

# PEEL: Police effectiveness 2017

An inspection of Lincolnshire Police



March 2018

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ISBN: 978-1-78655-547-2

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## Force in numbers



### Calls for assistance

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

Lincolnshire Police

England and Wales

**145**

**282**



### Anti-social behaviour

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

Lincolnshire Police

England and Wales

**27**

**31**

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

Lincolnshire Police

England and Wales

**-11%**

**-0.05%**



### Crime (excluding fraud)

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

Lincolnshire Police

England and Wales

**51**

**77**

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

Lincolnshire Police

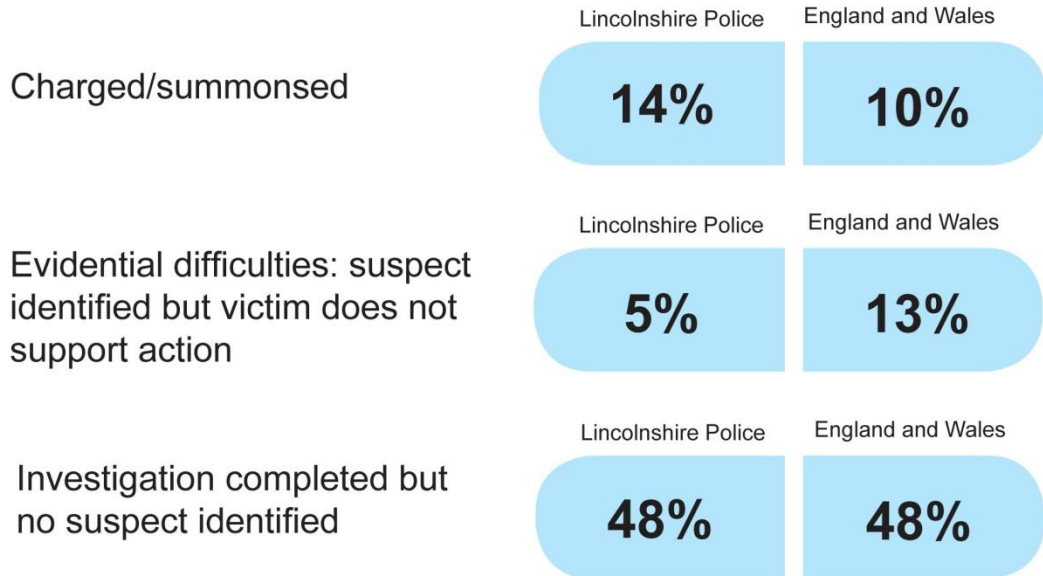
England and Wales

**+6%**

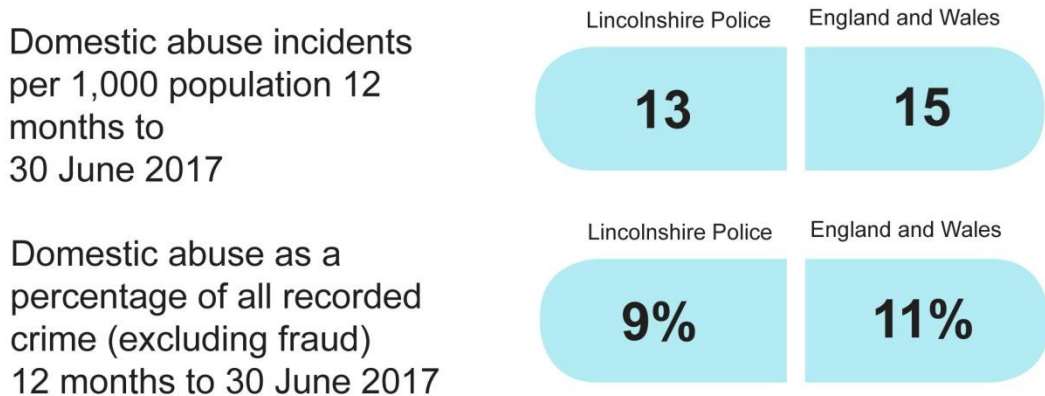
**+14%**



## Crime outcomes\*



## Domestic abuse



## Organised crime groups



\*Figures are shown as proportions of outcomes assigned to offences recorded in the 12 months to 30 June 2017. For further information about the data in this graphic please see annex A.

## Risk-based inspection

HMICFRS adopted an interim risk-based approach to inspection in 2017 in order to focus more closely on areas of policing where risk to the public is most acute.<sup>1</sup>

Under this approach, not all forces are assessed against every part of the PEEL effectiveness programme every year. Lincolnshire Police was assessed against the following areas in 2017:

- Investigating crime and reducing re-offending;
- Protecting vulnerable people; and
- Specialist capabilities.

Judgments from 2016<sup>2</sup> remain in place for areas which were not re-inspected in 2017. HMICFRS will continue to monitor areas for improvement identified in previous inspections and will assess how well each force has responded in future reports.

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<sup>1</sup> Full details of the interim risk-based approach are available from the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

<sup>2</sup> The 2016 effectiveness report for Lincolnshire Police can be found on the HMICFRS website: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-lincolnshire](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016-lincolnshire)

## Effectiveness overview

### Judgments

Overall effectiveness 2017  Good

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

### Summary

Lincolnshire Police is good at keeping people safe and reducing crime and has maintained this level of performance from last year.

The force is good at investigating crime and reducing re-offending. Although the supervision of some investigations still needs to improve to ensure their quality is consistent, effective leadership is raising standards. Control room staff effectively assess calls to determine the right response from the police, based on the level of threat, harm, risk and vulnerability of the victim. Most calls are attended within acceptable timeframes for the victims. Officers clearly understand their responsibilities to take action to safeguard victims and involve partner organisations

(such as local authorities, or health and education services) to provide additional support wherever appropriate. The standard of initial investigations is good and important initial enquiries are completed well. However, there are delays in the allocation of some of these crimes for further investigation and although these cases are investigated by officers with appropriate skills, more consistent supervisory direction and guidance should be provided. Overall, victims receive a satisfactory service, are kept well informed, and are given an opportunity to make a victim personal statement to support a prosecution.

