b>
	<b>Out-of-court (formal)</b>	<b>4.7</b>	<b>3.2</b>
2	Cautions - youths	0.8	0.4
3	Cautions - adults	3.0	2.3
6	Penalty Notices for Disorder	0.9	0.6
	<b>Out-of-court (informal)</b>	<b>4.2</b>	<b>3.6</b>
7	Cannabis/Khat warning	1.2	0.9
8	Community Resolution	2.9	2.8
*	<b>Prosecution prevented or not in the public interest</b>	<b>1.8</b>	<b>1.8</b>
	<b>Evidential difficulties (victim supports police action)</b>		
15	Suspect identified	11.2	8.3
	<b>Evidential difficulties (victim does not support police action)</b>	<b>5.3</b>	<b>13.8</b>
16	Suspect identified	3.9	10.6
14	Suspect not identified	1.4	3.2
<b>18</b>	<b>Investigation complete – no suspect identified</b>	<b>47.4</b>	<b>47.4</b>
<b>20</b>	<b>Action undertaken by another body / agency</b>	<b>0.1</b>	<b>0.6</b>
<b>21</b>	<b>Further investigation to support formal action not in the public interest</b>	<b>0.0</b>	<b>0.1</b>
	<b>Total offences assigned an outcome</b>	<b>91.5</b>	<b>91.3</b>
	<b>Not yet assigned an outcome</b>	<b>8.5</b>	<b>8.7</b>
	<b>Total</b>	<b>100.00</b>	<b>100.00</b>

\*Includes the following outcome types: Offender died, Not in public interest (CPS), Prosecution prevented – suspect under age, Prosecution prevented – suspect too ill, Prosecution prevented – victim/key witness dead/too ill, Prosecution time limit expired

Source: Home Office crime outcomes data

For further information about these data, please see annex A

<sup>7</sup> Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

<sup>8</sup> 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

In the 12 months to 30 June 2016, Lincolnshire Police's use of 'evidential difficulties (victim does not support police action)' was among the lowest in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

The force responds effectively to incidents of crime and anti-social behaviour. In HMIC's 2014 crime data integrity report, we found that the force had a good level of compliance between a crime being reported and the force recording it as a crime. Since then the force has continued with these good crime-recording practices, but we found that the system used to record some types of crime relies on an officer or member of staff attaching a domestic abuse flag or 'qualifier' to the crime manually. The force reports that a qualifier is not always added to the crime report, which means that some charge rates for some crime types may be artificially low or high.

A successful community resolution process<sup>9</sup> is in place, with volunteer staff briefed and trained by restorative solution specialists. Referrals are made by police and other organisations, for example the probation service, with regular audits conducted, and an out-of-court scrutiny panel provides additional independent oversight.

## **How effective is the force's initial investigative response?**

The initial investigative response is critical for an effective investigation. From the moment victims and witnesses make contact with the police the investigative process should start, so that accurate information and evidence can be gathered. It is important that forces record evidence as soon as possible after a crime. The longer it takes for evidence-recording to begin, the more likely it is that evidence will be destroyed, damaged or lost. Recording this evidence is usually the responsibility of the first officer who attends the scene. After the officer has completed this initial investigation the case may be handed over to a different police officer or team in the force. This process must ensure that the right people with the right skills investigate the right crimes.

### **Control room response**

Lincolnshire Police ensures that the response to the victim is based on the victim's needs rather than the type of crime, which is good practice. It has done this by implementing a structured assessment based on the levels of threat, harm, risk and

---

<sup>9</sup> A community resolution is an alternative to formal criminal prosecution. It is a way of dealing with less serious crimes, allowing officers to use their professional judgement when dealing with offenders. It can be used for offences such as low level public order, criminal damage, theft, and minor assaults. Community resolution will enable victims to have quick resolutions and closure to their crime, offenders will receive speedy justice.

vulnerability (THRIVE)<sup>10</sup> faced by the victim, rather than simply by the type of incident. HMIC found that the force has trained those members of its workforce who answer 101 and 999 calls to spot the signs of someone who might be vulnerable in some way. Call handlers have access to additional sources of information held in other databases. There is also support from an intelligence support officer who assists with gathering relevant information so that response officers have the full picture prior to attendance at an incident. HMIC listened to a small number of calls and found an effective and victim-centred response from call handlers.

For those calls assessed as an emergency or priority, a response officer is deployed and call handlers give basic guidance to callers about preserving forensic evidence and safeguarding. When incidents are not attended, in appropriate cases, the incident is passed to the incident resolution team to carry out a desktop investigation. This team also has good processes in place either to refer or to investigate online crime and fraud offences, although not all callers referred to action fraud receive an incident reference number from the call handler.

Sometimes it is still necessary to attend some incidents using an appointment system and in Lincolnshire an appointment is made to see the victim within 48 hours. HMIC monitored the system and found that there was a low number of appointments, and that they had been appropriately made against an assessment of threat, harm and risk to the victim.

### **How well do response officers investigate?**

In HMIC's 2015 effectiveness report, we said that the force should ensure that all available evidence is recorded at crime scenes. This year, HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered. The review found that most calls are attended within acceptable timeframes for the victims and, when officers attend incidents, the standards of the initial investigation are good and important initial enquiries are generally completed well.

The standard of handover files between teams is more variable, and supervisors do not always monitor their quality. When both teams are on duty, handovers from the response to the investigation team will usually be carried out in person and a one-to-one discussion held between the arresting officer and the investigator. A pre-

---

<sup>10</sup> THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

formatted handover sheet is used outside these times; the response team sergeant will not always oversee the file as it is sent directly to the investigation team.

After the initial attendance and investigation, there are clear processes for allocating and investigating the crime further. Where crimes are directly recorded onto the crime system, they are categorised and forwarded for allocation by the crime management bureau, which quality assures immediate actions and ensures that national crime-recording standards are met. Generally, HMIC found that crimes are being allocated to officers with appropriate skills; they know what they are expected to investigate, and have the skills and training to do this effectively. However, crimes are still allocated primarily based on the crime type. In HMIC's 2014 crime inspection report, this was identified as a problem and it is still an outstanding action on the force's domestic abuse action plan. There has been some progress, as all domestic abuse cases involving an assault are assigned to officers in the investigations department. The force is developing a new policy using effective practice from other forces' crime allocation approaches to find the best way to assign cases, based on a combination of crime type and an assessment of threat, harm and risk.

## **How effective is the force's subsequent investigation?**

Every day police forces across England and Wales investigate a wide range of crimes. These range from non-complex crimes such as some burglary and assault cases through to complex and sensitive investigations such as rape and murder. HMIC referred to national standards and best practice in examining how well forces allocate and investigate the full range of crimes, including how officers and staff can gather evidence to support investigations. These include the more traditional forensics, such as taking fingerprints, as well as more recently developed techniques like gathering digital evidence from mobile telephones or computers to find evidence of online abuse.

### **Quality of the investigation**

In HMIC's 2015 effectiveness (vulnerability) report, we recommended that there should be regular and active supervision of investigations to check quality and progress and that the force should improve its investigation of cases involving vulnerable victims, specifically in relation to cases involving victims of domestic abuse and serious sexual offences, to ensure appropriately skilled and experienced staff conduct the investigation and there is effective supervision and prioritisation of workloads.

The force has a renewed focus on improving the quality of investigations, and it is working collaboratively with the East Midlands Criminal Justice Service to standardise and improve case file preparation as well as services for victims and witnesses. A crime investigation manual, launched 12 months ago, is now becoming established in everyday processes; through this, the force aims to improve the

quality of investigations and consolidate professional practice as authorised by the College of Policing. A dedicated senior officer, assigned to help improve standards, brings together information from a monthly internal scrutiny of case files and data from prosecutions; this is starting to improve the quality of investigations.

The force's current investigative capacity is sufficient to provide an adequate service, and investigator case workloads are more manageable than at the time of HMIC's 2015 effectiveness inspection. Although there is not investigative cover throughout the night, there are effective call-out procedures for a detective inspector. All investigators are trained, or being trained, to investigate the crimes allocated to them effectively. Primarily, officers assigned to the criminal investigation department investigate more complex crimes, such as attempted homicide or serious assaults, while officers within response or neighbourhood teams deal with less complex crimes such as theft. However, in our recent file review and subsequent examination of more case files, it is clear that supervisors and managers provide oversight and review but are not always recording their views on investigation plans consistently, which means there is still a lack of meaningful recorded supervision on many investigations.

### **Support to investigations**

For serious and complex crime investigation, there is clear demarcation of regional and force responsibilities. All serious crimes, such as murder or kidnap, are investigated by the East Midlands Special Operations Unit, a regional unit made up of officers from all forces across the region.<sup>11</sup> Overall, this is an effective division of responsibility, ensuring that appropriately trained officers undertake the most complex investigations. The force also works collaboratively at a regional level with crime scene investigators; there is a common approach for when such crime scene investigators should attend, although discretion can be used by where it is justified. Investigators are supported by good forensic capabilities, and there is access to social media applications to support initial investigations into a child's online activity.

In HMIC's 2015 effectiveness report, we recommended that the force should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed. The force has substantially reduced the backlog of computers and telephones waiting for digital examination. It has sustained this performance over a period, with the effect on investigations reduced to 12 weeks, or 6 weeks for priority cases, and with the ability to complete work very quickly in more urgent cases. There are kiosks at local police stations to examine mobile phones and sufficient trained staff to manage the demand. More complex computer and telephone examination is undertaken effectively by the high tech crime unit, and staff from this unit attend crime scenes to

---

<sup>11</sup> Five forces collaborate to form the East Midlands Special Operations Unit. They are: Lincolnshire, Nottinghamshire, Leicestershire, Northamptonshire and Derbyshire.

support the recovery of evidence. Additional trained staff are able to exploit digital sources of intelligence such as open source research (assessing information publicly available on the internet), and this tool is used effectively within intelligence teams to investigate crime.

