



**Meeting:** Leicester, Leicestershire and Rutland Police and Crime Panel

**Date/Time:** Monday, 3 June 2019 at 2.00 pm

**Location:** Sparkenhoe Committee Room - County Hall

**Contact:** Euan Walters (Tel: 0116 3052583)

**Email:** euan.walters@leics.gov.uk

### **Membership**

Cllr Robert Ashman	Cllr. Elaine Pantling
Cllr. Hemant Rae Bhatia	Cllr. Les Phillimore
Mr Keith Culverwell	Cllr. Sharmen Rahmen
Ms Mehrunnisa Lalani	Cllr. Michael Rickman
Cllr. Kevin Loydall	Cllr. Manjit Kaur Saini
Cllr. Michael Mullaney	Cllr. Deborah Taylor
Cllr. Joe Orson	Cllr. Alan Walters
Mr. I. D. Ould OBE CC	

**Please note:** this meeting will be filmed for live or subsequent broadcast via the Council's web site at [www.leicestershire.gov.uk](http://www.leicestershire.gov.uk)  
– Notices will be on display at the meeting explaining the arrangements.

### **AGENDA**

<b><u>Item</u></b>	<b><u>Report by</u></b>
1. Election of Chairman.	
2. Election of Deputy Chairman.	
3. Minutes of the meeting held on 18 March 2019.	(Pages 3 - 8)
4. Public Question Time.	
5. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.	



6. Declarations of interest in respect of items on the agenda.
7. HMICFRS Report: Police Effectiveness, Efficiency and Legitimacy 2019. (Pages 9 - 60)
8. Nighttime Economy. (Pages 61 - 68)
9. Independent Custody Visitors. (Pages 69 - 94)
10. Complaints against Leicestershire Police. (Pages 95 - 102)
11. Dates of future meetings.

Future meetings of the Panel are scheduled to take place on the following dates:

Monday 22 July 2019 at 2:00pm at City Hall, Leicester;  
Tuesday 24 September 2019 at 2:00pm at County Hall, Glenfield;  
Wednesday 11 December 2019 at 1:00pm at County Hall, Glenfield.

12. Any other items which the Chairman has decided to take as urgent.

Minutes of a meeting of the Leicester, Leicestershire and Rutland Police and Crime Panel held at County Hall, Glenfield on Monday, 18 March 2019.

PRESENT

Mr. J. T. Orson JP CC (in the Chair)

Cllr. Lee Breckon, JP  
 Cllr. Ratilal Govind  
 Cllr. Malise Graham  
 Ms Mehrunnisa Lalani  
 Cllr. Kevin Loydall  
 Cllr. Abdul Osman

Cllr. Elaine Pantling  
 Cllr. Trevor Pendleton  
 Cllr. Janice Richards  
 Cllr. Michael Rickman  
 Cllr. Manjula Sood, MBE  
 Cllr. Deborah Taylor

Apologies

Mr Keith Culverwell and Cllr. Alan Walters

In attendance

Lord Willy Bach – Police and Crime Commissioner  
 Kirk Master – Deputy Police and Crime Commissioner  
 Paul Hindson – Chief Executive, Office of the Police and Crime Commissioner  
 Chief Constable Simon Cole – Leicestershire Police.

53. Minutes of the previous meeting.

The minutes of the meeting held on 1 February 2019 were taken as read, confirmed and signed.

54. Public Question Time.

There were no questions submitted.

55. Urgent items.

There were no urgent items for consideration.

56. Declarations of interest in respect of items on the agenda.

The Chairman invited members who wished to do so to declare any interest in respect of items on the agenda for the meeting.

Cllr. M. Sood declared a personal interest in respect of all substantive items as a member of the Police's Independent Advisory Panel, as a member of the Leicester Council of Faiths and a member of the Bishop's Faith Forum.

Ms. M. Lalani declared a personal interest in respect of all substantive items as she had a close relative that was a member of the Police Cadets.

57. Recruitment, Retention and Progression in Leicestershire Police.

The Police and Crime Panel considered a report of the Police and Crime Commissioner (PCC) which provided an update on the processes, campaigns and outcomes for the recruitment of police officers and the promotions, dismissals and employment tribunals relating to the Force. A copy of the report, marked 'Agenda Item 5', is filed with these minutes.

