



HMIC Inspection Report

Lincolnshire Police

October 2007



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Contents

Introduction to HMIC Inspections

Programmed frameworks
Risk-based frameworks
The grading process
Developing practice
Future HMIC inspection activity

Force Overview and Context

Geographical description of force area
Demographic profile of force area
Strategic priorities
Force developments since 2006

Findings

National summary of judgements

Force summary of judgements

Neighbourhood Policing

Performance Management

Protecting Vulnerable People – Overview

Protecting Vulnerable People – Child Abuse

Protecting Vulnerable People – Domestic Violence

Protecting Vulnerable People – Public Protection

Protecting Vulnerable People – Missing Persons

Recommendations

Appendix: Glossary of Terms and Abbreviations

Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectors.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

October 2007

also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

Risk-based frameworks

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

HMIC risk-based frameworks
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection

October 2007

evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectorates.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

Excellent

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

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

Good

Good is defined in the Collins English Dictionary as ‘of a high quality or level’ and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

Fair

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a Fair grading, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

Poor

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

Developing practice

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

October 2007

Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

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

Planned Inspection areas
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

Force Overview and Context

Geographical description of force area

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

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

Demographic profile of force area

Community cohesion is a headline challenge for the police and all public services in Lincolnshire, as reflected in the local area agreement. This is not limited to issues created by the increasing diverse ethnic mix, with potential for further growth through accession states: it also includes the challenges of a year-on-year influx of middle-aged families with teenage children, as well as pre- and post-retirement adults.

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

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

Structural description of force, including staff changes at chief officer level

The force headquarters is located at Nettleham. As at 31 May 2007 it manages and supports a workforce of 1,254 police officers, 786 police staff, 159 special constables and 148 police community support officers (PCSOs). The net budget for the force in 2007/08 is £90.4 million.

The Chief Constable is supported by the deputy chief constable (DCC), the assistant chief constable (ACC), the director of human resources (DoHR) and the director of finance and administration (DoFA). The Chief Constable, Tony Lake, has been in post for four years, the DCC, Richard Crompton, for three years and the ACC, Peter Davies, for four years. The DoHR, Sue Scott, and DoFA, Umar Hussain, have both been in post for just over two years.

The police authority (PA) has been chaired by Mrs Angela Crowe for two years, and maintains a strong and supportive working relationship with the well established chief officer team.

October 2007

The force is organised into three territorial BCUs, each led by a chief superintendent, supported by a superintendent, a detective chief inspector and a chief inspector. Each BCU also has an administration manager and a communications officer to provide business support to the senior management team. Force headquarters houses all operational and non-operational support departments, each led by a suitably qualified departmental head, reporting through one of the chief officers.

Of the three BCUs, the West BCU (Lincoln, Gainsborough and Sleaford) experiences the greatest demand and has six sectors. The East BCU has four sectors covering the Skegness and Boston area, while the South BCU has three sectors covering the Grantham and Spalding area. The sectors are inspector-led and are responsible for providing the immediate response service as well as for dealing with community-based policing issues. There are a total of 59 Neighbourhood Policing teams delivering local policing.

Strategic priorities

The force's strategic priorities contained in the strategic plan for 2006–09 are unchanged.

- To adopt a citizen-focused approach to service delivery. By implementing a citizen-focused plan for delivering their services, established community policing teams (CPTs) across the county have the Quality of Service Commitment (QoSC) in place and have contributed to the county-wide community cohesion agenda.
- To reduce crime and improve the standards of investigation by having a fully integrated approach to cross-border, serious crime and organised criminality in collaboration with other forces in the East Midlands region. The force aims to continue the reduction of volume crime by focusing on those categories that are a priority for the public and to build confidence in their ability to bring offenders to justice by working with the local criminal justice board (LCJB) to achieve stretching targets for sanction detections. In collaboration with its partners, the force aims to reduce the harm caused by offenders who have drug dependency problems by combining enforcement activity with treatment.
- To promote safety and reduce the fear of crime, disorder and anti-social behaviour (ASB). Further enhancement of working arrangements with partners and the community are planned to reduce incidents of crime, disorder and ASB. The force aims to encourage local people's involvement in the local police service and provide transparency in the way it deals with local problems, including the continued delivery of the government strategy on road safety.
- To introduce National Call-Handling Standards and training in respect of customer care and the new arrangements for keeping victims informed. This will deliver a quality, responsive and accessible service to the public.
- To have a supported and valued workforce that not only is skilled, highly motivated and well led, but also reflects the community it serves. An excellent human resources (HR) infrastructure and framework will enable the force to recruit and retain excellent people and effectively maintain attendance levels that are among the best of all forces in the country.
- To have an appropriately funded, effective and efficient policing service and achieve the ambition of being the top-performing force in the most similar force (MSF) group. This will entail bringing the level of expenditure per head of population in line with the MSF average and will ensure that resources are managed in an efficient and

October 2007

effective manner to support the policing strategy for the people of Lincolnshire. The force aims to establish comprehensive financial services and management information and to implement an effective system of checks and balances to secure sound corporate governance arrangements.

- To develop leaders for the future by implementing the leadership charter that will underpin the HR strategy to select the best leaders for roles at all levels in the organisation.
- To improve the HMIC baseline assessment performance and be fully compliant with the Bichard recommendations.

The specific priorities for 2007/08 are as follows:

- To achieve a satisfaction level of 70% for keeping victims of domestic burglary, vehicle crime, violent crime, road traffic collisions and ASB incidents informed of the progress of their case, and to increase the overall satisfaction level to 85%. Measures will include establishing a community engagement strategy, developing the diversity scheme to meet the needs of the communities, and delivering customer focused training.
- To reduce British Crime Survey Comparator crime by 9% compared with 2006/07.
- To achieve a rate of 25% and a level of at least 14,181 in relation to sanction detections.

The force will reduce crime and increase detections by delivering, with partners, the national plan for domestic abuse. This will include:

- protecting high risk victims;
 - reducing the harm caused to communities by drug misuse;
 - working with partners to fast-track prolific offenders into the justice system;
 - ensuring capacity for working with the Serious Organised Crime Agency;
 - making full use of asset recovery powers; and
 - developing plans for the management of police information.
- To record fewer violent crimes (excluding harassment offences dealt with by way of fixed penalty notices) than in 2006/07. The force will address this by tackling ASB through developing local solutions and building respect in the communities, developing a safe night-time economy, and working with partners to tackle alcohol and other drug misuse.
 - To reduce by 10% the number of people under the age of 16 suffering fatal or serious injury as a result of road traffic collisions, and to sustain overall reductions. The roads policing strategy will be further developed to deliver improved safety on the roads of Lincolnshire.
 - To achieve a 70% agreement rate that the police deal with things that matter to the local community.

October 2007

Force developments since 2006

In the 2006 baseline assessment the force was graded Poor and Improved for tackling serious and organised criminality, and Poor and Stable for volume crime investigation. These areas have been the subject of re-inspection in 2007.

Lincolnshire Police has demonstrated commitment to build on its strengths and continue to address areas of development around serious organised crime. It has made significant progress in reducing volume crime and is now positioned fifth out of eight in its MSF group. The force has also improved in the area of sanction detections, rising from bottom to sixth out of eight in its MSF group.