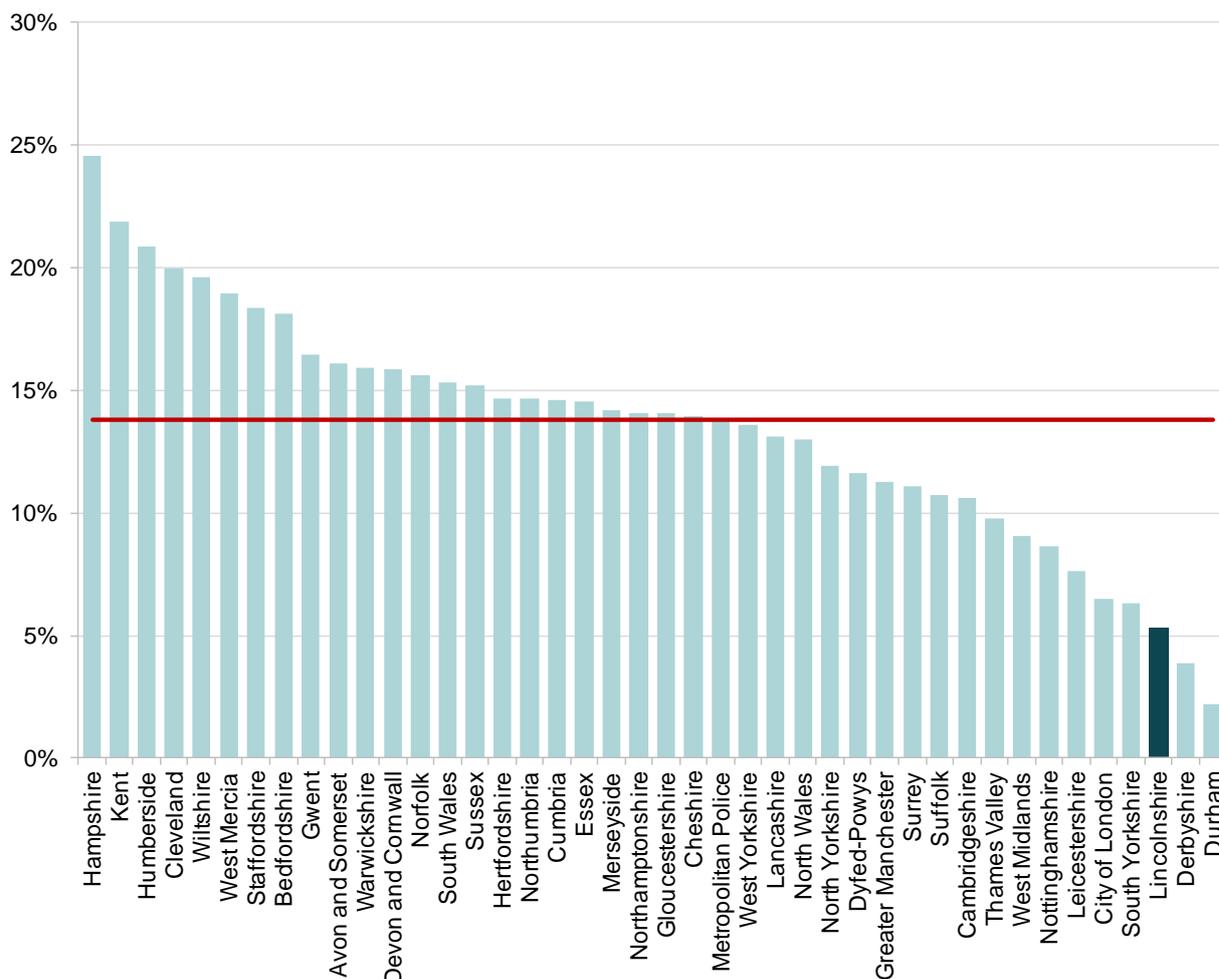
### **Supporting victims**

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,<sup>12</sup> which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

---

<sup>12</sup> Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

**Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force<sup>13,14</sup>**



**Source: Home Office crime outcomes data**

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

For all offences recorded in the 12 months to 30 June 2016, Lincolnshire Police recorded 5.3 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. This is positive and may indicate that the quality of investigations is good and that victims feel supported. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

<sup>13</sup> Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

<sup>14</sup> Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

In HMIC's 2015 effectiveness report, we stated that the force should improve its compliance with the *Code of Practice for Victims of Crime*,<sup>15</sup> especially in relation to victim personal statements. The force has improved its compliance, and supervisors have better oversight through monitoring the case workload of their teams. The force has invested in training all those whose role involves victim contact to keep victims at the centre of investigations. A Victim Lincs team provides further resilience and, together with the officer in the case, they call all victims within three days of the incident and maintain victim contact. The majority of victims receive a satisfactory service and are regularly updated on how their case is progressing. Victims are usually offered the opportunity to provide a victim impact statement, but compliance is not monitored across the force and investigators do not routinely use victim care plans, which means that victims may not be adequately safeguarded.

## **How effectively does the force reduce re-offending?**

We assessed how well the force works with other policing authorities and other interested parties to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, dangerous or sexual offenders.

### **How well does the force pursue suspects and offenders?**

In HMIC's 2015 effectiveness report, we recommended that the force should introduce a clear process to ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail and named suspects identified through forensic evidence are arrested swiftly.

Initially, the force actively pursues offenders who pose a risk to the public. Outstanding suspects are monitored by supervisors as part of an assessment of an officer's workload to ensure enquiries are continuing and high-risk and domestic abuse offenders are discussed and prioritised at daily management meetings. There is also comprehensive coverage across the force area by the automatic number plate recognition system, monitored by an intelligence support officer in the force control room, to support proactive operations to capture suspects.

However, there is no force-level oversight of cases where there is a named suspect on a crime investigation and no prioritised process to ensure that those offenders who are not immediately arrested and who cause the most harm are captured and dealt with quickly. After approximately six months, we found that enquiries to find

---

<sup>15</sup> All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*. The code sets out the service that victims can expect from all organisations, including the police, that have a role in the criminal justice system. The *Code of Practice for Victims of Crime*, among other things, requires officers to provide regular updates to victim of crime on the progress of investigations. The Code can be accessed at: [www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime](http://www.gov.uk/government/publications/the-code-of-practice-for-victims-of-crime)

and arrest offenders and suspects start to drift, and there is a considerable number of suspects still not eliminated from investigations as well as a sizeable number of suspects who are still wanted a year after the offence, including offenders who have breached the terms of their police or court bail conditions. Some arrest actions are placed on the response briefing and task assignment system or are actions as part of a handover between shift supervisors, but because of overall demand these may not be dealt with for some time.

In the 12 months to 30 June 2016, 21 percent of all arrests in Lincolnshire were of foreign nationals; this is in line with the England and Wales rate. It is standard practice to check all arrested foreign nationals with the ACPO criminal records office.<sup>16</sup> ACRO facilitates the exchange of criminal records with European and other signatory nations. It is important that police forces make use of this facility when foreign nationals are arrested. If an individual's offending history in other countries is not known to police forces in England and Wales, it is difficult to make an accurate assessment of their likelihood of re-offending or the level of harm they might present to the public.

Lincolnshire Police recognises that it is at specific risk from foreign national offenders and takes a proactive approach to their management. The nature of the rural economy in the east of the county means that there is high demand for low-cost manual labour, often provided by people from Eastern Europe. The force has an understanding and safeguarding emerging communities team, which has increased in size over the last 12 months. This team demonstrates subject-matter expertise on modern slavery, has a good knowledge of legislation and is responsible for the immediate commencement of deportation orders through the Home Office for those people who meet the appropriate criteria. The team's expertise means it has established specific contacts for deportation orders within the Home Office, and it manages all European arrest warrants. The force reports that it has successfully deported over 150 individuals over the last 18 months.

### **How well does the force protect the public from the most harmful offenders?**

The force's overall approach to offender management, reducing re-offending and reducing the risk posed by dangerous and sexual offenders is positive and has progressed considerably over the past 12 months.

In HMIC's 2015 effectiveness inspection, we recommended that the force should work with other organisations to develop its approach to integrated offender

---

<sup>16</sup> The National Police Chiefs' Council (formerly ACPO) criminal records office (ACRO) manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

management<sup>17</sup> in line with the Home Office principles. In Lincolnshire, the assisting rehabilitation through collaboration scheme is the equivalent, and principal partner organisations are co-located at one site. The other organisations include housing services, probation services and a community rehabilitation company, and importantly there is also wider expertise including mental health, psychological, drug and alcohol advice. The police team has been increased, with a clear direction to work much more closely with other organisations, and to share intelligence and information. The scheme no longer works on a referral basis but an analyst draws the top 2 percent of offenders from the force's crime system to identify who should be included. The force expects the cohort of 53 at the time of our inspection to rise to 150 and already includes domestic abuse perpetrators as well as some lower-level members of organised crime groups who also engage in volume crime. There is an expectation that some sex offenders will also be managed by the scheme. The scheme has been operating for less than a year, and it is not yet possible to evaluate its success; however, we were provided with examples of interventions which had had a positive effect on offending behaviour.

In HMIC's 2015 effectiveness inspection, we recommended that the force should manage the risks posed by registered sex offenders effectively. In the 12 months to June 2016, 56 sexual harm prevention orders were issued and 12 were breached.<sup>18</sup> Lincolnshire Police is adequately prepared to manage the risk posed by dangerous and sexual offenders. It has good processes for identifying and monitoring sexual and other dangerous offenders. Effective multi-agency public protection arrangements (MAPPAs)<sup>19</sup> are used by the force and other organisations, including the prison and probation services, to monitor those offenders assessed as presenting a high risk to the public and to stop them re-offending. The violent and sex offender register is effectively used, recording the actions taken by MAPPA officers to enforce the restrictions imposed by the courts. The sex offender management team workload was found to be manageable, with reasonable ratios of sex offenders and high-risk sex offenders per officer. Frontline staff are briefed on the release of sex offenders and neighbourhood officers are given tasks in relation to their management.

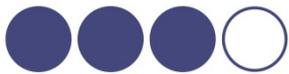
---

<sup>17</sup> Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

<sup>18</sup> Sexual Harm Prevention Orders (SHPO) can be applied to anyone convicted or cautioned for a sexual or violent offence. They can place a range of restrictions on individuals depending on the nature of the case, such as limiting their internet use, preventing them from being alone with a child under 16, or preventing travel abroad.

<sup>19</sup> Multi-agency public protection arrangements (MAPPAs) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

## Summary of findings



**Good**

Lincolnshire Police's approach to investigating crime and reducing re-offending is good. It has greatly improved over the last two years. Work is still needed to improve the quality of some investigations, but the force has effective processes and leadership, raising investigative standards.