Arising from discussions the following points were noted:

- (i) The demographics of police officers and staff within Leicestershire Police did not fully reflect the demographics of Leicester, Leicestershire and Rutland though some recent improvements had been made. Leicestershire Police were ranked fourth in the country for being representative of the Force area. The PCC had decided that making the Force more representative was a priority, was firmly holding the Chief Constable to account for progress made in this area, and would not be satisfied until the Force was much more reflective of the area it policed. However, the PCC had not set any specific targets or timescales. It was expected that in the next 5 years over 750 police officers in Leicestershire Police would retire which created an opportunity to make the Force more representative by ensuring the new intake were of more diverse backgrounds. Engagement events were being held across the county to attract people from all backgrounds to join the Force. Recruitment for PCSOs would be opening in March 2019 and for police officers in April 2019.
- (ii) Whilst Leicestershire Police had altered its own recruitment practices in order to increase the number of applicants from BME backgrounds that made it through the initial stages of the process, the applicants still had to pass a national assessment process known as SEARCH and this was where many BME applicants were failing.
- (iii) Members raised concerns about the lack of BME officers at the higher ranks within Leicestershire Police. In response it was explained that applicants who applied at the Direct Entry level to become an Inspector or Superintendent were also required to pass a national assessment which some BME candidates struggled with and this partly explained the lack of BME officers at those ranks. It was anticipated that the numbers of BME officers at the higher ranks would increase as the overall numbers of BME staff in Leicestershire Police increased.
- (iv) Where there was more than one applicant for a role and two applicants were at the same level of ability the law allowed the Force to prioritise an applicant if they were from a background that was underrepresented in the Force. Leicestershire Police occasionally took advantage of this opportunity when appropriate.
- (v) The report did not provide full statistics relating to LGBT police officers and staff because due to the small numbers involved, the people referred to may be identifiable and this would breach data protection regulations.
- (vi) In response to a question about whether police officers were required to speak good English it was explained that whilst police officers were required to have a sufficient level of English to be able to give coherent evidence in Court for example, the Force also looked for officers that had cultural competence i.e. they could be sensitive to the different communities that they served. In addition, training on cultural competence was provided to officers once they had joined the Force.

- (vii) From 2020 all police officers would be required to have a degree and the PCC had concerns about this as he felt it would prevent some people that had the skills to be a good police officer from joining because they were not academically gifted. The traditional graduate entry scheme was no longer available and instead there would be the following routes into the police:
- Pre-join degree - those who already had a degree in policing would be able to join the police straight away and complete a short on the job training programme;
  - Degree holder entry - those who already had a degree in another subject would be able to undertake a conversion course leading to a graduate diploma in professional policing practice;
  - The Police Constable Degree Apprenticeship where the applicant would join a police force as a police constable and undertake a three-year apprenticeship in professional policing practice which would lead to a degree-level qualification.
- (viii) The Government retained 5% of the Leicestershire Police budget in order to provide the apprenticeship programme therefore the only way for Leicestershire Police to take advantage of that funding was to take part in the apprenticeship programme. The programme would be run locally in partnership with De Montfort University.
- (ix) Police cadets were a good way of encouraging young people to join the Force and the demographics of the cadets was much more representative of the Force area. However, there was a rule prohibiting a person from becoming a police officer until they reached the age of 18. Leicestershire Police was conducting a pilot where people under the age of 18 were able to apply to be a police officer but postpone joining until they reached the age of 18. This was designed to make the transition from cadet to police officer easier and more attractive. The pilot had been agreed to by the College of Policing though it was subject to legal challenge.
- (x) The procedure within Leicestershire Police for promotions was that staff would be given a temporary promotion and then undertake a work based assessment process whilst carrying out that temporary role. The statistics provided in the report did not include those that were on temporary promotion, only those that had been substantively promoted.
- (xi) All police officers and staff were offered exit interviews. The main reason people left was retirement and only a small proportion left because they were not happy with the job. Many PCSOs became warranted officers. There was currently no way of forcing people to remain as an employee of Leicestershire Police therefore there was a risk that once people had completed the apprenticeship programme and received all the training and the degree they could still find employment elsewhere. However, members were assured that the majority of staff at Leicestershire Police had long careers with the Force. If the level of staff turnover did become a problem then measures to encourage staff to remain would be considered.
- (xii) In an update to the information provided in the report there were now 8 ongoing employment tribunal claims for Leicestershire Police as one had been dealt with since the report had been written.
- (xiii) The PCC firmly refuted the allegations made before the Home Affairs Select Committee by the President of the National Black Police Association Sergeant Tola Munro that Leicestershire Police was institutionally racist. The PCC and Chief Constable had a meeting arranged with Sergeant Munro for April 2019 to discuss the allegations.

## RESOLVED:

- (a) That the contents of the report and the continued positive action approach adopted by Leicestershire Police be noted.
- (b) That the President of the National Black Police Association Sergeant Tola Munro be invited to a private meeting with members of the Police and Crime Panel to discuss the approach of Leicestershire Police towards BME staff.

58. Performance Report - Quarter 3.

The Police and Crime Panel considered a report of the Police and Crime Commissioner regarding the performance of Leicestershire Police for the period 1 October 2018 to 31 December 2018. A copy of the report, marked 'Agenda Item 6', is filed with these minutes.