Backlogs exist in the force's evaluation and analysis of intelligence submissions, but investigative support, when it comes to examining computers and telephones for evidence, is good. The integrated offender management scheme is good and growing, and there is some progress in improving the oversight of cases in which a named suspect needs to be found and arrested.

Lincolnshire Police's effectiveness at supporting victims and protecting those who are vulnerable from harm requires improvement. The force does not have a thorough enough understanding of the nature and scale of vulnerability across the county, although it is concentrating efforts on improving this situation. Officers attending domestic abuse incidents mostly record how children are affected, to ensure that they, as well as the victim of the abuse, are safeguarded. There is some progress in the force's approach to the management of risk for missing and absent children.

The force's specialist investigative capacity and capability is generally sufficient. However, demand is outstripping the capacity of the teams that investigate rape, serious sexual offences and internet child abuse. This is undermining the force's ability to respond as effectively as it should.

Lincolnshire Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities, and to respond to an attack requiring an armed response. The force is part of the East Midlands Operational Support Service collaboration, which has adequately assessed the threat of an attack requiring an armed response.

# Investigating crime and reducing re-offending



Good

## Initial investigation

Lincolnshire Police generally manages initial investigations of crime well. Call handlers in the force control room assess incidents thoroughly, using a well-understood and structured process to determine the risk to victims. Intelligence support officers provide call handlers and attending officers with current intelligence updates, thereby strengthening the process and ensuring that when officers attend, they have the fullest possible picture of the incident and of those involved. Response teams usually have enough officers and the response to incidents is almost always appropriate. Attending officers are sufficiently skilled and complete their initial enquiries methodically. Generally, they use body-worn video cameras and mobile data terminals well to support effective investigations. Their mobile devices also provide them with information to aid initial activity and help them perform a range of functions, including submitting crime reports and intelligence updates. The quality of handovers from response officers to investigators is good and is supervised properly.

The incident resolution team deals effectively with the growing proportion of reports of crime received over the telephone in which the offender is not likely to be traced or in which enquiries are likely to be unproductive. A sample of crimes dealt with in this way was examined during the inspection. It showed that the team keeps victims updated and provides a mechanism to triage and investigate lower-level crimes, helping to reduce the demand on frontline teams. Where appropriate, this process also allows desk-based investigations to take place into such offences as shoplifting and making off without payment.

The force deals well with initial investigations of fraud. The force's figures show that in the 12 months to 30 June 2017, the National Fraud Intelligence Bureau (NFIB)<sup>3</sup> referred 361 cases to the force for further investigation. All of these were assessed in terms of the vulnerability of the victim. The force is investing in its economic crime unit by increasing the number of officers, and it prosecutes cases of high-value fraud successfully. Other cases that may also involve a vulnerable victim are assigned for further investigation to trained officers in the criminal investigation department.

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<sup>3</sup> The National Fraud Intelligence Bureau is a police unit based at City of London Police, responsible for gathering and analysing intelligence relating to fraud and financially-motivated cyber-crime.



The force uses information from ActionFraud<sup>4</sup> alongside its own analysis to understand the changing scale and nature of fraud, as well as the profile of people most likely to become victims. This has enabled the force to put in place effective, noteworthy preventative measures. These include deploying neighbourhood officers to safeguard repeat victims of fraud and using volunteers to train healthcare workers to spot whether a vulnerable person is being targeted.

After the initial attendance and investigation, the process whereby cases are allocated to an appropriate officer for further investigation is clear. Once crimes are recorded directly onto the crime system, the crime management bureau categorises them and forwards them for allocation, which helps to assure the quality of immediate actions and ensure national crime-recording standards are met. However, we found delays of up to ten days in the allocation of some crimes, which means that some victims do not receive a timely investigative response. The force is in discussion with its private-sector strategic partner to resolve these delays as a matter of urgency, and has provided additional support to help clear the backlog. At the time of inspection, a plan was in place to improve how it allocates all crimes promptly to investigators to ensure victims receive a timely investigative response. Generally, HMICFRS found that crimes are allocated to officers with appropriate investigative skills and training. Since 2014, the force has allocated crimes on the basis of crime type. A new policy to be introduced in January 2018, however, will be assigning cases based on a combination of crime type and an assessment of threat, harm and risk. The force recognises that some victims may face a greater risk of harm from lower-level crime because of their vulnerability; this is a positive step.

## **Investigation quality**

The force takes a one-team approach to investigating crime, with appropriately trained officers in neighbourhood, response and CID teams able to investigate crimes effectively, and they work together to respond to unexpected peaks in demand. Although investigative cover is not provided throughout the night, call-out procedures for a detective inspector are effective generally. Workloads across these teams are mostly manageable. Although the workloads of some teams are very high, their investigative capacity is generally sufficient to cope with demand and provide a good service. A notable exception to this is the team dealing with rape and serious sexual assault.

HMICFRS reviewed the case files for 60 crimes reported between January and March 2017 and identified that crimes in general were investigated well. However, in some crimes, such as harassment cases, there was less evidence of

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<sup>4</sup> ActionFraud is the UK's national fraud and cyber-crime reporting centre. It provides a central point of contact for information about fraud and cyber-crime. For more information, see:

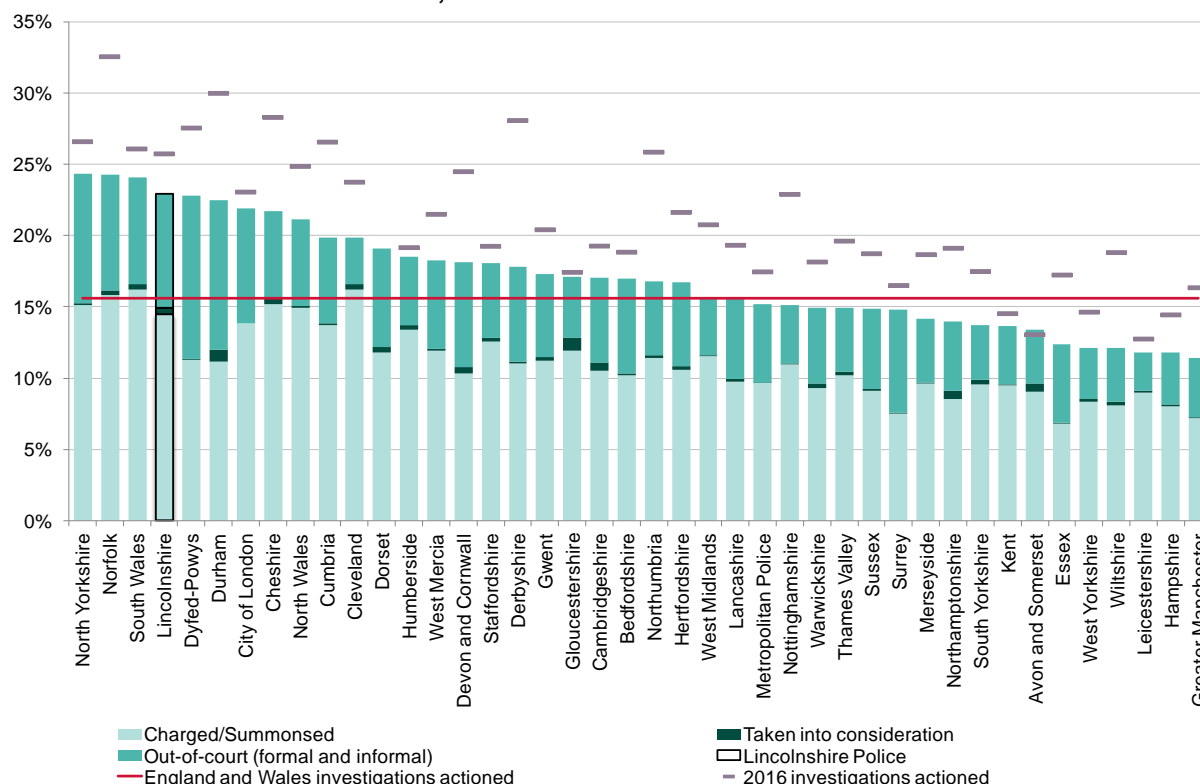
[www.actionfraud.police.uk](http://www.actionfraud.police.uk)

well-conducted, effective investigations; lines of enquiry had not always been pursued. In HMICFRS' 2016 effectiveness report, we said that the force needed to improve the quality of its investigations by consistently recording supervisors' directions on investigations and victim care plans. While the force is making good progress in terms of the quality and timeliness of victim updates, it is disappointing to note that there are still some cases in which, as investigations progress, such direction and regular reviews are absent. Despite the force issuing clear guidance to supervisors, these failings occur most often when workloads are too high. From early 2018, the force plans to improve continuing professional development (CPD) opportunities for both officers and staff. This is expected to improve the quality of investigations in these teams.

The force continues to improve its capacity to retrieve digital evidence from mobile phones, computers and other electronic devices, reducing unnecessary delays to investigations. It has maintained progress in this area over the last year and the high-tech crime unit has streamlined its processes and introduced quality checks; a triage process operates at force level to improve the turnaround time for the technical examination of digital devices. The force generally develops intelligence and supports investigations well, for example through analysis of social media and use of field intelligence officers. However, the volume of intelligence submissions that await processing is undermining the force's ability to evaluate and analyse all intelligence. Intelligence officers are working to reduce this backlog by initially checking each submission, but this means that local policing operations are not targeted as well as they might be. This backlog was identified last year and now needs to be improved as a matter of urgency.

Generally, the force maintains effective contact with victims during investigations, and a dedicated team, called Victim Lincs, calls all victims within three days of the incident. As well as maintaining contact with victims, it points them in the direction of appropriate agencies that can also provide support. Victims of fraud receive a good service and the force has received local and national recognition for its work. The force plans to do more in this field, for example by working with the fire and rescue service to provide fraud prevention advice, and by piloting an initiative in two secondary schools. This involves young people visiting older members of the community to improve their awareness of modern technology and of the risks that they may encounter. The force conducts regular surveys of victims of some specific crime types, including domestic abuse and anti-social behaviour, and plans to carry out more. It uses this feedback well to improve its service to victims.

**Figure 1: Proportion of investigations where action was taken, by force, for offences recorded in the 12 months to 30 June 2017<sup>5, 6</sup>**



**Source: 2016 and 2017 Home Office Outcomes Data**

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

The force generally achieves very good investigative outcomes (such as charge or no further action), and has maintained a relatively high charge rate. In addition, the proportion of crimes recorded in Lincolnshire in the 12 months to 30 June 2017 assigned an outcome where the suspect has been identified, but there are evidential difficulties and the victim does not support police action was 5 percent, compared with the England and Wales rate of 13 percent. This is a positive result.

Supervisors and crime management bureau staff ensure that investigations are not cut short when victims withdraw their support and when suspects remain to be interviewed. Overall, this means that more offenders are likely to be brought to justice and that more victims receive the service they have a right to expect.

Quality assurance procedures also mean that outcomes are recorded correctly, although a backlog of cases remains, waiting to be checked and finalised.

<sup>5</sup> Investigations where action was taken includes the outcome categories of Charged/Summonsed, Taken into consideration and Out-of-court (formal and informal).

<sup>6</sup> Suffolk Constabulary was unable to provide 2017 crime outcomes data. Dorset Police was unable to provide 2016 crime outcomes data. Therefore figures for England and Wales will differ from those published by the Home Office. For further information about this data, please see annex A.