Arrangements for initial investigations are based on an assessment of threat, risk and harm, and the allocation of complex and non-complex crimes generally works well. Recorded crime has broadly remained stable, a position which compares favourably with most other forces.

Investigations are generally carried out well, with good results. The approach to investigating crime is improving, although there are still inconsistencies across the force in recording supervisor directions and completing victim care plans.

When offenders are not immediately arrested, there is no force-level oversight of cases where there is a named suspect and no prioritised process to ensure that those offenders who cause the most harm are captured and dealt with quickly.

Victims are provided with a satisfactory service, including special measures, updates and victim personal statements.

The force and other organisations actively manage those offenders who pose a risk to the public. The force is adequately prepared to manage the risk posed by dangerous and sexual offenders.

### **Areas for improvement**

- The force should develop its understanding of – and have a clear process to prioritise – those offenders who are not immediately arrested or who breach police and court bail conditions and who cause the most harm to ensure they are captured and dealt with quickly.
- The force should improve the quality of investigations by recording supervisors' directions consistently on investigation and victim care plans.

## How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Protecting the public, particularly those who are most vulnerable, is one of the most important duties placed on police forces. People can be vulnerable for many reasons and the extent of their vulnerability can change during the time they are in contact with the police. Last year HMIC had concerns about how well many forces were protecting those who were vulnerable. In this section of the report we set out how the force's performance has changed since last year.

### **Has the force improved since HMIC's 2015 vulnerability inspection?**

A number of recommendations and areas for improvement were identified in HMIC's 2015 effectiveness (vulnerability) report. Good progress has been made on most of the areas identified for improving the force's response to children at risk of sexual exploitation and missing and absent people, and investigators are better skilled and equipped. However, we are concerned that the force has made limited progress in some areas, which we set out below.

The force's understanding of the nature and scale of vulnerability is insufficient, because: there are too few analysts; the IT systems cannot record vulnerability consistently; and domestic abuse is not always recorded accurately. The current backlog in the central referral unit means that referrals concerning children experiencing domestic abuse do not contain all the relevant information.

The force still has an inconsistent approach to the management of risk for missing and absent children. Not all missing persons are reviewed in accordance with force policy, and the missing record is not always created on a specialised database.

The force's specialist investigative capacity is generally sufficient although some specialist staff do not have the opportunity for continuous professional development and the right training to fulfil their safeguarding responsibilities. Supervisors do not always record decisions consistently and there is still a lack of visible supervision.

### **How effectively does the force identify those who are vulnerable and assess their level of risk and need?**

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who

come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

## Understanding the risk

The force promptly identifies and assesses the risk for repeat and vulnerable victims.

The force has a structured approach to identifying vulnerable and repeat victims and several templates are used by officers to guide them through the assessment process. This includes proformas for the THRIVE assessment, anti-social behaviour and missing and absent individuals. We examined a small sample of incident logs and these showed a good assessment of risk, although in some cases logs had been closed with the wrong closure code. This means that calls are graded appropriately and the correct response is made, but analysing whether incidents are dealt with appropriately is more difficult. The quality assessment carried out on each member of the workforce in the control room by the supervisors includes an assessment of the use of proformas, but it is disappointing to note that it makes no specific mention of the use of THRIVE by call handlers, and in particular how well vulnerability is identified.

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,<sup>20</sup> others use the definition referred to in ACPO guidance<sup>21</sup> and the remainder use their own definition.

Lincolnshire Police uses the definition from the ACPO guidance and defines a vulnerable adult as:

“any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation”

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June

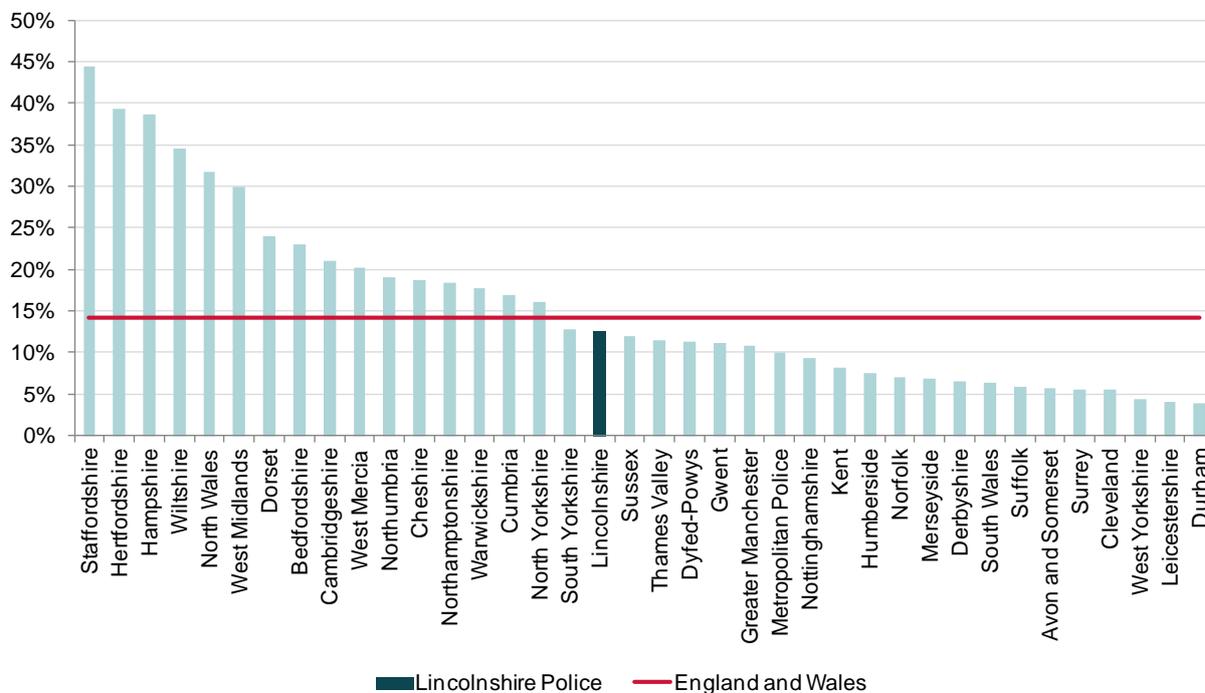
---

<sup>20</sup> *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/254459/code-of-practicevictims-of-crime.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf)

<sup>21</sup> The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/)

2016, 12.7 percent of all recorded crime in Lincolnshire was identified as having a vulnerable victim, which is broadly in line with the England and Wales figure of 14.3 percent.

**Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016<sup>22</sup>**



**Source: HMIC data return, Home Office data**

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

There is no standard way in which forces are required to record whether a victim is vulnerable on crime-recording systems, and forces do this differently. In Lincolnshire Police, this decision is generally made by the officer investigating the case who may not always record it; this means that the force may not always be properly identifying vulnerable victims of crimes. In addition, as highlighted previously, some types of crime rely on an officer or member of staff attaching a flag or ‘qualifier’ manually to a particular crime to show, for example, that it is domestic abuse related. The force reports that a qualifier is not always added to the crime report, which means that the force may not be highlighting some types of crime.

Lincolnshire Police also records a very low rate of vulnerable callers into the control room, compared to other forces across England and Wales, as well as a low rate of repeat victims. This is because Lincolnshire Police’s IT systems automatically flag up linked incidents at the same address but cannot automatically follow an individual from one address to another; this means it cannot easily extract this information accurately from its databases.

<sup>22</sup> City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces’ data are not included in the graph or in the calculation of the England and Wales rate.

In HMIC's 2015 effectiveness (vulnerability) report, we identified that the force should improve its response to children at risk of sexual exploitation by ensuring it develops its understanding of the scale and nature of the issue, and that its frontline staff have an appropriate level of knowledge of the factors so that they can identify cases and understand how to respond.

Some aspects of the response to child sexual exploitation have improved. For example, there is good progress on bringing together operational expertise to focus on it and there are monthly multi-agency child exploitation meetings where ongoing cases involving victims and perpetrators are discussed. The meetings include representatives from the child sexual exploitation team, missing persons team, health, probation, youth offending and housing services. At the end of this meeting the ten children at highest risk of sexual exploitation and those children who are frequently missing are highlighted.

However, the force still does not respond well enough to child sexual exploitation. Leadership seminars include briefings to supervisors on child sexual exploitation, but other frontline staff have not yet received this training. The force also still demonstrates an insufficient understanding of the total nature and scale of vulnerability across its area, covering child sexual exploitation, domestic abuse and missing and absent children. This is because it relies on: an analysis of child sexual exploitation that is at a regional level only and a force-level assessment, developed with other organisations, which is now two years old; a domestic abuse analysis which is one year out of date; and an analysis on missing persons, published in January 2016, which contains no recommendations. Given the difficulties in incident and crime reporting highlighted above, any new analysis at this point would not be based on accurate data, which means that the final product would not be accurate and would be of less value than the analyses used at present. Lincolnshire Police should ensure that it takes the steps necessary to understand the total nature and scale of the problem on child sexual exploitation .

The force has a comprehensive and up-to-date domestic abuse action plan, which has mostly been completed satisfactorily, with progress having been made in those areas which require further work.

The force has responded to the recommendation in HMIC's 2015 effectiveness (vulnerability) report which stated that it should improve its response to missing children by developing its understanding of the scale and nature of the issue. In persistent cases the force should ensure it uses information from previous missing episodes to develop a co-ordinated and prioritised response. The force should also ensure that frontline staff and supervisors understand how to identify the risk factors associated with missing children and the potential links to child sexual exploitation, understand their roles and responsibilities for investigating and safeguarding, and use effectively systems designed to support the management of cases.

Although the force's analysis of missing and absent persons makes no clear recommendations, it identifies the current scale of the problem and potential increase in police demand, and the missing and absent team has been strengthened. The missing persons co-ordinator is now co-located with the child sexual exploitation team and the whole matter is given a higher profile in the force. For example, missing children at risk of child sexual exploitation are discussed at meetings involving child sexual exploitation investigators, and the subject of 'missing children' forms part of the agenda of the Lincolnshire safeguarding children board child sexual exploitation sub-group.

Over 90 trigger plans – cases of frequently missing children, many of whom are at risk of sexual exploitation, where a call about that child will trigger an alert to link the call to previous missing episodes – help to develop a co-ordinated and prioritised response. These are accessible to those working in the control room and those who will conduct a missing person investigation. However, knowledge of these trigger plans is not widespread across all control room staff.