Arising from discussions the following points were noted:

- (i) When the 101 telephone service was set up it was intended that the public would be able to use the number to directly contact specific police officers. However, officers were not always on duty when the telephone call was made therefore the public were not able to get through to them at certain times. Members suggested that a mailbox system should be used so that the public could leave phone messages for individual officers, and the PCC agreed this idea was worth considering.
- (ii) Recent abandoned call rates were as follows:  
December 2018 12.8%;  
January 2019 10.5%;  
February 2019 13.5%;  
March 2019 11.8%.  
However, the abandoned calls figures could be misleading because when a member of the public called the 101 service the automated message suggested other phone numbers or agencies that the caller could try. Therefore the caller may have gained the information they required without the 101 call being answered.
- (iii) A member asked for online crime reporting figures to be included in future performance reports and the PCC agreed to this request.
- (iv) It was noted that the reported incidents of Anti-Social Behaviour (ASB) had reduced by 938 compared to the same quarter in the previous year and members raised concerns that ASB was underreported. In response the PCC stated that he did have reservations about the accuracy of crime figures and particularly in relation to ASB. However, it was likely that the figures for the previous year were also underreported therefore it could be assumed that there had been some improvement from year to year.
- (v) Clarification was given on the difference between a crime and an incident. It was explained that during one incident more than one crime could have been committed. Also in one telephone call from the public several incidents or crimes could be reported. Most motoring offences were not crimes.

- (vi) In response to a question from a member it was acknowledged that there had been an increase in hate crimes in Leicester, Leicestershire and Rutland since the recent terrorist attack in Christchurch, Newzealand.
- (vii) A member was of the view that there needed to be greater regulation and control over social media to prevent crimes occurring. The PCC agreed with this but stated that he had no powers over social media companies and suggested government ministers should be lobbied to increase the onus on social media companies to take action.

RESOLVED:

That the contents of the report be noted.

59. Human Trafficking and Modern Day Slavery.

The Police and Crime Panel considered a report of the Police and Crime Commissioner which provided an update on Modern Slavery and Human Trafficking. A copy of the report, marked 'Agenda Item 7', is filed with these minutes.

Arising from discussions the following points were noted:

- (i) Members thanked the PCC for the report and for highlighting the extent of the problem. Members welcomed the proposed investment in a supervisor and six police officers to tackle issues such as Modern Slavery using money from the recent precept increase.
- (ii) Whilst work was being undertaken by Leicestershire Police with regards to Modern Slavery and Human Trafficking, a clearly defined strategy had not yet been developed. An action plan would be completed later in the year and an event would be held to publicise the issue.
- (iii) A member stated that messages needed to be disseminated to the public on where and how to report Modern Slavery and Human Trafficking.

RESOLVED:

- (a) That the contents of the report be noted;
- (b) That the PCC be requested to provide a further report on Human Trafficking and Modern Slavery for the September 2019 Police and Crime Panel meeting.

60. Date of next meeting.

RESOLVED:

It was noted that the next meeting of the Panel would be held on 20 May 2019 at 2:00pm.

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# PEEL

## Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Leicestershire Police



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# What this report contains

This report is structured in four parts:

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

## Our inspection approach

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

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

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

We inspected all forces in four areas:

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

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

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

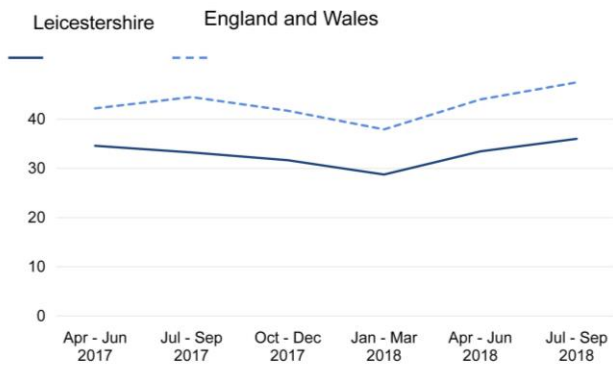
<b>IPA area</b>	<b>Inspected in 2018/19?</b>
Preventing crime and anti-social behaviour	No
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Armed policing	Yes
Meeting current demands	Yes
Planning for the future	Yes
Treating the public fairly	No
Ethical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