Among the findings of the inspection of tackling serious and organised criminality was the need to implement a desk structure within the force intelligence unit, in line with the force control strategy. The force introduced this structure in November 2006. It includes a level 2 desk with a dedicated analyst. The structure is now embedded, with key staff co-located.

Another problem was the lack of objectives to reduce the levels of harm caused by serious organised crime. The intelligence investigation unit (IIU) has adopted and developed the SOCA 'disrupt and dismantle' performance matrix to use in this area of business. To date, it has not completed sufficient number of operations to evaluate the matrix, but will do so as soon as this becomes viable.

The force had limited resilience to mobilise resources in a dynamic manner to impact upon cross-border serious organised criminality. The IIU is the force response to level 2 crime, and has both investigative capacity and fully trained surveillance capability. The unit has been provided with a dedicated budget for the next two financial years. It is actively connected with the East Midlands special operations unit, working on two current operations. The force is able to respond dynamically to level 2 crime, but prolonged or major demand on the force would stretch its limited resources, which are commensurate with the profile of serious organised crime and the financial position of the force.

There is a need to ensure the integrity and professionalism of staff engaged in tackling serious organised crime by developing a robust proactive system to promote and assess integrity. The force has revised its alcohol and drugs misuse policy, which is being assessed by HR before implementation.

A formal meeting structure between the head of crime support and the head of the professional standards department (PSD) monitors investigations and other relevant matters. The head of PSD is currently developing a formal vetting policy for the force. This will establish for which posts, and to what standard, staff will be vetted. A vetting and barring officer was appointed to the force in July 2007 to implement the new policy.

In view of the commitment shown and achievements to date by the force, HMIC now assesses that the grade for tackling serious and organised crime has improved to Fair and Stable.

Despite increasing the number of sanction detections, the force had slipped to last place in its MSF group, with some crime categories deteriorating against the previous year's performance. The force is now positioned sixth out of eight of its MSF group for all-crime sanction detections, at 25.5% (as at 31 July 2007). The force has fully implemented the National Centre for Policing Excellence volume crime management model. On the West BCU a crime investigation unit has been introduced, resulting in a tangible improvement in detections.

October 2007

The force had received an overall grade of Fair in the Home Office detections audit; problems were identified with regard to offences disposed of by means of summonses and formal warnings. The force has recently appointed a new crime registrar, who is beginning to develop an audit regime that will focus specifically on the areas identified in the audit.

An opportunity was identified for the force to use analytical support to profile priority and prolific offenders and forensic identifications, to maximise detection opportunities. The force is piloting analytical support to profile forensic identifications on the East BCU, which initially is working well; this pilot has just been evaluated and command officers are reviewing the outcomes.

Previously the force did not identify specific volume crime leads at a senior management level. It has now identified volume crime champions, although some are headquarters-based staff who may have limited ability to impact on BCUs. The force has appointed BCU detective chief inspectors as the volume crime leads.

The existing force crime recording system needed to be enhanced to facilitate supervision and management of crime investigation. The force acknowledges that the system has limitations, although none has a significant impact on performance, and the crime information system will be upgraded in 2008.

The doctrine of professionalising the investigative process (PIP) was identified as being in the early stages of implementation, and roll-out of the programme should incrementally improve performance in crime investigation. The head of crime support is the strategic lead and the force has appointed a project manager to deliver the strategy, with a target to train all key staff by the end of 2008.

The force has a strong performance regime that is thoroughly embedded within the force. The performance culture and response to the areas identified within the baseline assessment has enabled the force to improve its position within the MSF group and improve performance in terms of reductions and increasing the sanction detection rate. **HMIC now assesses the grade for volume crime investigation to be Fair and Improved.**

October 2007

Findings

National summary of judgements

	Excellent	Good	Fair	Poor
Neighbourhood Policing				
Neighbourhood Policing	6	14	21	2
Performance management				
Performance management	6	29	8	0
Protecting vulnerable people				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

Force summary of judgements

Neighbourhood Policing	Grade
Neighbourhood Policing	Good
Performance management	Grade
Performance management	Good
Protecting vulnerable people	Grade
Child abuse	Fair
Domestic violence	Fair
Public protection	Fair
Missing persons	Fair

October 2007

Neighbourhood Policing

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service that is both accessible and responsive to the needs of local people. It was expected that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of PCSOs patrolling their streets, addressing anti-social behaviour and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem-solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

Contextual factors

During the last 12 months Lincolnshire Police has made significant progress in the implementation of Neighbourhood Policing across all territorial BCUs. This has been achieved through a much improved project structure that has applied a greater element of corporacy. Building on a previously successful ward and parish beat policing model, this has ensured that CPTs are really starting to deliver partnership solutions to local problems and quality of life issues.

HMIC's inspection of Neighbourhood Policing in October 2006 identified a number of areas for improvement. Several have been very successfully remedied and now provide essential support for CPTs – specifically, the community consultation and engagement strategy and provision of Neighbourhood Policing training for CPT staff. All other areas have seen substantial progress – for example, the identification of harder-to-reach groups within the community and their involvement in resolving local concerns, and the sharing of organisational learning and good practice, both internally and with partners.

- A clear Neighbourhood Policing philosophy, sponsored by the chief officer team, is evident throughout the force. The DCC, strongly supported by an enthusiastic and professional Neighbourhood Policing project team and by BCU managers, has moved the delivery of Neighbourhood Policing significantly forward in the last 12 months. Officers and staff at all levels have a clear understanding of, and

October 2007

commitment to, the aims of Neighbourhood Policing. CPTs are regarded as 'flagship' teams and prioritised accordingly by BCU commanders. Despite tight budgetary constraints there has been an investment in resources – for example, the recruitment of additional analysts and researchers to assist CPTs. For 2007, community beat managers (CBMs) and CPT sergeants have been identified as meriting special priority payments.

- A county community cohesion forum – containing senior level representation from all key partners as well as volunteer agencies from across the county – has been used at a strategic level to feed back on the implementing of Neighbourhood Policing. For instance, Call Advocacy is working with joint action groups (JAGs) to break down barriers and engage with migrant communities. Independent advisory groups (IAGs), which include representatives from migrant worker communities, are involved in the training of PCSOs and attend JAGs.
- A full range of training is available for all staff directly involved in delivering Neighbourhood Policing. The PCSO national training package is supported by the use of experienced PCSOs as mentors. The week-long beat manager training course covers all the key areas of the Centrex package, with a particular focus on problem solving and communication skills. Chief inspectors, inspectors and sergeants also receive specific Neighbourhood Policing module training.
- The force has undertaken a self-developmental process in conjunction with the ACPO Neighbourhood Policing Team, whose field officer attends the Neighbourhood Policing project board. Actions resulting from the process are integrated into the Neighbourhood Policing project plan and good progress is being made overall. Additionally, a partnership improvement workshop was held in January 2007 as part of continued improvement in engaging partners, with partners reporting tangible benefits from the event.
- Integrating the delivery of Neighbourhood Policing with related functions – specifically, call handling and the QoSC – has started. The governance of the Neighbourhood Policing project board has ensured that the QoSC action plan has been linked to the operating of CPTs. For instance, the setting up of a scheduled incident desk within the control centre to work with PCSOs has improved the service given to more low-level and routine calls from the public. Another example is the changing of the force crime allocation policy to ensure that CPTs deal with crimes affecting their local priorities.
- Although the initiative is in its early days, the force has adopted the ACPO national community tensions team faith, language and culture (FLAC) database. Staff can register to provide support or expertise in a specific area of diversity, and this resource will be used when local IAGs may not be able to meet needs.
- CPTs use an electronic problem-solving plan template that incorporates the SARA (scanning, analysis, response, assessment) model and uses multiple sources of data from JUPITER, a joint agency database. The plans respond to local priorities and are progressed at JAGs through tasking of both police and partners, with referral to police BCU tasking meetings if more resources are needed to deal with the priority.
- Training of partners and community representatives at both the JAGs and neighbourhood panels in the problem-solving model is ongoing. In addition, training and learning with partners takes place continually, for example with drug and alcohol action teams, local social services, youth offending services and Trading Standards.