## Reducing re-offending

Lincolnshire Police takes a positive approach to apprehending people who pose a risk to the public. HMICFRS' 2016 effectiveness report identified that the force needed to develop its understanding of, and have a clear process of prioritising, those offenders that are not immediately arrested, to ensure they are captured and dealt with quickly. There has been some progress in achieving this. Locally-based leaders are now held to account for the number of offenders who are at large in their communities, and activity at daily management meetings focuses on the arrest of high-risk suspects and wanted persons. However, supervisory oversight of those individuals that are circulated as wanted remains inconsistent, and the list of cases does not contain those individuals that are wanted as a result of a warrant issued by a court, for example. A clear process that adds and removes suspects from the police national computer system would improve the force's approach to apprehending suspects. More positively, the force works well to identify and manage foreign nationals that are arrested. Good links exist with immigration compliance and enforcement officers, based at Boston police station, and there are plans to base a gang and licensing authority team there as well. This will further improve overall capability.

The 'assisting rehabilitation through collaboration' scheme (ARC) is the equivalent in Lincolnshire of the integrated offender management scheme found in other force areas. The scheme brings together the probation service, housing and drug support workers and other organisations with the police to work with prolific offenders who pose the greatest risk to communities, to reduce re-offending behaviour. Good progress is being made to widen the range of offenders that are included in the scheme, and Home Office Police Transformation funding will be used to develop a bespoke domestic abuse perpetrator programme. The force also recognises that many of the offenders on the ARC scheme have a mental health condition, and it plans to work more closely with its mental health partner organisations in a high intensity network. How to measure the success of ARC and similar schemes nationally remains a problem. However, it is clear that the force is beginning to develop data and information to improve its own understanding and reduce re-offending.

### Areas for improvement

- The force should reduce the backlog of intelligence submissions awaiting evaluation and analysis, to ensure it identifies and acts quickly on all important information.
- The force should improve the consistency of supervisory direction and guidance in investigations, and ensure that those cases involving wanted persons, circulated on the police national computer, receive regular supervisory oversight.

## Protecting vulnerable people and supporting victims



Requires improvement

### Identifying vulnerability

Lincolnshire Police's approach to protecting vulnerable people and supporting victims requires improvement. HMICFRS' 2016 effectiveness report identified that the force was using its analytical capability to support local policing activities, leaving no spare capacity to analyse and understand patterns of offending against 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. Recent recruitment of additional analysts means that, from December 2017, the force expects to have a better understanding of the scale and nature of child sexual exploitation, for example, and of how this is connected to missing and absent children. At the time of this inspection, these assessments and others relating to domestic abuse, hate crime and mental health were not sufficiently advanced to examine. This means that currently the force does not have a good enough understanding of the scale and nature of these important matters.

The force has a clear definition of vulnerability, which it generally communicates effectively to frontline officers and staff. This means they understand how to identify and protect those who are vulnerable and have a clear understanding of the force's approach to vulnerable people. Daily management meetings pay close attention to vulnerability, which includes domestic abuse as well as hidden crimes, such as the victims of human trafficking. The force's command and control IT system does not easily lend itself to automatically identifying repeat and vulnerable callers, including those with mental health conditions. However, using a structured method, call handlers promptly identify and assess the risk of vulnerable and repeat victims, including domestic abuse victims. Good quality assurance processes are in place to ensure call handlers complete an accurate assessment of vulnerability and risk. The initial assessment of vulnerability and risk is linked with the graded response policy, so that the force's response takes appropriate account of the risks in each case. In those rare circumstances when a victim of domestic abuse is visited by appointment, rather than immediately, then this is a proportionate and appropriate response.

## Initial response

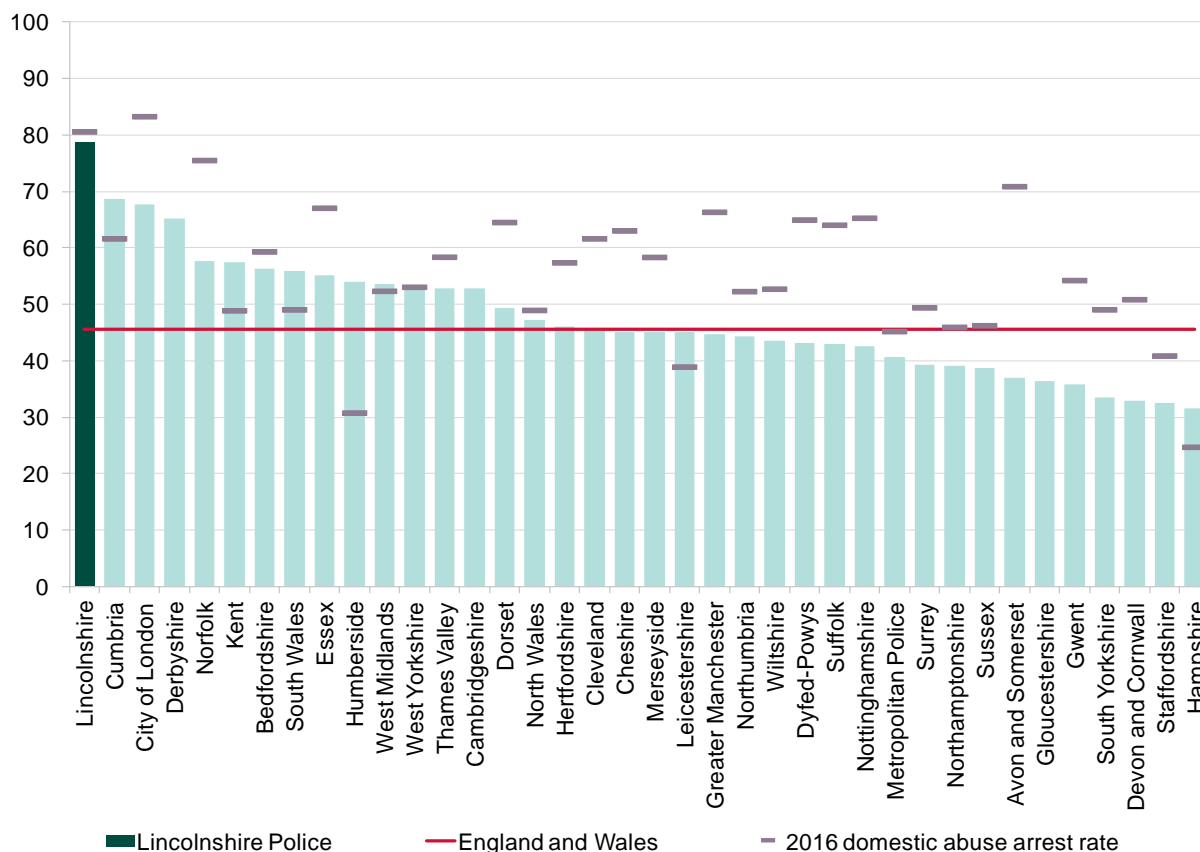
The force's initial police response at an incident, in terms of identifying, assessing risk and protecting those who are vulnerable, is good. Frontline officers and staff consistently demonstrate positive behaviour to vulnerable victims. Officers conduct the necessary immediate safeguarding actions well, record these actions and provide appropriate advice and referrals to other agencies. Staff deal with and assess these referrals in the central referral unit. In HMICFRS' 2016 effectiveness report, we noted a backlog of referrals in this unit. However, good progress is being made and staff deal well with referrals. This means that those who are vulnerable receive the response they need in a timely way, and they are not put at risk by delays in safeguarding.