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

# Force in context

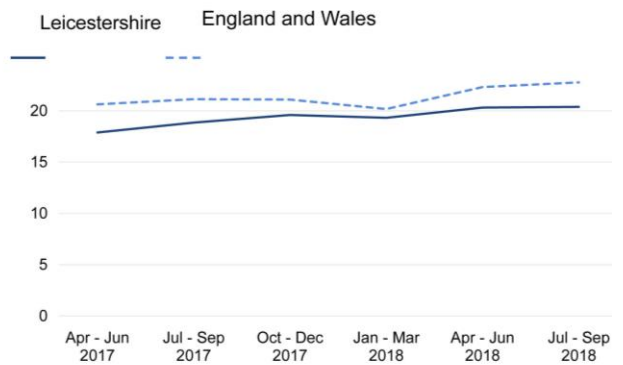
## 999 calls per 1,000 population

1 April 2017 to 30 September 2018



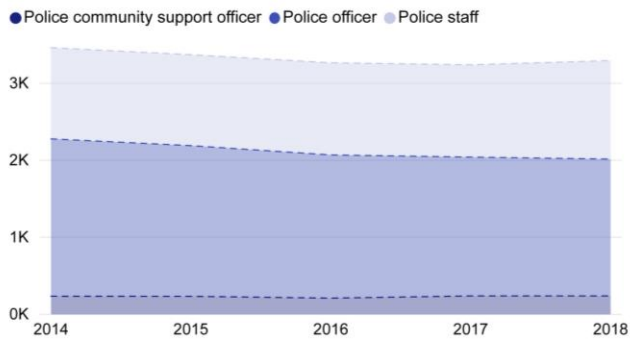
## Recorded crime per 1,000 population

1 April 2017 to 30 September 2018



## Leicestershire workforce

in post on 31 March, 2014 to 2018













## Leicestershire spend per head of population

2018/19 projection

£164

## Overall summary

	<b>Effectiveness</b>	 <b>Good</b>	<b>Last inspected</b>
Preventing crime and tackling anti-social behaviour	 Good	2016	
Investigating crime	 Good	2018/19	
Protecting vulnerable people	 Good	2018/19	
Tackling serious and organised crime	 Good	2017	
Armed policing	Ungraded	2018/19	
	<b>Efficiency</b>	 <b>Good</b>	<b>Last inspected</b>
Meeting current demands and using resources	 Good	2018/19	
Planning for the future	 Good	2018/19	

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	<b>Legitimacy</b>	 <b>Good</b>	<b>Last inspected</b>
Fair treatment of the public	 Good	2017	
Ethical and lawful workforce behaviour	 Good	2018/19	
Fair treatment of the workforce	 Good	2017	

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## HM Inspector's observations

I am pleased with Leicestershire Police's performance in keeping people safe and reducing crime.

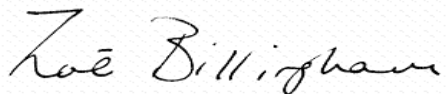
Since our last inspection the force has improved how it handles victims' reports of crime. It now receives and investigates these better. It has also improved the services and support it gives [vulnerable people](#). The force has very good skills and technology to tackle cyber-crime.

I remain concerned about the force's performance in recording crime. Although it has improved since our last inspection, it has much more to do.

The complexity and scale of current and future demand is well understood by senior leaders. The force has worked to operate more efficiently. This includes reorganising officers to better meet demand. It has sustainable financial plans in place. These include increasing its officers.

I am pleased to see that the force is consulting widely with its communities to better understand their concerns. Senior leaders support the workforce. They encourage a culture of continuous learning and ethical behaviour.

Overall I commend Leicestershire Police for sustaining its positive performance over the past year. I am confident that it is well-equipped for this to continue.