October 2007

- Over the last 12 months two audits of Neighbourhood Policing implementation have been carried out by the executive projects officer. These have generated key recommendations to improve the effective delivery of Neighbourhood Policing. Recommendations include the attachment of two police managers to the project team to carry out product evaluation against the project plan; increased analytical support for CPTs; and identifying Neighbourhood Policing costs as part of planning for sustainability. All the recommendations have been implemented or significantly progressed.
- In Lincoln City (West division) the CPTs that operate in the two designated priority neighbourhood management areas have additional CPT staff co-located with local authority partners and joint-funded. Close working promotes joint tasking, which is linked to the BCU tasking and co-ordination process so that more resources can be allocated to local problems where appropriate.
- Continuity and succession planning for CPTs is incorporated in the force Neighbourhood Policing manual and is prioritised by BCUs through the formal HR meeting. There is a clear expectation that CBMs will remain in post for two years and there are high levels of retention among those officers, which provides continuity for communities. At the time of inspection all CPT posts were filled and BCU staff reported that replacements for sector inspectors, sergeants, beat managers and PCSOs were prioritised and filled promptly.
- Lincoln West BCU is one of the 12 national sites for developing Neighbourhood Policing performance management information. The force has taken this work and developed a suite of performance indicators that will increasingly hold CPTs to account (through the force performance meeting) across a range of satisfaction and confidence measures. For example, reporting how many priorities are set and achieved, and how many community panels and JAGs are in operation, inform the confidence indicator 'public perception that the police are dealing with things that matter to the local community'. This is a force priority for 2007/08 and is captured in the Local Policing domain of the policing performance assessment framework (PPAF). As well as looking at performance at CPT and BCU level, this new performance format also compares performance against MSFs.
- The force has identified learning needs for officers and staff while implementing Neighbourhood Policing. An example is the development of a Neighbourhood Policing manual to explain how the National Intelligence Model (NIM) links with Neighbourhood Policing. It also explains how community engagement and joint problem solving can be best used to fit local needs, within a force model.
- A number of analysts and researchers dedicated to supporting Neighbourhood Policing have recently been recruited. One analyst and one researcher on each BCU, based in the intelligence unit, assist CPTs in completing beat profiles, and attend neighbourhood panels and JAGs to advise where appropriate. They also provide CPTs with crime pattern analysis and problem profiles. All relevant information-sharing protocols are in place and working well.
- Counter-terrorism (CT) activity is linked to Neighbourhood Policing through the force strategic assessment and control strategies. The force control strategy gives direction to CPTs around intelligence gathering, including the tasking of CPTs to obtain specific CT-related intelligence for the 'rich picture'. This intelligence has featured within the latest force strategic assessment.

October 2007

- A consultation and engagement strategy, linked to partnerships, provides CPTs with a template to identify, prioritise and seek views from the community on tackling local priorities. The template also provides a feedback and sign-off process to the community on action against priorities, monitored by sector inspectors. A wide range of community engagement tactics are used to identify local concerns, including door-knocking, street briefings, use of key individual networks (KINs), and community concern forms and leaflets. Neighbourhood panels discuss, prioritise and agree and receive feedback on progress. JAGs carry out actions to deal with the priorities through the tasking of partners.
- A corporate electronic beat profile template provides a variety of information, including partner information, to help CPTs to determine the best methods of engaging with their communities to pinpoint local concerns and prioritise BCU resources through the NIM. Emphasis is given to identification of harder-to-reach groups within the profiles, and there is evidence of the involvement of representatives from such groups in the engagement process. Examples include the use of local media for a Polish broadcast day to increase awareness among the Polish migrant community; engaging with young people through youth panels and a youth IAG; and reaching the Chinese community through Chinese minority ethnic persons' panels.
- Many examples of successful joint problem solving at a neighbourhood level have been evidenced by both staff and partners. During a joint Neighbourhood Policing practitioner event in January 2007, described by staff and partners as 'inspirational', many of these examples were shared. Presentations on a youth warden scheme and a youth allotment project – both projects strongly supported by parents and local residents – were identified by the ACPO Neighbourhood Policing team as worthy of national dissemination.
- A Neighbourhood Policing communication strategy has been instrumental in changing cultural attitudes during the implementation phase, as well as in improving feedback to the community and partners.
- A detailed three-phase project plan and programme are in place to ensure that all aspects of Neighbourhood Policing are fully implemented by April 2008 – specifically, those elements relating to community engagement and joint problem solving. Critical milestones have been established, together with detailed costs and options for sustainability.
- The role, training and development of CPT staff, including special constables and community volunteers, are outlined in both the force HR strategy and the internal Neighbourhood Policing manual. The role of CBM is recognised as a specialist post and is subject to a rigorous selection procedure.
- Although there is no corporate formula or template for allocating CPT resources, as a minimum each team has one CBM and one PCSO, and BCU managers have drawn on local policing experience, community opinion and neighbourhood profiles to allocate additional CBMs and PCSOs. The force has committed to maintain CPT staffing levels as a priority.
- An abstraction policy for beat managers is in place and the force robustly monitors the 10% abstraction target. A very inclusive definition of abstraction means that all duties other than those activities relating to Neighbourhood Policing on their beat are counted as abstractions. At the time of inspection the target across the force was

October 2007

being achieved, and CPT staff recognise this as an important factor for both their job satisfaction and public satisfaction with Neighbourhood Policing.