However, the force still does not respond well enough to missing and absent children. It still has an inconsistent approach to the assessment and management of risk for missing and absent children. Not all missing persons are reviewed in accordance with force policy, and a missing record is not always created on a specialised IT database: for those treated as missing and found within two hours, an incident log is used instead. This leads to a risk that information from the incident is not collated in a searchable format and will not be linked to other episodes later. We found a recent incident where two 16-year-old girls, one of whom was already flagged as at risk of child sexual exploitation, went missing and were found five hours later with two 30-year-old men in a hotel room. The incident log was used to record actions, but it is not clear what records were then collated and transferred to the database so that this missing episode could be linked to others for future reference.

Frontline officers and staff understand how to identify and protect those who are vulnerable and consistently demonstrate positive behaviours towards vulnerable victims. Some good practices enable officers to identify and respond well to people who are vulnerable. For example:

The force has supported the development of a mental health triage car in the county, with an agreement that this will be staffed with a paramedic and psychiatric nurse. This provides help and advice and attends incidents where mental health is a concern. Out of operational hours, control room staff have an initial point of contact with East Midlands ambulance staff.

Frontline officers are trained to spot the signs of mental ill health and know how to refer people for support as well as deal compassionately with people suffering from mental illness.

A multi-agency plan is in place to tackle hate crime and hate-motivated harassment incidents in Lincolnshire. The multi-agency hate crime plan sets out the approach to tackling and preventing hate crimes and incidents across the county. This is raising awareness of hate crime across the force.

## **How effectively does the force initially respond to vulnerable victims?**

The initial work of officers responding to a vulnerable person is vital, because failure to carry out the correct actions may make future work with the victim or further investigation very difficult. This could be the first time victims have contacted the police after suffering years of victimisation or they may have had repeated contact with the police; either way, the response of officers is crucial. The initial response to a vulnerable victim must inspire confidence that the victim's concerns are being taken seriously as well as provide practical actions and support to keep the victim safe. The officer should also assess the risk to the victim at that moment and others in the same household, and collect sufficient information to support the longer-term response of the force and other partner organisations.

### **Do officers assess risk correctly and keep victims safe?**

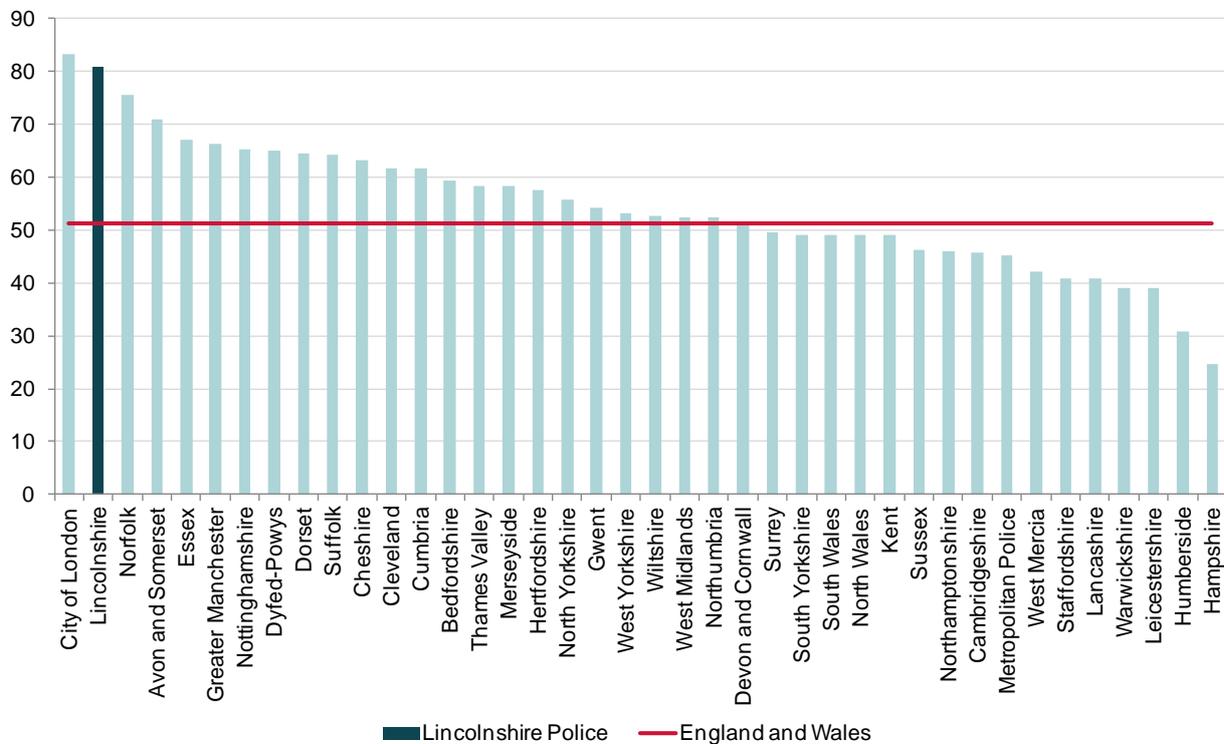
The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by the Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Lincolnshire increased by 17 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 8 percent of all police-recorded crime in Lincolnshire, compared with 11 percent of all police-recorded crime across England and Wales.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. Although for the purpose of this calculation arrests are not directly tracked to offences, a high arrest rate may suggest that a force prioritises arrests for domestic abuse offenders over other potential forms of action (for further details, see annex A). HMIC has evaluated the arrest rate alongside other measures during our inspection process to understand how each force deals with domestic abuse overall.

Officers are clear about the force's approach to vulnerability and generally demonstrate positive behaviour in relation to victims who are vulnerable. There is a good understanding of domestic abuse among frontline officers; they take positive action and in Lincolnshire, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 81 arrests made in the same time

period. Although this arrest rate has deteriorated from last year it is still considerably higher than the 51.3 percent arrest rate for England and Wales as a whole.

**Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016** <sup>23</sup>



**Source: HMIC data return, Home Office data**

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

Officers who initially attend incidents are good at identifying when a person is vulnerable and have an adequate understanding of how to handle this. They have a good knowledge of risk assessment tools, which help the officer identify and protect those who are vulnerable, and when referrals to other agencies should be made.

There is an increased awareness of how abusers control victims, but the understanding of stalking and harassment is not as good. We examined a small sample of cases of harassment, which had been dealt with by way of a police information notice; this is not appropriate, as a full investigation should have been started. Officers and many supervisors do not appear to understand the significance of a course of conduct in harassment as opposed to an isolated incident or when a police information notice should be issued.<sup>24</sup>

<sup>23</sup> Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

<sup>24</sup> The police may issue Police Information Notices (PINs) for allegations of harassment. These notices (sometimes called Harassment Warning Notices or Early Harassment Notices) are not covered by legislation, and do not constitute any kind of formal legal action. One reason the police get

Officers conduct the necessary immediate safeguarding actions well, record these and provide appropriate advice and referrals to other agencies. Assessment of risk following a domestic abuse incident is always conducted face- to- face with the victim. Officers attending incidents of domestic abuse check that children are safe and well, but the behaviour and demeanour of the child, and what they said, is not routinely recorded. Those victims and witnesses who feel vulnerable and intimidated are interviewed by appropriately trained staff, and when victims do not support a prosecution then safeguarding support is still provided and the force tries to prosecute with other available evidence. This is increasingly being provided using body-worn video cameras. Response officers routinely use body-worn video cameras and are equipped with mobile data terminals which are used well to support an initial investigation. There is good and consistent supervision of safeguarding actions, and the force is able to monitor its officers and staff, including when they are using mobile data terminals to record their activity.

However, the force acknowledges that there have been some occasions when the quality of service to victims of serious sexual offences requiring medical examination has been below the standard set with its contractor. In a small number of occasions over the past 12 months there has been an unacceptable delay in the attendance of either a forensic medical examiner or a forensically trained paediatrician. This response is not victim-focused and could potentially lead to victims disengaging and result in the loss of forensic evidence. The force is urgently seeking assurance from its contractor that this problem will be resolved quickly.

The force, with other organisations, generally manages the immediate safeguarding of children well. Meetings are led by professionals from children's services to discuss concerns about children, information is shared and the rationale and decision making are recorded. During office hours, the central referral unit (CRU) and child sexual exploitation specialists will be involved in these meetings to help research the parties involved and provide information from the force's databases, including intelligence. Outside office hours, the emergency meetings are co-ordinated by the inspector in the force control room. An action plan is developed which identifies the actions to be undertaken by the different agencies including the police. This means that there is more effective and timely safeguarding to help protect children.

Lincolnshire Police launched a new process in 2014, called Stop Abuse. This process allows officers and any member of staff to make a referral to the CRU about any concern they have in relation to the safeguarding of children or adults. The CRU is a police team co-located with other organisations such as health and adult services. All incidents at which there are children who are assessed as high risk are

---

people to sign these notices is to show in possible future legal proceedings that a suspect was aware that their behaviour would count as harassment. This is important because the offence of harassment occurs where: there has been a "course of conduct" (not just one event); and the perpetrator knows or ought to know that their conduct amounts to harassment.

referred by the domestic abuse officers to the CRU, to ensure that the information is transferred to the local authority's children's services. At the time of the inspection, there was a backlog of 160 Stop Abuse referrals to the CRU awaiting a risk assessment. The backlog has significantly reduced over recent weeks and the force has plans to eliminate the problem over the next two months. However, while high-risk cases are immediately referred to children's services with a copy of the domestic abuse, stalking and harassment form (DASH),<sup>25</sup> for those victims whose risk assessments fall into a medium or standard risk category, the 'snapshot' only contains basic details of those involved and does not contain details of the incident. In addition, the force does not undertake any checks until the Stop Abuse referral is opened for an assessment by the CRU. Due to the backlog, this may be days or weeks after the initial incident, which means that those who are vulnerable may not receive the response they need in a timely way and safeguarding may be delayed.

## **How effectively does the force investigate offences involving vulnerable victims and work with external partners to keep victims safe?**

Those who are vulnerable often have complex and multiple needs that a police response alone cannot always meet. They may need support with housing, access to mental health services or support from social services. Nonetheless, the police still have an important responsibility to keep victims safe and investigate crimes. These crimes can be serious and complex (such as rape or violent offences). Their victims may appear to be reluctant to support the work of the police, often because they are being controlled by the perpetrator (such as victims of domestic abuse or child sexual exploitation).