**Zoë Billingham**

HM Inspector of Constabulary



# Effectiveness



# Force in context

## Proportion of officers in a neighbourhood or response function

in post on 31 March 2018

Leicestershire



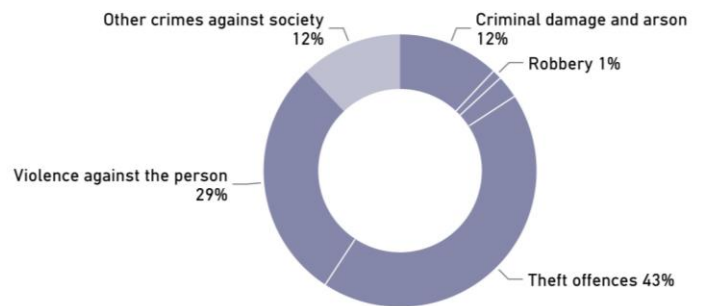
England and Wales



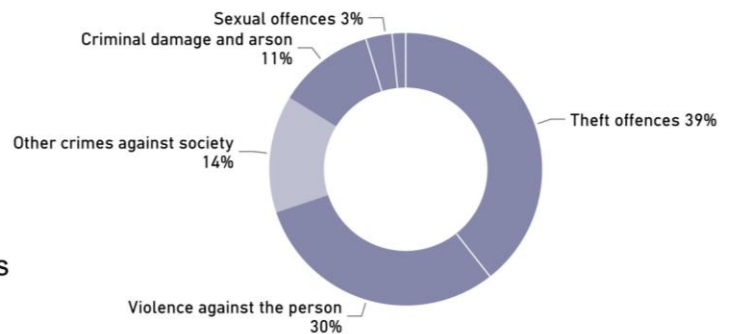
## Victim-based crime

12 months ending 30 September 2018

Leicestershire

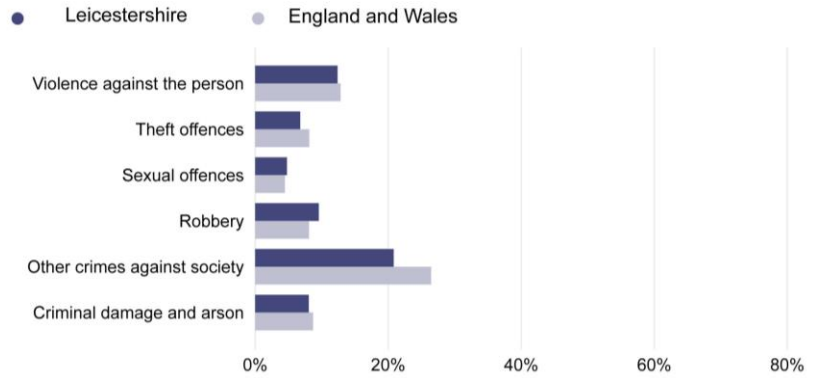


England and Wales



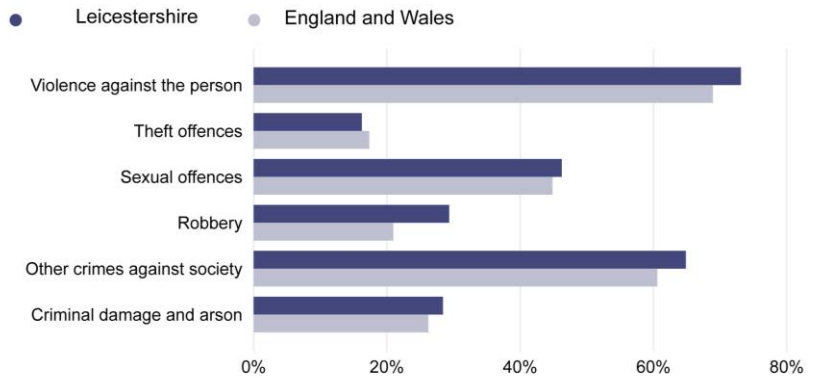
**Proportion of crimes where action was taken**

12 months ending 30 September 2018



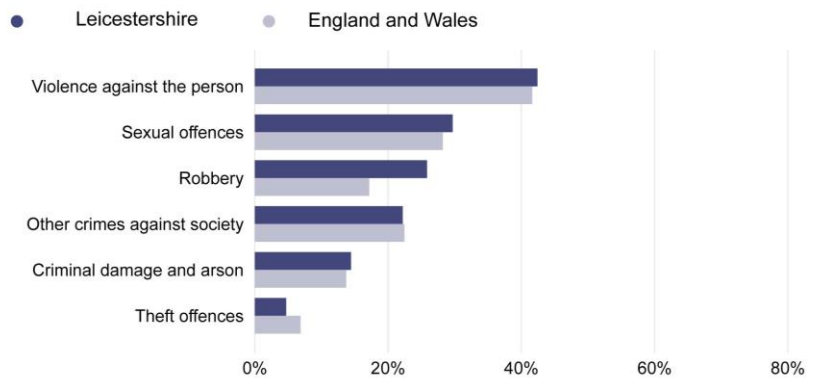
**Proportion of crimes where suspect was identified**

12 months ending 30 September 2018



**Proportion of crimes where victim did not support police action**

12 months ending 30 September 2018



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



**Good**

### Summary

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

In 2016, we judged the force to be good at preventing crime and tackling [anti-social behaviour](#).

The force is good at investigating crime. Investigations are handled by appropriately-trained staff, and the case files we saw were of a high standard. There is a new crime bureau for cases with few lines of investigation, which has taken pressure off other investigators. The force offers a good service to victims and prioritises their needs.

Leicestershire Police is also good at protecting vulnerable people. It has strong relationships with other organisations working with those in need and a well-established training programme. The force is currently dealing with more crimes, and receiving more referrals linked to vulnerability, than it ever has before, but it is taking measures to deal with this demand.

In 2017, we judged the force to be good at tackling [serious and organised crime](#).

### Preventing crime and tackling anti-social behaviour



**Good**

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

## Investigating crime



### Good

Leicestershire Police is good at investigating crime. It has speeded up the allocation of crimes to investigators since our 2017 effectiveness inspection. Most investigations are handled by appropriately-skilled teams, and the force has enough investigators to deal with its caseload.