- All special constables are assigned to CPTs and managed by CBMs. In a number of CPTs, CBMs also manage community volunteers in activities such as administration, the staffing of rural police stations and the distribution of crime initiative leaflets.
- The strong link between the Neighbourhood Policing project manager and training manager ensures that the training package is continuously evaluated and any relevant changes made.
- All CPTs are accommodated in fully equipped and operational police premises, located as close to their communities as possible. For instance, at Mablethorpe (East division) the CPT benefits from purpose-designed, modern offices.
- The force's work allocation database has specific fields that enable monitoring of the investigative and general incident workloads of CPT staff, to ensure that they are appropriate and in line with the force Neighbourhood Policing manual.
- Personal development review (PDR) objectives for CBMs and PCSOs directly support the delivery of Neighbourhood Policing. Objectives are specific to a team or individual, and are clearly understood by CPT staff and BCU supervisors and managers.
- The force robustly monitors BCU and HQ compliance with the Victim Code through quarterly reports against all the code requirements, using a red/amber/green indicator. At the time of inspection there were no red areas, and there was positive evidence of responsiveness to hate crime victims from vulnerable groups. For example, the force has been instrumental in extending the use of Polish-speaking representatives for victim support and has responded to feedback from the gay community around hate crime reporting packs.
- Community impact assessments are used at force and BCU level to identify risks of community concern and tensions for potentially sensitive forthcoming events and police operations. BCU-based IAGs have wide-ranging community and social experience as representatives of numerous communities, including migrant worker groups. IAGs have been used to feed back to BCUs on policing operational orders where impact assessments have identified potential community tension problems.
- CPTs for all of the 59 identified neighbourhoods are in place, and each team has at least one beat manager and PCSO. Contact details for these staff, including names and mobile telephone numbers and in some cases email addresses, are widely published through a variety of media. A new postcode search facility within the Neighbourhood Policing section of the force website also provides information and contact details on CPTs. A reality check visit to Mablethorpe (East BCU) revealed a high level of contact with PCSOs and knowledge of CPT contact details among local businesses and community centres.
- The Neighbourhood Policing project manager ensures that all relevant data is provided for chief officers to track progress.
- By the end of April 2007 most of the force's 149 PCSOs had been deployed to CPTs, with a small number in the process of completing their training. A significant number of these (59) are jointly funded by county and district councils, so

October 2007

strengthening partner commitment, especially in those neighbourhoods of greatest need.

- As part of the inspection, HMIC conducted a telephone survey in all forces of 100 residents, chosen at random. Respondents were asked six questions about their experience and views on how well Neighbourhood Policing is being delivered. The percentage of positive answers in Lincolnshire for all questions was within the national average.

Work in progress

- A future challenge for the force is Neighbourhood Policing sustainability, given significant budget constraints. The force has recognised that the existing level of CPT resources cannot be guaranteed and this is a potential risk for the sustainability of Neighbourhood Policing over the next few years.
- Funding has been allocated to the development of a force-wide, problem-solving database that will improve existing methods of sharing good practice across the force and with partners. The timescale for this work is approximately 12 months.
- The force is committed to engaging with partners on production of a joint strategic assessment by autumn 2008, to identify and address key local neighbourhood issues. Internally, work is well advanced in developing a neighbourhood local priority strategic analysis that will provide an overview of local priorities at BCU and force level.
- While CPTs have been formally briefed on the use of community intelligence – anecdotally, it is reported that the amount of this intelligence is increasing – the force has identified gaps in training at force and divisional level regarding the development of intelligence. A training plan is in place and will be delivered over the next 12 months.
- The force has recognised that KINs need further development, especially in the rural areas. KINs are not recorded on the electronic beat profile but held on a separate paper record, which could hinder searching and accessibility. The force is looking to develop its existing Ringmaster system to include KINs. This work will continue through the third phase of the Neighbourhood Policing project, with the force actively engaged in a collaborative electronic recording and retrieval system with other users of the Ringmaster system in the National Programme Eastern Region.
- Recognising that partners and communities were not widely consulted in the setting up of neighbourhoods, the force is continuing the work of reviewing those neighbourhoods, involving partners and communities to a much greater degree.
- Work continues on accrediting the beat manager training programme for career and professional development through the Centrex Certificate of Neighbourhood Management. Although PCSOs are not eligible for this certificate they could pursue an NVQ, and discussion with Centrex is ongoing. There is an opportunity to link this with the development of rewards and recognition for CPT staff.

October 2007

Areas for improvement

- A rewards and recognition policy would benefit the force, specifically in terms of regularising the opportunities to reward beat managers and PCSOs for excellent work – for instance, bonus payments or honoraria.

Developing Practice

INSPECTION AREA: Developing practice

TITLE: Video conferencing – Neighbourhood Policing divisional development and performance meetings

PROBLEM:

The large geographic and rural nature of the county poses problems in terms of travel time and transport requirements for officers and staff attending Neighbourhood Policing development and performance meetings.

SOLUTION:

It was proposed that video conferencing should be used to bring together Neighbourhood Policing teams and associated staff for regular development and performance meetings. The scheme has been piloted on East BCU, which has 13 Neighbourhood Policing teams in 4 sectors covering 819 square miles.

The community safety chief inspector chairs each monthly meeting from one of the sector stations. The sector inspectors co-ordinate the attendance of sector officers, including CPT supervisors, CBMs, PCSOs, ASB and crime reduction officers, special constables, traffic wardens, enquiry officers, and neighbourhood analysts and researchers. The Neighbourhood Policing project manager and/or deputy project manager also attend regularly, as do a number of sector-based partner agencies, bringing together all elements of Neighbourhood Policing on the BCU.

Officers attend their local sector police station conference room at the appointed time for the video meeting. This has reduced the need for long, time-consuming journeys between their neighbourhood beat and BCU headquarters, thus increasing the time that they spend operationally in their own areas.

A typical structured agenda includes discussion of priorities and problem-solving plans. ASB and local traffic issues relating to the neighbourhood priorities are discussed, and operational support given from Neighbourhood Policing colleagues, where it is appropriate. Team members are given the opportunity to promote new initiatives and share examples to ensure that they develop good practice divisionally.

The Neighbourhood Policing project manager/deputy manager provides an update on project progress, and disseminates good practice identified by other BCU development groups to ensure that force-wide issues and experiences are shared. Equally, good practice from East BCU is disseminated to West and South BCUs. Minutes of the meetings, including action points, are recorded and circulated.

The pilot has proved successful and will be implemented in South division in May 2007 and later in the year in West division.

October 2007

OUTCOME(S):

A forum to discuss the overview of priorities from across the BCU and learn from previously actioned problem-solving plans.

Increase in the capacity for attendance and reduction in time away from Neighbourhood Policing duties.

A broader update for local officers on Neighbourhood Policing activities, both operational and project, and an opportunity to voice concerns or raise issues affecting them.

The provision of networks, outside of their own sector, for Neighbourhood Policing officers, for initiative sharing, work shadowing and generation of new ideas and support contacts.

FORCE CONTACT: Jenny Glitherow, Neighbourhood Policing Project Manager – 01522 558025

October 2007

Performance Management

GRADE	GOOD
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National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force's processes that enable it to identify and react to changes in performance.

Contextual factors

Performance management is thoroughly embedded within the force, with strong and fully engaged leadership by the chief officer group. The force has seen gradual improvement in terms of reducing crime and increasing sanction detections over the last year.

The HMIC baseline assessment of Performance Management (October 2006) identified one area of improvement: to enhance the process of collecting data from a variety of sources to influence the strategic assessment. The force uses its strategic development group (SDG) to address this, with effective links to the strategic assessment. This area has been progressed and can now be classed as a strength.

Strengths

- There are good links between the chief officers and partners such as the crime and disorder reduction partnership (CDRP) and the LCJB, which the Chief Constable chaired until recently. Shared targets include the number of road casualties killed, serious and injured, offences brought to justice and volume crime/CDRP targets.
- The force is part of a regional collaboration on activity-based costing and has already implemented good practice from this. Evidence shows that activity-based costing is used to assess and improve productivity and efficiency. The force has developed a comprehensive breakdown of force activity linked to budget codes, and has mapped this against every baseline assessment grade of the October 2006 report.
- The vision for the force is 'helping to make Lincolnshire the safest county in

October 2007

England'. It aims to achieve this by a focus on the citizen and achieving the highest standards of professionalism, to deliver excellent performance and inspire public confidence. It is holding a range of seminars for all of its supervisors and managers to make clear the values of – and the behavioural standards that are integral to – improving performance and achieving more from resources.