In HMIC's 2015 effectiveness (vulnerability) report, we said that the force should improve its investigation of cases involving vulnerable victims, specifically in relation to cases involving victims of domestic abuse and serious sexual offences, to ensure that appropriately skilled and experienced staff conduct the investigation and there is effective supervision and prioritisation of workloads.

Investigators are generally allocated crimes which they are trained to deal with, although the allocation decision is primarily based on crime type rather than an assessment of threat, harm and risk to the victim. The force is developing a new policy, using effective practice from other forces' crime allocation approaches, to find the best way to assign cases, and all domestic abuse cases involving an assault are assigned to officers in the investigations department.

---

<sup>25</sup> DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high risk cases of domestic abuse, stalking and so-called honour-based violence.

The force's current specialist investigative capacity is generally sufficient to provide a good service, and investigator case workloads are more manageable than in 2015. All investigators are trained, or being trained, to investigate the crimes allocated to them effectively. In one very specialist team – the internet child abuse team – there is a small backlog where 50 cases are awaiting investigation, although these are all prioritised so that the high-risk ones are dealt with first. There were no very high-risk cases at the time of the inspection: if there had been, they would have been dealt with immediately. The high-risk cases are planned to be completed within two weeks, in accordance with national guidelines, but this does not always happen, because of a lack of staff. Those in the medium and standard risk groups take longer – potentially months for the standard risk cases.

The HMIC file review found that investigators identify vulnerable victims well; identification of vulnerability and risk for others involved in the case such as witnesses or children in the household, however, is poor. Supervisors and managers provide oversight, but they do not always record their decisions consistently on investigation plans, which means there is still a lack of a visible supervisory input to many investigations.

There is some use of domestic violence protection orders and notices, and the number of applications have slightly increased since HMIC's effectiveness (vulnerability) report. The use of the 'Right to Ask' under the domestic violence disclosure scheme (Clare's Law) has slightly decreased over the previous year after an initially high take-up in 2014/15. The force recognises that, at the time of the scheme's launch, it promoted its availability heavily to the public but has not done so since.

Not all specialist staff have an opportunity for continuous professional development, and this applies to police staff within the CRU. This is concerning, as CRU administrative officers have had no training on how to screen referrals, nor on domestic abuse, stalking, coercive and controlling behaviours or safeguarding. They conduct their threshold assessments using their professional judgment and seek advice where necessary, but there is no process to check their decision-making for those referrals which they deem to be below the required threshold for a referral to a multi-agency risk assessment conference (MARAC).<sup>26</sup> This may mean that some children may not receive appropriate safeguarding support.

There is no multi-agency safeguarding hub in Lincolnshire, although some of the relevant organisations are co-located in the CRU. However, over the last year, the force and other relevant organisations have developed a new 'safeguarding Lincolnshire together' (SLT) arrangement. This means there is better co-ordinated working across the different organisations that are focused on safeguarding

---

<sup>26</sup> Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

vulnerable people, particularly adults. The SLT is a way for other organisations and the police to meet and discuss individual cases and this arrangement is starting to help organisations share the full range of information available. Meetings are held twice a week, hosted by the force, and involve children and safeguarding adult services, health and mental health professionals. SLT does not yet include school points of contact, which would help with the early exchange of information and discussions on safeguarding with schools. Overall, the processes to deal with urgent cases work well, with the CRU co-ordinating a telephone conference involving the appropriate organisations. A review of how well the SLT arrangement is working is being carried out by the independent chair of the county's public protection board.

### **Victims of domestic abuse**

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.<sup>27</sup>

The rate of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse offences is shown in figure 8. Domestic abuse crimes used in this calculation are not necessarily those to which the outcomes have been assigned and are only linked by the fact that they both occur in the 12 months to 30 June 2016. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome (for further details see annex A).

---

<sup>27</sup> Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

**Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Lincolnshire Police<sup>28</sup>**

Outcome type / group	Lincolnshire Police	England and Wales
Charged / Summoned	35.8	23.2
Caution – adults	4.1	5.6
Caution – youths	0.8	0.3
Community resolution	1.0	1.4
Evidential difficulties prevent further action; victim supports police action	38.9	24.1
Evidential difficulties prevent further action; victim does not support police action	15.6	35.4

**Source: HMIC data return, Home Office data**

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

In the 12 months to 30 June 2016, Lincolnshire Police's use of 'charged / summonsed', 'caution – youths' and 'evidential difficulties prevent further action; victim supports police action' was among the highest in England and Wales in cases with identified domestic abuse. Its use of 'evidential difficulties prevent further action; victim does not support police action' was among the lowest in identified domestic abuse cases in England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Outcomes for domestic abuse are generally positive. In the 12 months to 30 June 2016, Lincolnshire Police had the one of the highest charge rates for domestic abuse offences in England and Wales; 36 percent compared with to a rate of 23 percent in England and Wales as a whole. These figures should be treated with caution, however, as crimes identified as involving domestic abuse are not always being recorded accurately with a domestic abuse flag or 'qualifier', which might mean charge rates are actually lower.

The daily management meeting helps ensure that domestic abuse cases are highlighted and action is being taken to investigate and safeguard families. The force is effective at taking immediate safeguarding measures to protect people involved in domestic abuse. Frontline officers who attend a domestic abuse incident must complete a risk referral form before the incident log can be closed. Each victim is risk assessed and the form is used as an aid to guide the officer to decide on the likelihood of current and future risk of domestic abuse. However, risks to children

<sup>28</sup> Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

within the household are still not identified well, and there is a lack of awareness about the type of detail required and where the views or 'voice' of the child should be recorded. The decision making for cases assessed as standard or medium risk is reviewed by a supervisor who can alter the grading, and all high-risk cases are reviewed by an inspector. In each case, immediate safeguarding actions are put in place, and all the forms are reviewed and re-assessed daily by a public protection specialist.

Domestic abuse officers, co-located and working with independent domestic violence advocates, take ownership of the ongoing safeguarding of victims at high risk of domestic abuse and those medium-risk victims who have been discussed at a MARAC, which also covers the safeguarding of witnesses and children. All domestic abuse cases involving an assault where there is a medium or standard risk of abuse are dealt with by investigators in the criminal investigation department, who also take responsibility for safeguarding. Non-crime cases generally remain with the reporting officer, who is likely to be a response officer. This is an improved situation from 2015, where too many cases remained with the reporting officer. Where a victim lives outside the county, then a request for a safeguarding visit is sent to the force area where the victim lives and details of the case are also passed on. If the victim is at high risk of abuse, this referral will be made to the Lincolnshire MARAC, requesting a transfer to the home force MARAC.

There is a multi-agency out-of-court scrutiny panel, which has panel members from across the criminal justice system, for example from the youth offending service and crown prosecution service. It examines 15 crime files including at least five domestic abuse cases every quarter. Over the 14 months to the time of the inspection, the force reports that the number of cases deemed inappropriate has reduced significantly. The force is considerably below the England and Wales rate for domestic abuse cases where there are evidential difficulties which prevent further action and the victim does not support police action; however, there is still further work needed to reduce the number of cases which do not proceed and the victim supports action.

## Summary of findings



**Requires improvement**

Lincolnshire Police requires improvement in protecting those who are vulnerable from harm, and supporting victims. Progress has been made since HMIC's 2015 effectiveness inspection, but important areas still need to improve.

The force has insufficient understanding of the nature and scale of vulnerability, because there are too few analysts, the IT systems cannot record vulnerability and domestic abuse is not always recorded accurately.

The force is generally good at identifying and protecting vulnerable people at initial contact. Those attending domestic abuse incidents, however, are not consistently recording how children are affected. The force still has an inconsistent approach to the management of risk for missing and absent children. Not all missing persons are reviewed in accordance with force policy, and the missing record is not always created on a specialised database.

Some aspects of the response to child sexual exploitation have improved, and work with other organisations helps keep children safe. However, staff in the central referral unit have not been trained and not all frontline staff know how to identify and respond to possible child sexual exploitation.

The force's specialist investigative capacity is generally sufficient, except for in the internet child abuse team.

### **Cause of concern**

The force has made insufficient progress on two of the areas for improvement identified in HMIC's 2015 effectiveness (vulnerability) report.

### **Recommendations**

The force should address this rapidly to ensure that victims are safeguarded and staff know how to respond well:

- The force should improve its response to missing and absent people, including frequently missing children, by:
  - developing its understanding of the scale and nature of the issue;
  - managing the assessment process more robustly;
  - using systems designed to support the management of cases effectively; and
  - increasing awareness of trigger plans for those children who frequently go missing and who are at risk of sexual exploitation.
- The force should improve its response to children at risk of sexual exploitation by ensuring it develops its understanding of the scale and nature of the issue, and that its frontline staff know how to identify cases and understand how to respond.

### **Areas for improvement**

- The force should reduce the backlog of Stop Abuse referrals to the central referral unit awaiting a risk assessment to ensure those who are vulnerable receive the response they need in a timely way and safeguarding is not delayed.
- The force should ensure that all specialist staff have the opportunity for continuous professional development and the right training and support to be able to fulfil their investigative and safeguarding responsibilities well.