Assessment of risk following a domestic abuse incident is always conducted face-to-face with the victim and supervisors rigorously oversee such assessments. Officers attending incidents of domestic abuse check whether children are safe and well and record children's behaviour and demeanour routinely. Appropriately trained staff interview victims and witnesses who may feel vulnerable and intimidated. When victims do not wish to support a prosecution, the force still provides support for safeguarding. It also tries to prosecute by using other available evidence, such as body-worn video camera footage of the scene at the incident. Supervision of safeguarding actions is both good and consistent, and the force is able to monitor its officers and staff, including when they are using mobile data terminals, to record their activity.

Some good progress has been made over the last two years in improving the force's initial response to missing and absent people. However, there are still inconsistencies in the force's response to missing children. For example, use of intelligence when a young person is first reported missing remains limited; on some occasions recordings of risk levels and a supervisor's rationale are missing from call logs; and 'stop abuse' referral forms are not always completed when the person is found. This means that the force does not always provide an effective response. More positively, the missing persons unit is co-located with the children at risk of sexual exploitation team. Regular monthly meetings are held with partner organisations, including children's services, to identify the children most at risk from sexual exploitation and joint action plans are devised to manage the risk. Neighbourhood teams now have a nominated police community support officer (PCSO) for each children's care home; the PCSO liaises and works with the home to build up relationships with staff and residents, especially with children that have been placed from outside the area. HMICFRS is confident that frontline officers are now more aware of, and able to identify, the signs of child sexual exploitation, and understand the links between this and frequently missing children.

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

**Figure 2: Domestic abuse arrest rate (per 100 domestic abuse-related offences), by force, in the 12 months to 30 June 2017<sup>7, 8</sup>**



**Source: 2016 and 2017 HMICFRS data return, 2016 and 2017 Home Office domestic abuse crime data<sup>9</sup>**

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

<sup>7</sup> Durham, Lancashire, Warwickshire and West Mercia forces were unable to provide 2017 domestic abuse arrest data. Cambridgeshire, Derbyshire, Durham and Gloucestershire forces were unable to provide 2016 domestic abuse arrest data.

<sup>8</sup> North Yorkshire Police was unable to provide comparable domestic abuse arrest data. Therefore, it has been removed from the graph. For further information, please see annex A.

<sup>9</sup> The Home Office has provided HMICFRS with data on domestic abuse-related offences recorded in the 12 months to 30 June 2017. These data are more recent than those published by the Office for National Statistics.

The force is effective at protecting victims of domestic abuse. For every 100 domestic abuse-related offences recorded by the force in the 12 months to 30 June 2017, there were 78.8 arrests made. While this is a decrease from the previous year, the overall arrest rate is still high compared with the arrest rate in England and Wales. There is a very low number of domestic abuse suspects dealt with by means of voluntary attendance,<sup>10</sup> and although the charged/summons rate for domestic abuse-flagged offences has decreased over the last year, it is still high compared with other forces in England and Wales.

The force achieves good outcomes when it refers domestic abuse cases to the Crown Prosecution Service; the number of cases in which there are evidential difficulties – when the suspect is identified and the victim does not support action – is very low, for example. Immediate safeguarding responsibilities are clear and appear effective, with appropriately trained staff carrying out activities. The risk assessment sets out the initial safeguarding measures that have been put in place, and then these are sent to the central referral unit for further assessment by specialist staff who provide additional support, such as making referrals to adult services.

## **Mental health**

The force understands its role in responding to vulnerable people with mental health conditions. Officers and staff in the control room have a good understanding of the importance of taking immediate action, where necessary, to protect those with mental health conditions. Force systems do not easily identify repeat callers whose mental health has been identified as a cause for concern, but call handling staff use their training to assess risk, which helps them make effective decisions about how best to support people with mental health concerns.

A mental health triage car, staffed by a paramedic and a psychiatric nurse, works across the county and is available to attend police incidents during afternoons and evenings. This arrangement differs from those in most other forces, where a police officer usually forms part of the triage car team. It provides help and advice and attends incidents where mental health is a concern. Frontline officers are trained to spot 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 two-day training event is planned for early 2018 to raise awareness among frontline staff and inform staff of new legislation. Partner organisations are also involved in the training. Since July 2017, a mental health professional has been based in the force control room. Their tasks include providing immediate advice to officers attending incidents and helping to prevent people suffering from mental ill health from being taken to

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<sup>10</sup> A voluntary attendance is a police station interview when the 'volunteer' attends to assist the police with an investigation and they are not under arrest. Volunteers have the right to access independent legal advice and are free to leave the police station at any time unless and until they are arrested.



hospital accident and emergency departments, and directing them towards more suitable arrangements for treatment. The force monitors its performance in dealing with mental health and shares the data with partner organisations, including the local NHS clinical commissioning group and mental health trust. Over the last year, these data have been used as supporting evidence to increase the number of mental health assessment beds to two, and have helped build a business case for the expansion of the number of beds available for crisis care.