- A strong and well embedded performance culture exists across the force: staff are held to account and positive support is given to staff whose performance has declined. Managers have various mechanisms and applications for monitoring performance available to them. These include a work allocation database and interrogation of systems such as the crime information system and the National Strategy for Police Information Systems (NSPIS), which contains individual and team performance information.
- An improving force performance management process includes a four-stage intervention aspect used effectively by the force to address areas of poor performance; a range of sanctions are available to support under-performing staff as a priority, but can lead to unsatisfactory performance procedures. The force has also used its attendance management policy to good effect to address absence from work.
- The strategic planning process that underpins the local policing plan clearly articulates how the force and PA deal with local priorities, such as anti-social behaviour, that meet the demands of national policing priorities.
- The force intranet has hyperlinks to force priorities and a link to 'how are we doing'. This gives all staff in the organisation access to accurate and recent data on performance across many indicators impacting locally and at force level.
- The PA performance and audit group has unrestricted access to all force performance data, using this to scrutinise performance in any area of business.
- The force SDG is attended by BCU commanders and departmental heads, bringing together the heads of finance, information and communications technology (ICT) and HR. Taking cognisance of the force risk register, it integrates all areas of business and assesses the impacts of force plans and strategies.
- Cross-border policing is addressed in several ways. The force has reaffirmed its financial and resource commitment to the East Midlands special operations unit for at least this current financial year. The DCC leads on the force's contribution to regional collaboration work. The force is carrying out counter-terrorism risk identification work, led by the head of operational support in line with the regional requirement. Within the next month, the force will submit to the region draft proposals to link with other forces' work to develop the regional response to areas of risk around counter-terrorism.
- A clear performance management governance structure in the PA links to the force and BCU performance management structure, with evidence of direct involvement and influence by the PA in setting performance targets such as customer satisfaction levels. There is evidence of a transparent working relationship with the force around performance management.
- Comprehensive feedback from the community and an effective breakdown of survey data and information (over three, six and twelve month rolling periods) is provided to BCU commanders. In addition, clear responsibilities on the different parts of the

October 2007

'getting back to/ follow-up' part of customer satisfaction is helping to improve performance in these categories. One example of the use of survey data is West BCU's process of calling back victims of crime, which was modified to ensure that victims were updated at every stage of the process, to improve the call-back performance.

- The force SDG, which includes all senior budget holders within the force, uses a range of data – including crime data – to allocate police officers, PCSOs and police staff, and will transfer budgets across units to respond to exceptional demands.
- Over the last 12 months, PDRs have been increasingly integrated with the force performance process. During the inspection, staff reported that their PDRs contained SMART targets that directly supported force priorities, specifically on detections and Neighbourhood Policing.

Work in progress

- The force is currently improving its use of surveys and community consultation in order to get a more detailed picture of how surveys can improve service delivery. It has conducted some work on customer satisfaction among road traffic collision victims and improved satisfaction levels. The force could focus on other areas of low customer satisfaction to improve both service delivery and satisfaction, and is now developing an action plan.
- Working with the crime and disorder unit in Lincolnshire County Council, the force has negotiated access to a secure mapping website, PlanWeb. The site contains various data sets, including crime, fire service and health, that can be overlaid onto Ordnance Survey, street and aerial maps. The force currently supplies data on a quarterly basis, but is seeking to provide daily extracts using the same cleansed, depersonalised data extracted for the national management information system (NMIS). It is accessible to all staff in the force and is particularly useful for Neighbourhood Policing teams as it contains information that enables them to assess their communities. Once fully developed, this will be a significant strength for the force. It has already achieved savings in 2007/08 of at least £50,000 as a result of the map layers being available on PlanWeb.
- The piloting of a work allocation database on the East BCU provides information on individual officer performance, using a number of indicators such as arrests and sanction detections. Early indications are that this is an effective system to manage performance, and the force should consider extending this to the other BCUs.

Areas for improvement

- There is limited engagement with partners outside JAGs on joint tasking and co-ordination; the force needs to involve more of its partners on a regular and formal basis across the force.
- While the force does hold reward and recognition ceremonies, a formal rewards and recognition policy would bring benefits – for example, in terms of regularising the opportunities to reward CPT staff for excellent work.

October 2007

Developing Practice

INSPECTION AREA: Performance management

TITLE: Performance information intranet site

PROBLEM:

The force required a way in which all staff could be informed in a timely way of performance on all aspects of the PPAF.

SOLUTION:

A performance framework, designed around the PPAF structure, is published on the force intranet. It includes relevant reports in each domain.

Each report is refreshed on a regular basis, depending on the report type. For example, the crime and detection data report is refreshed every day, whereas reports on user satisfaction are updated on a monthly basis.

The site is easily navigated, with a home page in the recognisable PPAF structure. Short descriptions are given for each domain, together with a list of reports contained therein. Users simply have to click on the required domain and then on the relevant report. Each report is annotated with the last refresh date.

Reports relating to crime and detections are sourced from the NMIS and have been fully quality assured and sanctioned by a chief officer. This avoids any disputes over the accuracy of data used in performance reviews.

An interactive database of anti-social behaviour incidents has also been developed. This allows staff to monitor levels of all national standards for incident recording sub-categories, and totals of such incidents at force, BCU, CDRP, sector and police beat level. The data is updated each week and two years' worth of historical information is available for comparison.

There is also a good practice site, which reflects the structure of the performance framework. Each domain contains examples of good practice identified across the force, with relevant contact details for further information, as well as Home Office good practice documents.

OUTCOME(S):

- More timely and accessible data to inform tasking.
- Improved accuracy of data through the NMIS and anti-social behaviour database.
- Timely identification of performance trends, enabling early resolution.
- Monitoring of performance against targets, enabling focus on specific areas for discussion at performance reviews.
- Increased awareness of performance relevant to all departments, both operational and support, throughout the force.
- Ability of central support services, such as criminal justice support and HR, to demonstrate their contribution to and accountability for force performance.
- Efficiency savings in terms of data preparation and provision.
- Encouragement of sharing of good practice across the force.

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Protecting Vulnerable People – Overview

National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

Contextual factors overview

The public protection unit (PPU) was formed in April 2006 to bring together the management of child and vulnerable adult abuse investigations, domestic abuse, sex and dangerous offender management, and missing persons. A review of staffing levels resulted in new posts and additional staff being committed to the PPU. Some of the PPU staff are centrally based at headquarters, but the geographic profile of the force requires other staff to be based at different locations around the force area.

The HMIC baseline assessment report in October 2006 identified areas for improvement on staffing and supervision levels, engagement with BCUs and information sharing between the PPU and BCUs. Staffing and supervisory levels have been addressed and staff now attend the fortnightly tasking and co-ordination meetings covering all of the Protecting Vulnerable People (PVP) disciplines.

Strengths

- The assistant chief constable (ACC) holds the portfolio for the four PVP elements. He sits on the strategic management board (SMB) for public protection. He recently completed a three-year stint chairing the SMB for domestic abuse.
- The PPU held an awareness day in May 2007 for all supervisors in the force. The event featured all four PVP disciplines and presentations from key staff.
- HR has developed a workforce planning report for 2007–09 to project PPU staff turnover. This facilitates succession planning to ensure that the PPU establishment

is maintained.