## How effective is the force at tackling serious and organised crime?

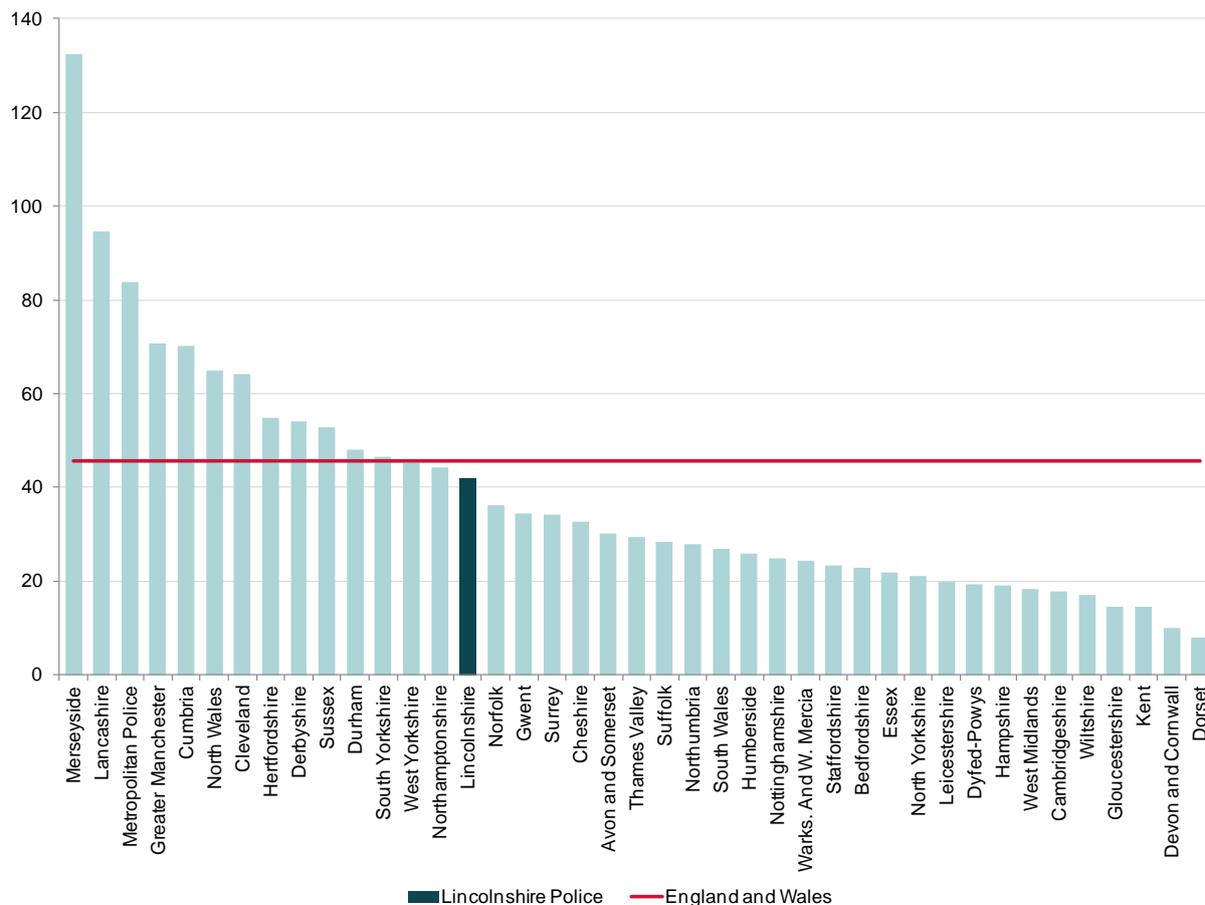
Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces have a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations. Police forces that are effective in this area of policing tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level.

## How effectively does the force understand the threat and risk posed by serious and organised crime?

In order to tackle serious and organised crime effectively forces must first have a good understanding of the threats it poses to their communities. Forces should be using a range of intelligence (not just from the police but also from other partner organisations) to understand threats and risks, from traditional organised crime such as drug dealing and money laundering to the more recently-understood threats such as cyber-crime and child sexual exploitation.

As at 1 July 2016, Lincolnshire Police was actively disrupting, investigating or monitoring 42 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales. Lincolnshire Police gathers and submits intelligence to the East Midlands Special Operations Unit (EMSOU), which assumes responsibility for its OCG mapping. This affords a good degree of consistency, enhanced intelligence sharing and a better understanding of threats across the East Midlands region.

**Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016<sup>29</sup>**



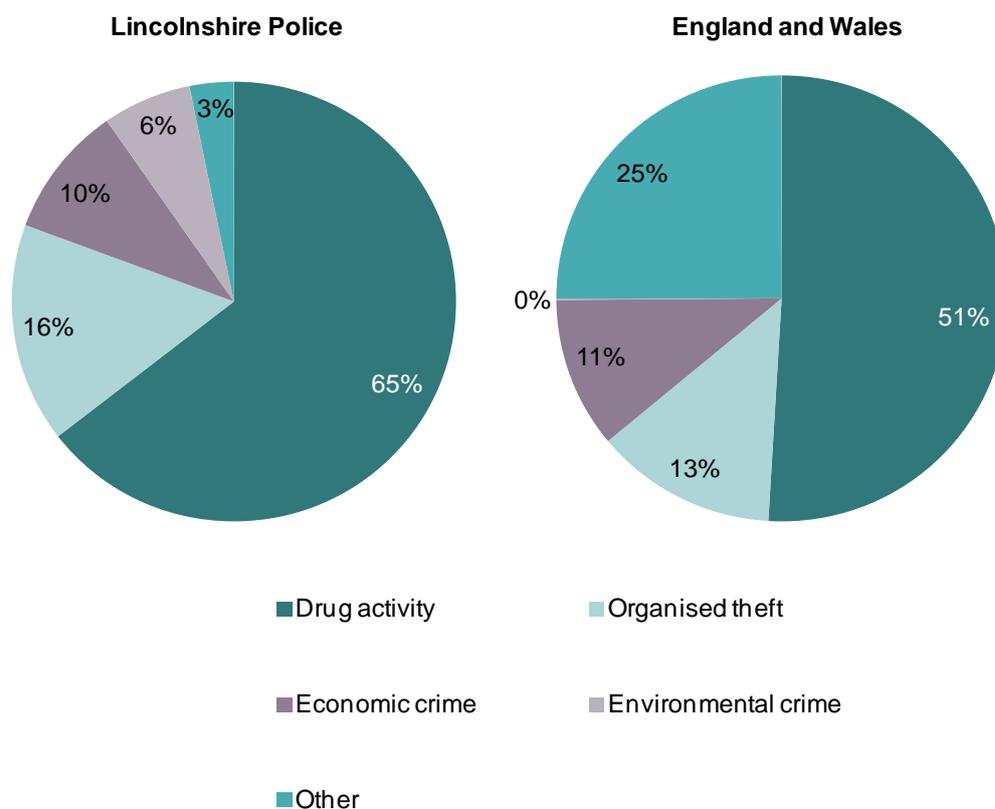
**Source: HMIC data return**

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

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed by Lincolnshire Police as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

<sup>29</sup> City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

**Figure 10: Active organised crime groups by predominant crime type in Lincolnshire, as at 1 July 2016**



**Source: HMIC data return**

**Note: Figures may not sum to 100 percent due to rounding. For further information about these data, please see annex A.**

In HMIC’s 2015 effectiveness report, we identified that Lincolnshire Police had a good understanding of serious and organised crime, responded to it effectively and had good arrangements in place to manage those involved in and deter people from being drawn into organised crime. The force continues to tackle serious and organised crime well and has made some improvements. For example, it is developing a serious and organised crime unit to support local operations and is co-locating specialised teams to share expertise in tackling child abuse.

Lincolnshire Police has a good understanding of the threats posed by serious and organised crime. An assessment document, called a local profile, is used to help solve problems together with other organisations, for example with trading standards and HM Revenue & Customs. This profile is being updated with information and data from other organisations; it reviews emerging crimes and is aligned to regional priorities. There is now an established and active force-wide serious and organised crime partnership board in which organisations work together to tackle organised crime. As a result, there is a better understanding of the breadth of the threats the force faces, with an increased emphasis on understanding emerging crimes such as modern slavery, cyber-crime and child sexual exploitation.

The force can demonstrate that it assigns appropriate resources to look for and develop the intelligence needed to tackle serious and organised crime. It uses traditional intelligence sources, and dedicated staff gather and analyse intelligence about OCGs operating in the force area. This intelligence function is complemented by a regional intelligence team, which is part of the EMSOU. This regional team can add further intelligence to that held by the force from other forces and partner organisations such as the government agency intelligence network (GAIN).<sup>30</sup> This helps the force produce a more accurate and detailed picture of serious and organised criminality and means that threats can be identified, assessed and acted on at the earliest opportunity.

To enhance its understanding of newer crime types even further, the force has invested in, and extended, its existing understanding and safeguarding emerging communities team. The team enriches the intelligence picture and makes effective use of foreign national offender checks to identify and remove active foreign OCG members from the country. The force also reviews effectively the reports it receives from financial institutions on suspicious activity on banking transactions.

Lincolnshire Police gathers and submits intelligence to the EMSOU, which assumes responsibility for its OCG mapping. OCGs are re-scored at regular intervals and in line with national guidance. However, in 2015's report we identified that, although the mapping process is carried out thoroughly by the regional team, it is sometimes unnecessarily lengthy. The time taken to complete this mapping process has not improved over the last twelve months and, while this does not impede the force in carrying out urgent activity against the OCG, it means that the full spectrum of tactics available through regional arrangements may not be immediately used.

## **How effectively does the force respond to serious and organised crime?**

An effective force will pursue and prosecute offenders and disrupt organised criminality at a local level. The force will use specialist capabilities, both in the force and at regional level, and non-specialist capabilities such as its neighbourhood teams. While it can be complex for a force to assess the success of its actions against serious and organised crime, it is important that the force understands the extent to which it disrupts this crime and reduces harm.

Overall, Lincolnshire Police's response to serious and organised crime is good. The force is able to demonstrate an effective connection from local up to regional level in the identification and management of serious and organised crime. Governance and oversight of serious and organised crime is at a senior level and there is a well-

---

<sup>30</sup> The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

established serious and organised crime partnership board. There are good working relationships with both the EMSOU and the National Crime Agency. Monthly meetings at force level are used effectively to assign tasks and monitor progress. All OCGs that are identified in the Lincolnshire Police area and which remain under the management of the force have a lead responsible officer (LRO) assigned to them of at least inspector level who is involved in all intelligence requirement decisions. This person keeps responsibility for the OCG over its active lifespan, unless a decision is made to change the LRO because a specialist skill is required - for example, if the inquiry is financial, then an LRO from the financial investigation unit may be needed.

Each OCG has a management plan which clearly documents the objectives of the plan, those involved, the intelligence gathered, the action being taken and the disruption tactics used. Neighbourhood and response teams have a good awareness of the OCGs operating in their areas and are involved in intelligence gathering and, where appropriate, disruption activity. LROs are usually neighbourhood inspectors; they have a good awareness of suitable tactics and access to the National Crime Agency disruption manual. Although there is no formal training or briefing process on assignment, they are well supported by experts at the EMSOU and there is good access to specialist advice in force.