The force has recently improved the way crimes can be reported online. Its website reflects a new national approach for digital access to public services.

A new crime bureau handles cases with few lines of investigation and this has eased pressure on other investigators. Staff in the crime bureau provide a good service to victims.

As part of this inspection, we reviewed 60 files from recent investigations. We found the standard was good in 52 of them.

Leicestershire Police is good at pursuing suspects of crime, managing persistent offenders and working with other organisations to deal with foreign national offenders. Its use of police [bail](#) has dropped since changes in the law in 2017, but it is taking measures to address this.

The force prioritises the needs of victims. It is introducing a 'service offering', which gives victims a clear sense of how it plans to handle their case.

### Area for improvement

- The force should train all officers about the rules of disclosure when preparing cases for court.

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

### Investigation quality

Leicestershire Police is good at investigating crime. It organises the allocation and investigation of crimes well. The force has enough investigators to deal with demand. During our inspection, we spoke to many investigators of differing responsibilities and levels of experience. Each of them described being suitably skilled for their role.

Investigations are allocated to different teams depending on how complex the case is, the risk posed by the suspect or the vulnerability of victims and witnesses. Neighbourhood investigation units (NIUs) based in local police stations throughout the force area conduct most investigations. Specialists with enhanced skills investigate complex and sensitive crimes, including rape and domestic abuse cases, where the victims face a high risk of harm. Prisoner investigation units (PIUs), which deal with people who have been arrested, retain some investigations until the cases are

concluded. Officers from neighbourhood teams also hold a small caseload of crimes that have happened on their beat. These cases tend to be less serious, where the risks are lower, and are linked to priorities set by the local community. Overall, the most appropriate teams carry out investigations.

The force has recently improved the way crimes can be reported online. It has updated its website before adopting the new national approach for digital access to public services, known as 'single online home'. Many forces are planning to introduce this approach later in 2019. Leicestershire Police was early to adopt this website format, which enables the public to rapidly access a range of police and other agencies' services online (such as 101 reporting). The number of crimes reported online has grown steadily, though people can still seek help by phone or by visiting a police station.

The force has developed a new crime bureau to help manage investigations efficiently and meet victims' needs. It refers reports of crimes that have few lines of enquiry to this team. They then contact the victim by telephone and generally conclude the investigation without the need for a police visit. We spent time in the crime bureau during fieldwork and are satisfied that the right decisions are made about whether to investigate a case further or close it. The force's own data shows that the crime bureau handles about 1,000 cases each week. It closes most investigations soon after the initial conversation, once it is clear that no further lines of enquiry are available. An average of 25 percent of cases are referred to the NIU to investigate further, when other lines of enquiry have been identified. This is good practice and shows that cases are not being closed just to reduce demand.

We found that staff in the crime bureau provide a good service to victims of crime. Even when they do not continue investigations, they contact victims quickly, offer crime prevention advice and reassurance and tell them how to obtain further support.

Other investigators have welcomed the creation of the crime bureau because it means that only cases with lines of enquiry usually reach them. On the basis of the good decision making that we found, and the team's enthusiasm to carry out more tasks, the force might expand its function. It could handle cases where CCTV evidence is the only, or predominant, line of enquiry, for instance.

Since our 2017 effectiveness inspection, the pace at which reports of crime are received and allocated to an investigator has significantly improved. Supervisors send crimes quickly to investigators, so they can take action straight away. The officer in the case is expected to contact the victim on that shift, or on their next one.

Observing call-takers, and listening to recordings of other calls, we found that staff were calm, polite and measured. They showed empathy to victims of crime. Call-takers gather and record enough information to decide promptly on the best response to each incident. That information helps officers attending the scene to identify and carry out the most important actions for an effective investigation, and support victims.

As part of this inspection, we reviewed 60 files from recent investigations. We found the standard was good in 52 of them. All the cases we reviewed had been allocated to an appropriate investigation team. Most had records of supervisors conducting

reviews at the outset, and regularly during the investigation, offering constructive guidance or advice to investigators. The level of detail varied within the investigation plans agreed between the investigator and supervisor. We found a comprehensive list of actions in most cases. A more generic set of directions was listed in others. In a small number, no actions at all were listed.

Alongside the file review, we spoke to investigators and their supervisors, and examined live investigations from their workload. The investigators described feeling supported by supervisors and wanting to do the best they could for victims of crime. Workloads among investigators are high. This has caused slight variations in approaches between teams. These concern prioritising activity in investigations that have most lines of enquiry, and waiting for different periods of time for witnesses or victims to supply evidence. The crime bureau has begun to ease those pressures. Senior leaders have recognised that the high workloads can reduce the chance of achieving the best outcome for victims. A senior detective is developing an improvement plan for the force. This will clarify the expectations placed on investigators and their supervisors.