- The co-location of PPU staff – specialist domestic abuse officers (SDAOs), child abuse investigation (CAI) staff and sex offender registration officers (SOROs) – at both force and BCU level promotes constructive and effective links on common issues, particularly risk. Staff use the force intelligence and information management systems to identify and search for relevant information.
- All of the force's PPU staff are subject to, and receive, annual mandatory counselling and welfare checks.

Areas for improvement

- The force has not completed NIM problem profiles for public protection, child protection or missing persons. Once produced, these should be overlaid with the domestic abuse profile to identify any trends or hot spot locations. HMIC acknowledges that a PPU strategic assessment was produced on 19 June 2007: this covers all four PVP areas and gives recommendations in relation to prevention, intelligence and enforcement.
- The force needs to clarify exactly which PPU staff need to be vetted and to what standard.
- The strategic lead (detective chief inspector) for PPU is part of the force 'on call' rota of senior investigating officers (SIOs) and has been initially the SIO for homicide investigations, being relieved after the weekend. Although this has been manageable to date, the force should consider issues of resilience and capacity during periods of high demand.
- A training and development needs analysis should be conducted for all PPU staff to identify any skills gaps.
- There is no formal regime of audit or inspection of PPU work. Now that the PPU is established it may be beneficial to test compliance and quality issues, to identify potential improvements. HMIC notes that an internal audit is conducted for child protection and domestic abuse, with independent overview by the force inspectorate. However, a formal independent regime would provide enhanced corporate direction and scrutiny.

October 2007

Protecting Vulnerable People – Child Abuse

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

Contextual factors

CAI staff are part of the PPU, and the majority are geographically located on BCUs. Each of the three BCUs has a detective sergeant to supervise the staff, and one detective sergeant is located at headquarters. A central referral unit (CRU) is managed by two detective constables and is co-located on social services premises. At present, 20 detective constables are allocated to this discipline: seven from each of two BCUs and six from the third.

The HMIC baseline assessment report in October 2006 did not identify any areas of improvement for child abuse; work in progress referred to the ICT system for managing cases. Although back-record conversion is complete, the system is problematic and the force will introduce a fully operational child abuse case administration tracking system (CATS), which is a more effective and user-friendly system, by autumn 2007.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- The detective chief inspector PPU is the senior liaison officer for the local

October 2007

safeguarding children board (LSCB). The LSCB has conducted a number of case reviews and its standards group monitors the recommendations, making sure they are implemented and seeking updates from the relevant agencies. The force makes a significant financial contribution to the LSCB.

- The child protection policy, introduced in April 2007, is both robust and comprehensive and is consistent with the ACPO guidance on investigating child abuse and safeguarding children. It contains a clear accountability framework, identifying roles and responsibilities from initial report to conclusion of the investigation. It is a valuable reference document for all matters concerning children and gives clear direction to staff within the organisation who become involved in child protection issues. It also identifies protocols with other related agencies.
- The force policy has a full section on risk assessment, with good explanations on established risk factors, including physical injury, self-harm and threats to commit suicide, with a strong theme of safeguarding children. It also sets out agreed criteria for single-agency investigations.
- Staffing levels for child abuse investigation were reviewed in April 2006 when the PPU was formed, and are subject to constant review. Current caseloads for staff are between 15 and 30 cases per detective constable. These are monitored, and supervisors redistribute work to avoid high caseloads.
- Three police officers are currently filling the role of case conference co-ordinators. This has improved police attendance at conferences and has strengthened the working arrangements with social services.
- Staff confirmed that their job descriptions were corporate and accurate, and reliably reflected their roles.
- All CAI supervisors are dedicated decision makers, which ensures that all child abuse investigations comply fully with Home Office Counting Rules. The supervisors also conduct a structured review with each member of their staff, and prepare a monthly supervision monitoring report on each individual's caseload, quality and progress on each investigation. Supervisors engage in all serious investigations and those involving professionals – namely, allegations against a person who works with, or is in contact with, children in a work or care setting, including volunteers.
- The majority of constables working on child abuse are accredited detectives. New staff are programmed into the Initial Crime Investigators' Development Programme (ICIDP) and all staff are trained in Achieving Best Evidence. All new staff also receive the Centrex-approved CAI training and experienced staff use the Centrex e-learning package. All staff attend a four-day LSCB foundation course, followed by a two-week joint investigation course, all co-ordinated by the LSCB training officer.
- The force control and communication centre (FCCC) has 24/7 access to the child protection register. A protocol exists with social services to give 24/7 access to its ICT system. This allows retrieval of more detailed information about children, such as child protection plans, and thus facilitates better decision making. The CRU also has access to the system to enhance its assessment of referrals.
- The CAI unit collects a range of data that is incorporated into the crime support performance meeting, which the ACC attends on a bi-monthly basis. It collates a good range of quantitative data to provide a monthly assessment of child abuse

October 2007

investigation across the three BCUs, including the number of joint and single-agency investigations.

- The PPU structure co-locates staff working in the same environment, whether at headquarters or on BCU, engendering effective working and the sharing of relevant information.

Work in progress

- In March 2007 the PPU commenced an audit to test compliance with process and policy. At the time of inspection the concluding report had not been finalised.
- The force currently uses its Compucorp system to manage child abuse investigations, but has recognised that the system has limitations. The force has just purchased and installed CATS, and a training programme will commence in August 2007.

Areas for improvement

- This inspection was unable to locate any evidence on the Compucorp system that strategy discussions with social services are documented and recorded.
- There is no specific reference to child abuse investigation or safeguarding children within the annual policing plan or strategic plan. However, these are now included in the force control strategy.
- Supervisors are not located in the CRU. Current practice is that constables make contact with a supervisor once a case is referred and then become involved in the strategy discussions as appropriate. While HMIC acknowledges resourcing constraints, the force may wish to satisfy itself that this current arrangement is effective.
- A full review should be undertaken to gauge the effectiveness of the police officer case conference co-ordinator posts and consider whether this role could be undertaken by police staff, releasing police officers to operational duties.
- To promote effective assessment, the force needs to include in its CAI audit the percentage of child abuse referrals resulting in a recorded crime, and the percentage of referrals resulting in a strategy meeting.

October 2007

Protecting Vulnerable People – Domestic Violence

GRADE	FAIR
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National grade distribution

Excellent	Good	Fair	Poor
1	13	27	2

National contextual factors

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liason role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

Contextual factors

Significant investment has been dedicated to resourcing domestic abuse work, primarily through the funding of the domestic abuse co-ordinator. This reflects the commitment to take domestic abuse activities forward, working with partners.

The force SMB for domestic abuse leads a number of initiatives. Police and partners have funded a post of domestic abuse co-ordinator, a police staff role located in the PPU at headquarters. The PPU model resulted in the allocation of six SDAOs, two for each of the BCUs. SDAOs focus primarily on victim support and rarely engage in investigation.

In September 2007 the Home Office report on the audit of domestic violence assessed data compliance, management arrangements and the percentage of domestic violence incidents where an arrest is made in relation to the incident.