The force works well with other organisations and forces to disrupt, dismantle and investigate OCGs. Intelligence submitted by other organisations is considered and there is more emphasis on gathering intelligence about those OCGs involved in newer threats such as child sexual abuse, modern slavery, the activities of foreign national offenders and cyber-crime.

At neighbourhood level there is good exchange of information between the police and other organisations, for example licensing teams, trading standards and local authority staff, which means that the plans to tackle OCGs can make use of disruption tactics that draw on the legal powers of other organisations. An investigation observed as part of the inspection showed a co-ordinated approach with other organisations and forces to ensure that disruption activity was sustained.

HMIC observed an OCG meeting and found the problem-solving approach and the provision of tactical options to tackle active OCGs is aligned to the nationally recognised operating model of the 4Ps approach (prevent, pursue, protect, prepare) set out in the Home Office serious and organised crime strategy.<sup>31</sup> However, the activity is not balanced across the 4Ps, with the emphasis being on the pursue element.

---

<sup>31</sup> Serious and Organised Crime Strategy, HM Government, October 2013, Cmnd 8715, [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/248645/Serious\\_and\\_Organised\\_Crime\\_Strategy.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/248645/Serious_and_Organised_Crime_Strategy.pdf)

Disruption activity is recorded in accordance with national guidelines and reported during and at the end of each operation. However, in 2015 we reported that there was no formal system to identify which approaches have been the most effective or how these could improve subsequent operations, and the force continues to have only an informal assessment process to examine the effect of the different tactics used. Encouragingly, the force has developed links with local universities through the East Midlands academic partnership collaboration which supports the development of understanding of new and emerging crime threats.

Lincolnshire Police has access to specialist regional capabilities such as surveillance, covert policing and asset recovery in order to disrupt OCGs. The force completed an action plan in response to a recommendation in HMIC's 2015 report on regional organised crime units on the potential for duplication of specialist capabilities between the force and EMSOU. It identified that it had a potential overlap with the region's protected persons unit but concluded that its own persons at risk unit was able to protect witnesses or victims who would not meet the criteria for or who did not wish to participate in the region's protected persons scheme. The force reports that the persons at risk team provides a good service which enhances the protection and support provided to high-risk victims and witnesses. For example, Operation Calligraphy protected a victim of a kidnap who was initially referred to the regional team but did not meet its criteria for assistance. The team then successfully managed the case through to a conviction. This is a notable example of a force using specialist capabilities to support the needs of some victims and witnesses.

## **How effectively does the force prevent serious and organised crime?**

A force that effectively tackles serious and organised crime needs to be able to stop people being drawn in to this crime. Many of these people may be vulnerable and already involved in gang and youth violence. It should also be using a range of approaches and powers to prevent those known criminals continuing to cause harm. HMIC expects a force's approach to prevention to be a significant element of its overall strategy to tackle the harm that serious and organised crime causes communities.

In 2015 we reported that a team based in the EMSOU monitors organised criminals in prison on behalf of Lincolnshire Police and other forces in the East Midlands region. This team has been strengthened and additional orders (formally known as ancillary orders), which prevent serious and organised criminals from offending while in custody or post prison release, are being used more, although still only in a limited way. The force is developing its lifetime offender management approach and it works well with the prison and probation services and community rehabilitation schemes to manage and share information. Three serious crime prevention orders are being

obtained; these will be co-ordinated through the intelligence team, with neighbourhood officers monitoring their effect.

The force report there is no active urban street gang culture within the county and, therefore, intervention with people at risk of being drawn into organised crime has to be individualised. The families working together partnership, which involves police community support officers working with a range of other organisations including housing services, the health service and local authorities, provides targeted intervention to improve the stability and structure of families.

Operations which successfully dismantle OCGs are well publicised, using both the media and social networking. Neighbourhood policing teams help to spread messages providing reassurance. For example, in Operation Pottery the force issued positive messages about bringing a modern slavery gang to court. It also organised a modern slavery awareness day aimed at businesses, with a series of external speakers to increase understanding of how the problem affects Lincolnshire, the signs to look for and how to report possible examples.

The force maintains considerable work to communicate clear messages to communities on how to prevent crime and protect themselves, and neighbourhood teams help to target these messages at vulnerable individuals and groups. For example:

- Advice was provided to the public and local banks on rogue traders and modern slavery offenders who made vulnerable people withdraw money, and a successful prosecution followed after a bank called the police.
- The REVIVE and REPEAT programmes<sup>32</sup> have achieved national recognition. REVIVE provides crime prevention advice to vulnerable elderly victims and potential victims, using police support volunteers. REPEAT is a partnership between the force and trading standards. It provides face-to-face training for health and social care staff who have regular contact with older and vulnerable people. They can then provide security advice and watch out for signs that the person may be being targeted by rogue traders, online scams or doorstep criminals.
- Neighbourhood policing teams regularly visit schools and give presentations to children on staying safe online. Following a series of road shows conducted by the force across the county, cyber-crime was identified as a significant community concern. As a result, a video was produced to help raise awareness and improve understanding, and a lorry was hired with a 20-foot screen to tour public sites during the summer holidays to help with

---

<sup>32</sup> Lincolnshire Police won the 2016 Lord Ferrers award for these programmes. REVIVE stands for repeat elderly vulnerable intimidated victim engagement and REPEAT stands for reinforcing elderly persons' education at all times.

engagement with the public in addition to information on Facebook and the force website.

## Summary of findings



**Good**

Lincolnshire Police is good at tackling serious and organised crime. It assigns competent lead responsible officers to all mapped organised crime groups to manage them throughout their active lifespan and works positively with a range of partner organisations to collect information and solve problems. It uses an appropriately wide range of tactics to disrupt organised crime groups, but should do more to assess which are the most effective.

The force has access to an extensive range of specialist policing capabilities provided by the East Midlands Special Operations Unit. This unit is predominantly targeted at the highest harm groups, and the force invests in some areas where it thinks further local support is required, including through a serious and organised crime unit. It is developing its approach to managing serious and organised criminals to prevent them from re-offending and it continues to deter people from becoming involved, particularly through initiatives to support families.

Lincolnshire Police engages well with the public about serious and organised crime using a range of innovative methods. These include its nationally recognised REPEAT and REVIVE initiatives, which use police volunteers and health and social care workers to support vulnerable people to protect themselves against crime.

## How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

## How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)<sup>33</sup> specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

In HMIC's 2015 effectiveness report, the force was found to have the necessary arrangements to fulfil its national policing responsibilities and test its preparedness. The force has continued to build on these arrangements: the national threats are included in its strategic assessment and chief officers take responsibility for the threats specified within the SPR.

Detailed analysis is conducted on all the national threats at regional level and this identifies and assesses any vulnerabilities. The EMSOU has a good understanding of regional threats and is rigorous and inclusive in assessing these. The activities are in line with national and regional priorities. At force level, intelligence is brought together and sound assessments are made. However, knowledge of the nature and scale of child abuse at force level is not as well developed and relies on a county-wide review conducted two years ago, together with a regional assessment conducted by an analyst at the EMSOU. Similarly, there is a gap in understanding of the full extent of cyber-crime at force level, although the force works well with others

---

<sup>33</sup> The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

to mitigate risks, improve its own protection capability and inform and raise awareness among communities.

Good procedures are in place to enable Lincolnshire Police to test its preparedness for responding to the national threats specified within the SPR. The force makes use of a counter-terrorism regional co-ordinator, whose role is to ensure that the East Midlands region is able to deal effectively with a counter-terrorism threat. The force's operational approach to tackling child abuse is more resilient, and it has brought forward plans to bring together and co-locate a number of teams with its child abuse investigators. These teams include the online grooming, internet child abuse and high tech crime unit. It regularly exercises and tests its public order, firearms and civil emergencies response with other forces in the region and with organisations such as the military and the fire and ambulance services. It takes an active role in forums to share learning from these exercises and acts on their recommendations.

An active local resilience forum, which is chaired by the chief constable, provides guidance to the community on a range of potential risks, including detailed local plans to respond to severe weather and pandemic flu. These plans are regularly tested as either table-top or live exercises. Business continuity plans are in place for all critical areas of work in the force: for example, there is a plan for the force control room so that 999 and 101 calls can be answered if there is a need to evacuate the building or a loss of power. There is an information technology security officer and IT health checks are regularly carried out. The force intends to carry out specific cyber-threat testing to improve knowledge of cyber-threats among the workforce. Learning from a cyber-attack on Lincolnshire County Council's website in early 2016 was shared with the force and assisted in reducing its exposure to a similar incident in November 2016.

The force regularly evaluates the current levels of skills of officers and staff and has a continuing commitment to maintain the appropriate cadre of officers to meet local, regional and national requirements. Training records and skills are kept current, and all training requests are approved against a needs assessment linked to the national policing responsibilities. This ensures that the levels of appropriately trained and skilled resources are maintained for the future.

## **How well prepared is the force to respond to a firearms attack?**

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist

attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

The force is part of a collaboration with Leicestershire, Nottinghamshire and Northamptonshire police forces. Specialist firearms, roads policing and dog patrol officers and staff from the forces work together as part of the East Midlands operational support services (EMOpSS), which started operating in May 2015. The region has well-defined firearms governance arrangements. A strategic threat and risk assessment has been developed which is compliant with the College of Policing guidelines and the Home Office codes of practice. It uses appropriate intelligence sources to assess threat and risk and includes an analysis of important sites and crowded places, for example sporting events that it grades to identify which are the most important.

The assessment was last reviewed in February 2016 in light of revised armed policing assumptions following the attacks in Paris in October 2015. There is an evidenced link between threats and the number of firearms officers and their capability. However, the assessment identifies that the actual number of firearms officers is under the establishment figure, because some have recently left to join neighbouring metropolitan forces. Recruitment began in April 2016, and a further intake in January 2017 will bring the number of firearms officers to the establishment number.

The EMOpSS policing area is well prepared to respond to a firearms attack and has formal arrangements in place with Derbyshire Constabulary and neighbouring forces to mobilise effectively. The threats of an MTFAs are adequately assessed and EMOpSS has a comprehensive testing and exercising regime. The training unit is compliant with the national firearms training curriculum and officers train at different sites with officers from the other forces in the collaboration. Table-top and live exercises involving the military and emergency services take place regularly to test skills and interoperability. Firearms commanders in the control room are confident in their response and know the requirements to provide mutual support and respond to regional and national threats. Equally, there is good awareness and testing of plans when resources are required from outside the EMOpSS area.