We found good examples of partner organisations' joint work with the police; the force reports a considerable reduction in the use of section 136 of the Mental Health Act,<sup>11</sup> although the number of people detained in police custody as a place of safety in Lincolnshire is very high compared with the England and Wales rate. The force recognises that the establishment of professional mental health liaison and diversion services in custody suites could improve custody services for people with mental health concerns. There are plans to introduce this service in 2020. In the meantime, the onus remains on the custody sergeant to assess whether someone has a mental health condition and then call a mental health professional to attend and assess the person.

The head of crime acts as the force's mental health lead and brings together a complex network of partner organisations. The force has made good progress in understanding and managing the demand on police time that arises from the need to support people with mental health conditions. Good governance and oversight processes are in place. A mental health crisis concordat<sup>12</sup> with partner organisations, such as mental health trusts, works well, and the partners share information and data effectively.

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<sup>11</sup> Section 136 of the Mental Health Act 1983 enables a police officer to remove, from a place other than where they live, someone who they believe to be experiencing a mental health crisis and in need of immediate care and control, and take them to a place of safety (for example, a health or social care facility, or the home of a relative or friend). In exceptional circumstances (for example, if the person's behaviour would pose an unmanageably high risk to others), the place of safety may be police custody. Section 136 also states that the purpose of detention is to enable the person to be assessed by a doctor and an approved mental health professional (for example, a specially trained social worker or nurse), and for the making of any necessary arrangements for treatment or care.

<sup>12</sup> The Mental Health Crisis Care Concordat is a national agreement between services and agencies involved in the care and support of people in crisis. It sets out how organisations will work together better to make sure that people get the help they need when they are having a mental health crisis. For further information, see: [www.crisiscareconcordat.org.uk/](http://www.crisiscareconcordat.org.uk/)

## **Investigating crimes involving vulnerable people**

The force needs to improve the way it investigates crimes involving vulnerable victims. Most of these crimes are allocated to public protection specialist staff who, for the most part, receive appropriate levels of training. The force is aware that some officers have not undergone recent specialist training, and that opportunities only occasionally arise for continuing professional development (CPD). The force recognises this and plans a more comprehensive training programme as well as more CPD opportunities to improve skills. Since its recent restructuring, there has been greater resilience within the public protection department, and although workloads for some investigators remain high, they are reported to be manageable. Supervisors hold investigators to account for the quality of their work. Although the recording of this supervision varies, it is apparent that investigations are well planned and make progress in a timely way, with victims receiving updates on the progress of the investigation. Supervisors take staff wellbeing and welfare seriously, and provide meaningful support where it is appropriate.

However, in the Emerald team, a specialist team dedicated to investigating non-familial rape or serious sexual assault, investigations are carried out much more inconsistently. Policy documents set out clear expectations concerning responsibilities in the team, particularly the roles of a detective inspector and detective sergeant, who must supervise all rape allegations and act as the senior investigating officer for stranger rapes. But, when HMICFRS examined cases during the inspection and spoke to staff, we found that effective supervision was limited, and that a number of cases had been left to drift; contact with the victim in these cases and updates on progress was poor. In these cases, we encountered the use of voluntary attendance for rape suspects although investigation plans did not always document the rationale for doing so. The team's workload is excessive, which means that staff find conducting quality investigations very challenging. There is an insufficient number of trained officers in the Emerald team, which means that those officers who are only trained to support victims are being used more and more as investigators instead. This means they do not always meet the needs of victims, because they are not available to support them.

In HMICFRS' 2016 effectiveness report, we also identified that, on some occasions, the quality of service provided to victims of serious sexual offences requiring medical examination had been below the standard set with the contractor. On a few occasions, unacceptable delays occurred in the attendance of either a forensic medical examiner or a forensically trained paediatrician. The contract arrangements have since been reviewed and extra performance measures put in place. While the interim arrangements for paediatric examinations are better now, very long delays still occur sometimes for adult victims of sexual assault waiting to see a trained medical examiner. This is unacceptable.

The paedophile and online investigation team has also experienced an increase in demand, which it is finding it hard to manage, although it prioritises high-risk cases over medium and standard-risk cases. We noted this problem in our 2016 effectiveness report, so it is disappointing that the force has not made more progress in ensuring these crimes are dealt with more effectively.

HMICFRS examined how well the force uses all the legal powers available to it to protect vulnerable victims. The force promotes the use of domestic violence protection orders (DVPOs)<sup>13</sup> and the domestic violence disclosure scheme, known as Clare's Law,<sup>14</sup> and reports that officers are more aware and confident now about completing an application. The force intends soon to require officers to complete a new public protection notice when attending incidents involving vulnerable victims, which will also help to identify repeat offenders. This replaces the 'stop abuse' form and will automatically pass referrals to different agencies more quickly. In the 12 months to 30 June 2016, there were 30 DVPOs granted while in the 12 months to 30 June 2017 there were 37 DVPOs granted. This shows a small increase and is in line with the England and Wales rate. In the 12 months to 30 June 2017, 44 'right to know' and 43 'right to ask' applications were made in Lincolnshire under Clare's Law, which is broadly in line with the England and Wales application rate.

## Partnership working

The force's joint work with partner organisations to protect vulnerable people is good, and it works proactively with them to ensure that tailored, continuous specialist safeguarding arrangements are available for vulnerable people. It shares sufficient information about children with external organisations and agencies through its central referral unit and a multi-agency arrangement called Safer Lincolnshire Together (SLT).

Individual cases are discussed within the SLT arrangement and involve children's and adults' safeguarding services and health and mental health professionals. SLT does not include school points of contact, however, which would assist early exchanges of information and discussions on safeguarding with schools. Overall, the processes to deal with urgent cases work well, with the central referral unit co-ordinating a telephone conference involving the appropriate organisations when immediate concerns arise and need to be dealt with.