October 2007

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- The force has good connections with multi-agency forums under the umbrella of a county-wide domestic abuse strategy, which aims to reduce the number of incidents while increasing levels of reporting. Each of the seven district councils has its own domestic abuse forums but some have merged their meetings. The jointly-funded domestic abuse co-ordinator attends all the meetings.
- There is evident awareness of the need for officers to take positive action and arrest offenders where possible when attending domestic abuse incidents. This is supported by a facility in the command and control system that prevents a domestic violence incident log from being closed without a valid explanation as to why an arrest has not been made.
- In June 2007 the force introduced a substantially revised domestic abuse policy that fully complies with ACPO guidance. It has a clear accountability framework that deals effectively and in detail with repeat victimisation, risk identification and assessment, informing staff of their responsibilities.
- Force control centre (FCC) staff have checklists and menus available to them when receiving a call relating to domestic abuse, and all incidents are flagged to SDAOs for their attention. FCC staff also have access to intelligence and information systems that allow them to communicate relevant facts – such as details of previous incidents or bail conditions – to responding officers.
- In May 2007 the force introduced a revised risk identification model, detailing the actions expected of officers who respond to incidents. Outputs are reviewed by SDAOs, who conduct a formal risk assessment applying the spousal assault risk assessment model. The force has a robust 365-days-a-year risk assessment process that allows the initial risk identification to be reviewed by suitably trained staff within the PPU.
- All job descriptions were reviewed in April 2006. SDAOs reported that they had been consulted on their job descriptions and considered them to be corporate, accurate and an appropriate reflection of their role.
- A total of 13 indicators on domestic abuse are collated for the PPU monthly performance report. The indicators cover mostly quantitative measures, with two indicators measuring contact with victims.
- All SDAOs and their supervisors have received the specialist Centrex domestic abuse training modules. The force has a plan to deliver modules 1 to 4 of the Centrex training to all operational staff in the next 18 months.
- Problem profiles for domestic abuse have been completed across the three BCUs, and have been integrated into a force problem profile for domestic abuse.

Work in progress

- During 2007 the force will adopt CATS for domestic abuse, ideally integrating delivery with the CAI staff. The force needs to ensure that the system is fully accessible to staff and integrated with other systems.
- More recently, SDAOs have been involved in homicide investigation where domestic abuse has been a causal factor, given that eight of the last eleven homicides in the county were domestic abuse related. The force should further exploit the SDAOs' specialist knowledge to support homicide investigation – for example, in identifying common links that can be used to develop a homicide prevention/reduction strategy.

Areas for improvement

- Domestic abuse is not referred to explicitly in the local policing plan.
- Problems exist with regard to capacity and resilience for SDAOs. The force has six established posts, but currently two have not been backfilled to cover for sick leave or maternity leave. As a consequence, the remaining staff carry a bigger caseload – currently around 100 new cases a month. The force is reviewing caseloads and the capacity of SDAOs to respond effectively to referrals. This may require a complete review of working practices (see recommendation 1 below).
- SDAOs are also currently compiling monthly individual management information, which takes time to prepare and present. Consideration should be given to some form of administrative support for SDAOs to allow more time to perform their core roles.
- Currently, SDAOs are primarily victim focused and only occasionally become involved in supporting investigations. The force should consider whether this is the most appropriate use of resources, as the SDAOs could help to prevent repeat victimisation by adopting a more proactive investigative role.
- The force should reassure itself that it has a robust process to identify all domestic abuse potentially dangerous persons.

RECOMMENDATION

A review of the working practices of specialist domestic abuse officers should be undertaken, to identify opportunities for removing tasks that could be undertaken by police staff, to streamline current functions and to analyse caseloads. Finally, the capacity of specialist domestic abuse officers to conduct risk assessment in a timely manner should be reviewed.

October 2007

Protecting Vulnerable People – Public Protection

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

October 2007

- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

Contextual factors

The PPU is well established in public protection work, with an effective multi-agency public protection arrangements (MAPPA) regime in which key partner staff are located in the PPU. Public protection is managed from the centre, with staff and supervisors geographically located on BCUs with staff from the other PPU disciplines. The force has demonstrated its commitment to this area by recently increasing from seven to eight the number of SOROs, who are now all in post. Two are based on one BCU and three each on the two remaining BCUs.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- The force is able to demonstrate good inter-agency relationships and high quality sharing of information with prison, probation, education and housing partners to identify persons who fall outside MAPPA. A process is in place for adoption and ongoing management of these individuals.
- An all-inclusive public protection policy document is available to staff. This document sets out the responsibility and accountability framework, complying with the ACPO guidance. The policy provides clear guidance on the different levels of MAPPA and outlines an officer's responsibilities when responding to relevant incidents.
- The force is actively engaged in managing offenders who are referred to the MAPPA process. The detective chief inspector PPU attends all MAPPA level 3 meetings, while MAPPA level 2 meetings are attended by the detective inspector (intelligence) from the relevant BCU. The police occasionally take the chair at MAPPA meetings when the MAPPA managers are unavailable. The MAPPA manager is located at force headquarters and has good access to key managers. All meetings have minutes that demonstrate evidence of positive contributions from all agencies and partners.
- All specialist staff are trained in Risk Matrix 2000 (RM2000). The detective sergeant conducts a monthly risk assessment meeting to review, assess and agree risk management plans, with evidence of appropriate direction by the supervisor.
- There is a strong training regime within this area of the PPU. All staff are trained in RM2000 and one new officer is waiting to attend the nationally accredited course,

October 2007

now run by the Child Exploitation and Online Protection Centre. All staff have been assessed for skills/knowledge gaps and these are being progressed in the force training plan. The Violent and Sex Offenders Register (ViSOR) manager is an accredited trainer and training for all control room supervisors is planned to further increase access to, and awareness of, ViSOR. The manager is also the East Midlands regional RM2000 trainer.

- All job descriptions were reviewed in May 2007 when staff were consulted and asked to contribute to the revised descriptions, which accurately outline roles and responsibilities.
- The home visit regime for registered sex offenders (RSOs) is: very high risk – monthly; high – three-monthly; medium – six-monthly and low – annually. At the time of inspection a total of 548 RSOs resided in the county. Of these 144 were in prison, leaving an average caseload per officer of 50.5. This was within the target caseload per officer of 50-60 RSOs living in the community.
- The dedicated supervisor of the SOROs is actively engaged in endorsing, reviewing and monitoring risk levels. He does not routinely attend MAPPA meetings but does occasionally attend in support of the officer-in-the case in more complex or difficult cases.
- A range of management information is available on PPU work, including the number of sex offenders registered on ViSOR in the respective categories and new registrations each month.
- The caseloads of RSOs allocated to the SOROs are actively monitored by the force to ensure an equitable distribution and manageable caseload, with a target of between 50 and 60 cases per officer.