Leicestershire Police and Nottinghamshire Police are part of the national armed policing uplift programme. The EMOpSS region is implementing an interim plan and has already increased its firearms capability with officers working overtime. As new officers are recruited, the need for overtime will be reduced to achieve the uplift by March 2017.

## Summary of findings

### Ungraded

Lincolnshire Police has appropriate leadership arrangements to oversee the force's preparedness to respond to all the threats identified in the *Strategic Policing Requirement*. The force has made an assessment of the risk of these threats for the communities of Lincolnshire, although this is more limited for cyber-crime and child abuse. There is regular testing of its response to these threats with other emergency services, such as the ambulance and fire services, and other organisations, for example local authorities and the military. Learning from this testing and exercising is shared with the local resilience forum and also at regional and national level meetings. Business continuity plans are in place to enable the force to continue to respond to these threats in the event of a major disruption to services.

The force is part of a collaboration called the East Midlands operational support services, which has adequately assessed the threat of an attack requiring an armed response. Plans are in place to increase firearms capability by March 2017. Progress is being made with an interim plan and the recruitment of officers to achieve the budgeted number of firearms officers.

## Next steps

HMIC assesses progress on causes of concern and areas for improvement identified within its reports in a number of ways. We receive updates through our regular conversations with forces, re-assess as part of our annual PEEL programme, and, in the most serious cases, revisit forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency and legitimacy. These reports identify those issues that are reflected across England and Wales and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements can be made at a national level.

Findings and judgments from this year's PEEL effectiveness inspection will be used to direct the design of the next cycle of PEEL effectiveness assessments. The specific areas for assessment are yet to be confirmed, based on further consultation, but we will continue to assess how forces keep people safe and reduce crime to ensure our findings are comparable year on year.

## Annex A – About the data

The information presented in this report comes from a range of sources, including published data by the Home Office and Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMIC has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance:

- We checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors identified.

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

### Methodology

#### Data in the report

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

Where other forces have been unable to supply data, this is mentioned under the relevant sections below.

#### Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

## **Survey of police staff**

HMIC conducted a short survey of police staff across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of tasks assigned to them. The survey was a non-statistical, voluntary sample which means that results may not be representative of the population. The number of responses varied between 8 and 2,471 across forces. Therefore, we treated results with caution and used them for exploring further during fieldwork rather than to assess individual force performance.

## **Ipsos MORI survey of public attitudes towards policing**

HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 331 to 429 in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey will be shared on our website by summer 2017:

[www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/](http://www.justiceinspectorates.gov.uk/hmic/data/peel-assessments/)

## **Review of crime files**

HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

## **Force in numbers**

A dash in this graphic indicates that a force was not able to supply HMIC with data.

### **Calls for assistance (including those for domestic abuse)**

These data were collected directly from all 43 forces. In 2016, the questions contained a different breakdown of instances where the police were called to an incident compared to the 2015 data collection, so direct comparisons to the equivalent 2015 data are not advised.

## Recorded crime and crime outcomes

These data are obtained from Home Office police-recorded crime and outcomes data tables for the 12 months to 30 June 2016 and are taken from the October 2016 Home Office data release, which is available from:

[www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)

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

Figures about police-recorded crime should be treated with care, as recent increases are likely to have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

For crime outcomes, Dorset Police has been excluded from the England and Wales figure. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was due to the force introducing the Niche records management system in Spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMIC has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Other notable points to consider when interpreting outcome data are listed below and also apply to figure 4.

- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2016, Home Office, July 2016. Available from:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/539447/crime-outcomes-hosb0616.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/539447/crime-outcomes-hosb0616.pdf)
- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2016 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome.
- These data are subject to change, as more crimes are assigned outcomes over time. These data are taken from the October 2016 Home Office data release.

- Providing outcomes data under the new framework is voluntary if not provided directly through the Home Office Data Hub. However, as proportions are used, calculations can be based on fewer than four quarters of data. For the 12 months to 30 June 2016, Derbyshire Constabulary and Suffolk Constabulary were unable to provide the last quarter of data. Therefore, their figures are based on the first three quarters of the year.
- Leicestershire, Staffordshire and West Yorkshire forces are participating in the Ministry of Justice's out of court disposals pilot. This means these forces no longer issue simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. Therefore, their outcomes data should be viewed with this in mind.
- It is important to note that the outcomes that are displayed in figure 8 are based on the number of outcomes recorded in the 12 months to 30 June 2016, irrespective of when the crime was recorded. Therefore, the crimes and outcomes recorded in the reporting year are not tracked, so direct comparisons should not be made between general outcomes and domestic abuse related outcomes in this report. For more details about the methodology for domestic abuse outcomes please see explanatory notes below, under figure 8.

### **Anti-social behaviour**

These data are obtained from Office for National Statistics data tables, available from:

[www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/policeforceareadatatables)

All police forces record incidents of anti-social behaviour reported to them in accordance with the provisions of the National Standard for Incident Recording (NSIR). Incidents are recorded under NSIR in accordance with the same 'victim focused' approach that applies for recorded crime, although these figures are not subject to the same level of quality assurance as the main recorded crime collection. Incident counts should be interpreted as incidents recorded by the police, rather than reflecting the true level of victimisation. Other agencies also deal with anti-social behaviour incidents (for example, local authorities and social landlords); incidents reported to these agencies will not generally be included in police figures.

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

- Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2014-15 and 2015-16 it was not possible for the force to identify whether these were anti-social behaviour or other types of incident. These incidents have been distributed pro rata for

Warwickshire, so that one percent of anti-social behaviour in 2014-15 and two percent of anti-social behaviour in 2015-16 are estimated.

- From May 2014, South Yorkshire Police experienced difficulties in reporting those incidents of anti-social behaviour that resulted from how it processed calls for assistance, specifically for scheduled appointments. In November 2016, South Yorkshire Police resolved this problem and resubmitted anti-social behaviour data to Office for National Statistics. HMIC has used corrected data for South Yorkshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.
- Bedfordshire Police resubmitted anti-social behaviour data to Office for National Statistics for the 12 months to 30 June 2016. This was because data had been double counted for the second quarter of the financial year. HMIC has used corrected data for Bedfordshire Police which are available in the November 2016 release of anti-social behaviour incidents data in the link above.

### **Domestic abuse**

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.

Further information about the domestic abuse statistics and recent releases are available from:

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016)

### **Organised crime groups (OCGs)**

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

The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

OCGs which are no longer active – for example because they have been dismantled by the police – can be archived. This means that they are no longer subject to disruption, investigation or monitoring. From 1 September 2014 to 31 December 2015, forces were given a directive by the National Police Chiefs' Council to suspend archiving, pending a review of OCG recording policy. This directive was removed on

1 January 2016, but resulted in many forces archiving more OCGs than they otherwise would have in the 12 months to June 2016. Therefore, direct comparisons should not be made with OCG figures from previous years.

### **Victim satisfaction**

Forces were required by the Home Office to conduct satisfaction surveys with specific victim groups. Force victim satisfaction surveys are structured around principal questions exploring satisfaction responses across four stages of interactions:

- initial contact;
- actions;
- follow-up;
- treatment plus the whole experience.

The data used in this report use the results to the question relating to the victim's whole experience, which specifically asks, "Taking the whole experience into account, are you satisfied, dissatisfied, or neither with the service provided by the police in this case?"

The England and Wales average is calculated based on the average of the rates of satisfaction in all 43 forces.

## **Figures throughout the report**

### **Figure 1: Police-recorded crime rates (per 1,000 population) for the five year period to 30 June 2016**

Please see 'Recorded Crime and Crime Outcomes' above.

### **Figure 2: Police-recorded crime rates (per 1,000 population) for the 12 months to 30 June 2016**

Please see 'Recorded Crime and Crime Outcomes' above.

### **Figure 3: Percentage change in the rate of anti-social behaviour incidents (per 1,000 population), by force, comparing the 12 months to 31 March 2016 with the 12 months to 31 March 2015**

Please see 'Anti-social behaviour' above.

### **Figure 4: Proportion of outcomes assigned to offences recorded, in 12 months to 30 June 2016, by outcome type**

Please see 'Recorded Crime and Crime Outcomes' above.

The outcome number has been provided to improve usability across multiple publications and is in line with Home Office categorisation.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

This methodology is not comparable with figure 8, so direct comparisons should not be made between the two tables.

**Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force**

Please see 'Recorded Crime and Crime Outcomes' above.

In addition, it is important to understand that the percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences. The category of evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

**Figure 6: Percentage of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016**

Please see 'Recorded Crime and Crime Outcomes' above.

The number of offences identified with a vulnerable victim in a force is dependent on the force's definition of vulnerability.

City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for the number of recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

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

- Suffolk Constabulary was only able to provide eight months of vulnerability data to the 30 June 2016 due to transferring to a different crime management system. Its previous system did not record vulnerability. Therefore, these are the most reliable data it can provide.

**Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016**

Please see 'Domestic abuse' above.

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMIC has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

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

- Cambridgeshire Constabulary identified a recording issue and that it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording issue is resolved. HMIC will conduct a further review to test this evidence when more data are available.
- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June 2016. The force investigated this and confirmed that the impact on data provided to HMIC would be marginal and that these are the most reliable figures it can provide.

**Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences**

Please see 'Domestic Abuse' above.

Dorset Police is excluded from our data for the reasons described under 'Recorded Crime and Crime Outcomes' above.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it

moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMIC has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse:

“Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.”

In figure 8, the rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes in figure 4, where each crime is linked to its associated outcome, and domestic abuse outcomes in figure 8.

For these data, we state whether the force's value is 'one of the highest', 'one of the lowest' or 'broadly in line with' all forces in England and Wales. This is calculated by ranking the usage of outcomes and then highlighting the top and bottom 25 percent of forces. All other forces will be broadly in line with England and Wales. However, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

**Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016**

Please see 'Organised Crime Groups' above.

**Figure 10: Active organised crime groups by predominant crime type, as at 1 July 2016**

Humberside Police was unable to provide the full data for predominant crime types in the time available. Therefore, this force's data are not included in the graph or in the calculation of the England and Wales proportion.

Numbers may not sum to 100 percent due to rounding.