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<sup>13</sup> Domestic violence protection notices (DVPNs) may be issued by an authorised police officer to prevent a suspected perpetrator from returning to a victim's home and/or contacting the victim. Following the issue of the DVPN, the police must apply to magistrates for a domestic violence protection order (DVPO). The DVPO will be granted for a period of up to 28 days.

<sup>14</sup> Clare's Law, or the domestic violence disclosure scheme, has two functions: the 'right to ask' the police about a partner's previous history of domestic abuse or violent acts; and the 'right to know' – police can proactively disclose information in prescribed circumstances.

All high-risk domestic abuse cases are referred to a multi-agency risk assessment conference (MARAC).<sup>15</sup> These conferences work well to protect vulnerable people. The number of cases discussed at a MARAC per 10,000 adult females in Lincolnshire in the 12 months to 30 June 2017 has increased by 16 percent when compared with the previous year, but this is in line with the England and Wales rate. Both the force and its partner agencies, such as health trusts and adult safeguarding services, make referrals. Although the police lead most of them, there is a good rate of referrals from these partner agencies. If a domestic abuse incident occurs in the force area while the victim is 'away from home', good arrangements exist to transfer cases to that victim's home police force, to ensure safeguarding actions are made.

The force has a comprehensive domestic abuse action plan, which is up-to-date and for the most part has been completed satisfactorily; progress has also been made in those areas that require further work. Victim feedback is collected using a telephone survey, and officers receive individual feedback. Anecdotal evidence received from partner organisations that work with domestic abuse victims is used as well to inform and improve the service that the force provides.

The force is well prepared to reduce the risk that dangerous offenders and sexual offenders pose. Staffing levels within the team that manages these arrangements are appropriate and the force uses nationally recognised risk assessment tools and ancillary orders to protect vulnerable people. Neighbourhood and response teams are able to access the details of dangerous and sex offenders in their area, so that they can help manage the risks these offenders pose, and they record intelligence on these offenders when appropriate.

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<sup>15</sup> A multi-agency risk assessment conference (MARAC) is a meeting where information is shared on the highest-risk domestic abuse cases between representatives of local police, health, child protection, housing practitioners, independent domestic violence advisors, probation and other specialists from the statutory and voluntary sectors.

## **Areas for improvement**

- The force should review its absent and missing children procedures in the control room to ensure that it is undertaking appropriate actions to understand and reduce the risk to children categorised as missing and absent.
- The force should review the level of demand within its high risk departments and ensure that cases are investigated to a high standard by qualified detectives and that workloads are manageable to meet the needs of victims.
- The force should continue to review its contractual arrangements to ensure that adequate performance measures are in place to ensure victims of rape and sexual assault are examined more quickly.
- The force should review the demand and subsequent backlog in the paedophile and online investigation team and ensure that children are adequately protected.
- The force should ensure that all specialist staff have the right training and have the opportunity for continuing professional development, so they can fulfil their investigative and safeguarding responsibilities well.

## Specialist capabilities

### Ungraded

#### National policing responsibilities

*The Strategic Policing Requirement (SPR)*<sup>16</sup> specifies six national threats: terrorism, cyber-crime, public order, civil emergencies, child sexual abuse and serious and organised crime.

Lincolnshire Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. The force has assessed its capability to respond to the six national threats included in the SPR. The assessment takes place both within the force and as part of joint assessments with other forces in the region.

Responsibility for the national threats is assigned to chief officers who lead programmes to develop the force's capacity to respond to each of them. The force uses the management of risk in law enforcement (MoRiLE)<sup>17</sup> methodology to prioritise activity in relation to each threat.

Lincolnshire Police has established a comprehensive programme to test its response to national threats. This includes joint work with external organisations to manage civil disorder, to respond to a firearms attack and to provide humanitarian relief in the event of civil emergencies.

#### Firearms capability

HMICFRS inspected how well forces were prepared to manage firearms attacks in our 2016 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a firm focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of organised crime groups or armed street gangs and all other crime involving guns. *The Code of Practice on Police Use of Firearms*

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<sup>16</sup> The SPR is issued annually by the Home Secretary. It sets out the latest national threats and appropriate national policing capabilities required to counter them. National threats require a co-ordinated or aggregated response from police forces, national agencies or other partners.

*The Strategic Policing Requirement*, Home Office, March 2015. Available at: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/417116/The\\_Strategic\\_Policing\\_Requirement.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf)

<sup>17</sup> MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

*and Less Lethal Weapons*<sup>18</sup> makes forces responsible for implementing national standards of armed policing. The code stipulates that a chief officer be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an armed policing strategic threat and risk assessment (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Lincolnshire Police operates joint arrangements with Leicestershire Police, Northamptonshire Police and Nottinghamshire Police to provide armed policing. Armed policing is one of several services provided jointly by the forces as part of a collaborative unit known as East Midlands Operational Support Services (EMOpSS).

The force has a good understanding of the potential harm facing the public; its APSTRA conforms to the requirements of the code of practice and the guidance issued by the College of Policing.<sup>19</sup> The force last reviewed its APSTRA in March 2017.

We found that the designated chief officer scrutinises the APSTRA closely. She formally approves its content, which includes the levels of armed capability and capacity that the threats require. Her decisions and the rationale on which they are based are clearly auditable.

In common with all forces that contribute to EMOpSS, Lincolnshire Police receives additional Home Office funding as part of a national programme to boost armed capacity in England and Wales. We established that the force has fulfilled its commitment to the programme by increasing the availability of armed response vehicles by the target date set for April 2017.

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<sup>18</sup> *Code of Practice on Police use of Firearms and Less Lethal Weapons*, Home Office, 2003.

<sup>19</sup> College of Policing Authorised Professional Practice on armed policing. Available from: [www.app.college.police.uk/app-content/armed-policing/?s](http://www.app.college.police.uk/app-content/armed-policing/?s)

## Annex A – About the data

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

Where HMICFRS collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they provided us, to ensure the accuracy of the evidence presented. For instance:

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

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

### Methodology

#### Data in the report

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

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

#### Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2016 population estimates. These were the most recent data available at the time of the inspection.