Work in progress

- The force is working with other agencies to develop an inter-agency intelligence cell, which will be sited at force headquarters. This will include staff and information systems from probation, prisons, children's services, MAPPA and the police, with a commitment to public protection arrangements and the Every Child Matters agenda. Its aims and objectives will include developing a shared understanding of the tasks, process, principles, roles and responsibilities outlined in national guidance, and local approaches for safeguarding children/MAPPA arrangements.
- Although all home visits to very high and high risk RSOs are conducted in pairs, at times SOROs conduct low and medium risk home visits on their own, after a risk assessment. To some extent the force geography militates against the completion of joint visits: it would add some burden if all visits were conducted by two officers. However, there is a risk when officers conduct solo home visits, and the force should reassure itself that these risks are fully assessed and minimised. There is an opportunity to formalise existing informal visiting arrangements, which SOROs conduct with probation staff, to enhance officer safety. The force needs to take cognisance of the ACPO guidance regarding the conduct of home visits.
- The force MAPPA manager is currently developing a range of joint performance measures with the relevant partners involved in MAPPA. At present there is no

October 2007

national guidance on performance metrics. However, there is a commitment by both police and partners to develop measures to reduce risk, identify repeat victims and analyse what is effective in preventing re-victimisation.

- The ViSOR registrar also performs other roles within PPU, namely ViSOR manager, central point of contact for ViSOR and the single point of contact for the IMPACT (intelligence management, prioritisation, analysis, co-ordination and tasking) nominal index. The force IMPACT project management board is currently reviewing whether the merging of these roles is impeding the effectiveness of the unit, and seeks to limit the dependency on individuals.

Areas for improvement

- Intelligence held on RSOs prior to March 2005 has not been back-record converted. The force needs to review the intelligence not yet entered onto ViSOR to reassure itself that relevant intelligence is recorded and therefore retrievable by interrogation of ViSOR records.
- Currently home visits for RSOs are not up to date: one very high risk offender visit is outstanding, while the remaining categories are estimated to be 85% to 95% on schedule. The force should develop its management information accurately to reflect the current status of visits across the various risk categories. It currently only monitors whether a visit has been completed or was unsuccessful (identified by the force as positive or negative), but does not provide sufficient detail on why the visit has been deemed positive or, more importantly, why the visit was negative – eg offender just not at home, or other evidence materialised that suggested an increased risk from this offender.

October 2007

Protecting Vulnerable People – Missing Persons

GRADE

FAIR

National grade distribution

Excellent	Good	Fair	Poor
1	21	21	0

National contextual factors

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

Contextual factors

Strategic direction and management for missing persons enquiries remains with the PPU. The force currently uses its NSPIS command and control system to manage missing person enquiries, and this has limitations. It has a good management system, allocating a supervisor to monitor investigations, and enquiries are conducted on BCU initially by response officers. HMIC's baseline report in October 2006 identified as an area for improvement the acquisition of an ICT solution to assist in managing missing persons enquiries.

The force has recognised the need for a bespoke missing persons management system to provide effective tasking, review and management, and generate performance information. It has just purchased the Community Policing and Case Tracking (COMPACT) system, which is a recognised national system for this area of work and is used by a number of forces in the region.

The specific comments in this section should be read in conjunction with those contained in the generic PVP section of the report.

Strengths

- A comprehensive accountability framework gives clear direction from the initial report through to the return interview. It provides direction on when and how an SIO becomes involved, whether leading or reviewing the investigation. The ACC's facilities for video conferencing with BCU commanders allow him to monitor all missing persons enquiries across the force.

October 2007

- The missing persons policy is comprehensive and fundamentally complies with ACPO guidance; a number of appendices deal with a range of guidance, advice and protocols. The policy is widely understood by operational staff, largely because of the 'walk through' booklet, which includes a risk assessment section. The booklet includes tear-out sections that can be handed to victims and witnesses to explain procedures, advise people and refer them to support agencies.
- In May 2007 the PPU held an awareness day for supervisors on all PVP matters, including remarketing the Child Rescue Alert system that was introduced in 2004. It will also include child rescue alert information in the next reprint of its 'missing from home' booklet.
- Missing persons feature in all daily tasking and fortnightly tasking and co-ordination meetings.
- The command and control system does not allow a message to be closed until a return interview has been conducted with the missing person. This ensures completion and allows both the FCCC and operational supervisors to monitor progress and guarantee compliance with policy.
- In November 2004 the force developed a joint agency protocol with children's homes to deal with unauthorised absences. More recently it adopted the Child Rescue Alert system.
- The force currently monitors the number of missing persons reports per month and maintains a library of previous years' data. It also monitors how many cases are still reported as missing after 28 days, which at the time of inspection was nil.

Work in progress

- The NSPIS command and control is used to manage missing persons. This is adequate but not entirely fit for purpose. It does not facilitate effective task management or review, and is unable to produce management information. The recent purchase of COMPACT, a computer management system used by a number of forces nationally, will significantly improve the force's capability in managing missing person investigations.

Areas for improvement

- The force needs to increase the awareness of the protocol arrangements with children's homes and include them in the missing persons policy. The existing protocol with children's homes is not widely known about within the force. This places an unnecessary burden on operational officers, who often make repeated visits in respect of individuals missing from a children's home. HMIC acknowledges that this protocol is currently being redeveloped with staff from the LSCB.
- Currently the force policy on missing persons does not outline guidance about the protocol arrangements with children's homes on unauthorised absences.
- Limited performance management information is available to managers – for

example, on how long an enquiry has been running, what resources were expended in tracing a missing person, or any individual officer performance. The purchase of COMPACT will add value to this area.

Recommendation

Protecting vulnerable people

Recommendation

A review of the working practices of specialist domestic abuse officers should be undertaken, to identify opportunities for removing tasks that could be undertaken by police staff, to streamline current functions and to analyse caseloads. Finally, the capacity of specialist domestic abuse officers to conduct risk assessment in a timely manner should be reviewed.

Appendix: Glossary of Terms and Abbreviations

A

ACC	assistant chief constable
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASB	anti-social behaviour

B

BCU	basic command unit
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C

CAI	child abuse investigation
CATS	case administration tracking system
CBM	community beat manager
CDRP	crime and disorder reduction partnership
COMPACT	Community Policing and Case Tracking
CPT	community policing team
CRU	central referral unit
CT	counter-terrorism

D

DCC	deputy chief constable
DoFA	director of finance and administration
DoHR	director of human resources

F

FCCC	force control and communication centre
FLAC	faith, language and culture

H

HMI	HM inspector
HMIC	Her Majesty's Inspectorate of Constabulary
HR	human resources

I

IAG	independent advisory group
ICIDP	Initial Crime Investigators' Development Programme
ICT	information and communications technology
IIU	intelligence investigation unit
IMPACT	intelligence management, prioritisation, analysis, co-ordination and tasking

J

JAG	joint action group
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K

KIN	key individual network
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L

LCJB	local criminal justice board
LSCB	local safeguarding children board

M

MAPPA	multi-agency public protection arrangements
MSF	most similar force(s)

N

NIM	National Intelligence Model
NMIS	national management information system

NSPIS National Strategy for Police Information Systems

P

PA police authority
PCSO police community support officer
PDR personal development review
PIP professionalising the investigative process
PPAF policing performance assessment framework
PPU public protection unit
PSD professional standards department
PVP Protecting Vulnerable People

Q

QoSC Quality of Service Commitment

R

RM2000 Risk Matrix 2000
RSO registered sex offender

S

SARA scanning, analysis, response, assessment
SDAO specialist domestic abuse officer
SDG strategic development group
SGC specific grading criteria
SIO senior investigating officer
SMB strategic management board
SOCA Serious Organised Crime Agency
SORO sex offender registration officer

V

ViSOR Violent and Sex Offenders Register