In the file review and during the fieldwork, we found that victims' needs are considered at all stages of investigations. Investigators described the importance of making and keeping in contact with victims. Some victims need more support and specific techniques are needed to help gather evidence from them. These are called achieving best evidence (ABE) interviews. Our review identified a small number of cases that could have featured ABE interviews but did not. However, awareness of their value, and of when to use them, is good – as is access to trained colleagues to carry them out.

The file review identified 48 cases where victim care was good. But that number underestimates the frequency and nature of contact with victims. Speaking to investigators, we found that they contacted victims in all cases, but that this contact is not always recorded correctly in crime records, although it is recorded in other notes about the case. The force is aware of this issue and is exploring changing computer records systems, to prevent these administrative errors from occurring.

To better support victims of crime, the force is introducing what it describes as a 'service offering' for victims of specific types of crime, like burglary. The force states clearly to the victim what actions it will take and how soon. The victim knows from the outset what service they will receive, including when investigators will arrive. Before, the force made no such commitments. Burglary reports are allocated to specialist investigators and forensic experts to visit the crime scene and gather evidence as early as possible. The aims are threefold: to clarify the commitment the force makes to each victim; to increase the likelihood of detecting crimes; and to meet the force's priority of tackling crimes that have greatest effect on victims.

Most investigations are conducted diligently and comprehensive enquiries are carried out in a timely manner. But cases involving a victim who is reluctant to support a prosecution or an investigation are more likely to be closed quickly. In some instances, we found that other lines of enquiry were still open in those cases. Speaking to incident response officers and investigators, we heard that workload pressures can mean that they have fewer opportunities to initiate or conduct investigations as fully as they would like. We believe that time pressure is a factor in their decision making in

cases when the victim does not support further police action. While each officer knows the merits of seeking evidence-led prosecutions (cases which often do not have support of the victim) and how to build such cases, often they do not pursue them unless domestic abuse is involved, or unless the crime is complex and sensitive, such as serious assault.

In the year to 30 September 2018, investigations that were concluded with evidential difficulties, mainly where there is not enough evidence to support a prosecution, accounted for 34 percent of all crimes that the force recorded. This includes cases with a suspect identified that have, or lack, the support of victims. These number 12 percent and 17 percent respectively and are in line with the rates for England and Wales.

### **Catching criminals**

Leicestershire Police is good at pursuing suspects of crime, managing persistent offenders and working with other organisations to deal with foreign national offenders. It is working to improve its use of bail during active investigations and to increase the number of cases that end with offenders being brought to justice.

The force's approach to finding and arresting people listed as wanted on the police national computer is also good. Robust processes operate on reacting to new information about people wanted for offences and arresting them. This includes suspects for investigations whose fingerprints or DNA are later linked to a crime scene. It also includes people wanted on warrant or who have breached the conditions linked to their release from prison. Detailed and accurate data is kept up to date. Operations to locate subjects and make arrests are mounted regularly. During fieldwork, we saw how frontline officers keep up the momentum to locate suspects that pose a high risk to themselves or other people.

The well-organised [integrated offender management](#) programme manages offenders with a series of convictions who are likely to reoffend. More than half of those in the programme have convictions for violence. This reflects a move away from concentrating on offenders who mainly commit theft, such as shoplifters. This also supports the force's focus on preventing crimes that cause most harm in the local community.

The force has a well-established process to check the conviction history of foreign nationals who have been arrested. A dedicated team with experience in developing intelligence works closely with HM Immigration to confirm foreign nationals' right to remain in the UK. Recently, it has started to share information about people who present the greatest risk of harm to other people. These include organised crime group members, domestic abuse perpetrators and offenders for violent and sexual crimes. This process has contributed directly to the identification of people with no right to remain in the UK, and to applications being made to deport others.

Working relationships with foreign embassies and police officers from other European countries are good. New officers receive training to understand the details they need to gather from foreign nationals who come to their attention. The force has invested in technology to enable officers to check fingerprints on their mobile devices against Immigration Enforcement records.



Force statistics for [ACRO](#) checks of people in police custody for the calendar year to November 2018 show that 260 out of 2,223 of them had convictions from abroad that were relevant to subsequent court proceedings. Within that group, 130 were referred for deportation; these were people who might not have come to notice if they hadn't been arrested and checked.

Use of police bail has dropped sharply since legislative changes in 2017 affected the way police bail is applied. As a result of these, most suspects are [released under investigation](#) (RUI) with no conditions or other obligations. At the time of our fieldwork, force figures showed the status of 1,932 suspects as RUI. We saw that the force uses bail – and, where appropriate, uses applications to remand suspects in custody – for cases involving vulnerable victims and witnesses, such as high-risk domestic abuse and other serious offences.