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



## **Survey of police staff**

HMICFRS surveyed the police workforce across forces in England and Wales, to understand their views on workloads, redeployment and the suitability of assigned tasks. This survey was a non-statistical, voluntary sample which means that results may not be representative of the workforce population. The number of responses varied between 16 and 1,678 across forces. Therefore, we treated results with caution and used them for identifying themes that could be explored further during fieldwork rather than to assess individual force performance.

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

HMICFRS commissioned Ipsos MORI to survey attitudes towards policing between 21 July and 15 August 2017. Respondents were drawn from an online panel and results were weighted by age, gender and work status to match the population profile of the force area. The sampling method used is not a statistical random sample and the sample size was small, varying between 300 and 321 individuals in each force area. Therefore, any results provided are only an indication of satisfaction rather than an absolute.

The findings of this survey are available on our website:

[www.justiceinspectrates.gov.uk/hmicfrs/data/peel-assessments](http://www.justiceinspectrates.gov.uk/hmicfrs/data/peel-assessments)

## **Review of crime files**

HMICFRS reviewed 2,700<sup>20</sup> police case files across crime types for:

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

Our file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. We randomly selected files from crimes recorded between 1 January 2017 and 31 March 2017 and assessed them against several criteria. Due to the small sample size of cases selected per force, we did not use

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<sup>20</sup> 60 case files were reviewed in each force, with the exception of the Metropolitan Police Service, West Midlands Police and West Yorkshire Police where 90 case files were reviewed.

results from the file review as the sole basis for assessing individual force performance, but alongside other evidence gathered.

## **Force in numbers**

A dash in this graphic indicates that a force was not able to supply HMICFRS with data or the data supplied by the forces were not comparable.

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

These data were collected directly from all 43 geographic police forces in England and Wales. In 2017, the data requested from forces contained a different breakdown of occurrences where the police were called to an incident.

### **Recorded crime and crime outcomes**

These data are obtained from Home Office police recorded crime and outcomes data tables for the 12 months to 30 June 2017 and are taken from the October 2017 Home Office data release, which is available from:

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

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

Data referring to police-recorded crime should be treated with care, as recent increases may be attributed to the renewed focus on the quality and compliance of crime recording since HMICFRS' national inspection of crime data in 2014.

Suffolk Constabulary was unable to submit 2017 outcomes data to the Home Office due to data quality issues, relating to the changing of its crime recording system to Athena. Therefore Suffolk Constabulary has been excluded from the England and Wales figure.

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

- Crime outcome proportions show the percentage of crimes recorded in the 12 months to 30 June 2017 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. Therefore these data are subject to change, as more crimes are assigned outcomes over time.

- Under the new framework, 37 police forces in England and Wales provide outcomes data through the Home Office data hub (HODH) on a monthly basis. All other forces provide these data via a manual return also occurring on a monthly basis.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. This means they no longer issued simple cautions or cannabis/khat warnings and they restrict their use of penalty notices for disorder as disposal options for adult offenders, as part of the pilot. These three pilot forces continued to operate in accordance with the pilot conditions since the pilot ended in November 2015. Other forces subsequently also limited their use of some out of court disposals. Therefore, the outcomes data should be viewed with this in mind.
- Direct comparisons should not be made between general crime outcomes and domestic abuse-related outcomes. Domestic abuse-related outcomes are based on the number of outcomes for domestic-abuse related offences recorded in the 12 months to 30 June 2017, irrespective of when the crime was recorded. Therefore, the domestic abuse-related crimes and outcomes recorded in the reporting year are not tracked, whereas the general outcomes are tracked.
- For a full commentary and explanation of outcome types please see Crime Outcomes in England and Wales: year ending March 2017, Home Office, July 2017. Available from:  
[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/633048/crime-outcomes-hosb0917.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/633048/crime-outcomes-hosb0917.pdf)

### **Anti-social behaviour**

These data are obtained from Office for National Statistics data tables (year ending 31 March 2017), available from:

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

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

When viewing this data the reader should be aware that Warwickshire Police had a problem with its incident recording. For a small percentage of all incidents reported during 2015-16 the force could not identify whether these were ASB or other types of incident. These incidents have been distributed pro rata for Warwickshire, so that two percent of ASB incidents in the reporting year for 2015-16 is estimated.

### **Domestic abuse**

Data relating to domestic abuse-flagged offences is obtained through the Home Office for the 12 months to 30 June 2017. These are more recent data than those previously published by Office for National Statistics. The Home Office collects these data regularly and requires all forces to record accurately and flag domestic abuse crimes. Domestic abuse flags should be applied in accordance with the Home Office Counting Rules<sup>21</sup> to ensure consistency across forces, and within published data sets.

Data relating to domestic abuse arrests and outcomes were collected directly from all 43 geographic police forces in England and Wales.

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

[www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2017)

When viewing this data the reader should be aware that North Yorkshire Police was unable to give the Home Office comparable data on domestic abuse-flagged crimes. The force extracted data for HMICFRS on the powers and outcomes used to deal with these offences by using an enhanced search. This search examined additional factors (such as the victim / suspect relationship) and included a keyword search to identify additional domestic abuse crimes which may not have been flagged.

The force used a simpler search, which identified domestic abuse crimes by flagging alone, to extract data it supplied to the Home Office. As North Yorkshire Police's data on domestic abuse are not comparable with other forces, we have excluded the data.

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<sup>21</sup> Home Office Counting Rules are rules in accordance with which crime data – required to be submitted to the Home Secretary under sections 44 and 45 of the Police Act 1996 – must be collected. They set down how the police service in England and Wales must record crime, how crimes must be classified according to crime type and categories, whether and when to record crime, how many crimes to record in respect of a single incident and the regime for the re-classification of crimes as no-crimes.

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

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

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

## **Figures in the report**

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

[www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/2017-peel-assessment/#risk-based)

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

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

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

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

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

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

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

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

Please see 'Domestic abuse' above.

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

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

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

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

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

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

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

Please see 'Organised crime groups' above.

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

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