Investigators and [senior officers](#) gave us different views about how and when it is right to use police bail. A senior detective is leading work to harmonise the force's understanding of bail and increase its use. New advice for supervisors will be circulated soon that will also reflect the new [Code for Crown Prosecutors](#) from the Crown Prosecution Service.

Understanding [disclosure](#) rules when preparing cases for court is important as mistakes can result in cases collapsing. We found significant inconsistency in investigators' knowledge and confidence about these rules. Some offered precise and coherent explanations. Others relied heavily on one training event held several years ago. They had not refreshed their knowledge since then. The force is in the early stages of developing a new training and development plan for investigators; this should be seen as a priority.

Investigators can access good technical support to help them to detect crime. Besides the systems at local stations, which help determine whether computers and smartphones hold evidence, more complex examinations of digital devices are also carried out very quickly, using an impressive array of technology.

The force uses comprehensive and frequently updated sets of data to monitor trends and demand from crime. The overall volume of crimes being reported is growing fast. Force figures show that 76 crimes per 1,000 of the population were recorded in the financial year to the end of March 2018. This compared to 64 per 1,000 population in the previous financial year, and 56 per 1,000 population in the financial year before that. This shows that crime is growing at a high rate, although some of this increase is linked to more accurate recording methods. This is linked in turn to the force's robust response to the findings of our [crime data integrity inspection](#), published in September 2017. That report found that the force's weak processes were causing crime to go unrecorded. Since the force received these findings, it has invested in resources to improve its compliance with national crime recording standards. All officers and staff have received training. Our [follow-up report](#), published in January 2019, showed that the force's adherence to those rules – and the workforce's understanding of how to apply them – had improved. This means that people who fall victim to crime are receiving a better service. It means also the force has a better understanding of the types of crime being committed, how often they occur and who they affect.

The proportion of investigations that end in a criminal prosecution or other some action taken against the offender, known as positive outcomes, has not increased in line with the overall crime trend. Senior leaders take this seriously and are determined to see more positive outcomes. Detailed plans exist to improve the outcomes of domestic abuse and rape investigations. The force should consider also what factors are stopping positive outcomes from being achieved in more cases.

## Protecting vulnerable people



### Good

Leicestershire Police is good at protecting vulnerable people. It has a strong commitment to helping those most in need.

The force has good relationships with other organisations that work with vulnerable people, including local councils, the voluntary sector and health, education and young people's services.

It has created a team to tackle modern slavery and human trafficking. This team will investigate cases, develop intelligence about criminal networks and run awareness and prevention campaigns.

This year, more than 2,100 officers and staff have participated in a training programme called 'protecting vulnerable people'. This long-running initiative has tackled subjects including hidden and under-reported types of crime, the effect of hate crime, and fraud committed against vulnerable people.

The force is currently dealing with more crimes, and receiving more referrals linked to vulnerability, than it ever has before. It has worked hard to improve its processes, organise its workforce better and improve staff skills to cope with demand.

The force makes good use of the [domestic violence disclosure scheme](#), Clare's Law. It is very active in uploading indecent images discovered through investigations to a national database to help identify victims. There is no backlog in vulnerability referrals.

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

### Understanding and identifying vulnerability

Leicestershire Police is good at identifying and protecting vulnerable people. It sees this as a priority and has a strong culture of commitment to helping and protecting people in need. The force uses a clear definition of vulnerability, and officers and staff have a good understanding about what makes people vulnerable.

The force has strong working relationships with other organisations that can help to meet the needs of vulnerable people. They include local councils, the voluntary sector and health, education and young people's services. The benefits of this co-operation are clear. At Wigston police station, for example, referrals and plans are set jointly with the sexual assault referral centre (SARC) for victims of sexual crime to help

vulnerable people. The proactive vulnerability engagement (PAVE) team offers strong support to people with mental health problems.

The force is increasing its understanding of the nature, scale and effect of vulnerability in the community. It has identified clear links between organised crime and hidden types of harm, such as the exploitation of children, human trafficking and modern slavery. It has recently formed a team of specialists to help it grasp and tackle the causes of harm that vulnerable people experience. The serious harm reduction unit (SHRU) harmonises the activity of the force with other organisations to tackle organised crime. This is a positive step, which reflects the force's long-term commitment to preventing crime and its consequences to the public. The force is taking active steps to deal with modern slavery and human trafficking (MSHT). Besides having created a team of investigators, a dedicated MSHT team will investigate cases, develop intelligence about criminal networks and run awareness and prevention campaigns. Together, the two new teams will create a better understanding of these complex issues.

The problem profile in relation to child sexual exploitation was found to be out of date. However, the force has agreed with partner organisations to use an improved approach to monitoring trends and patterns linked to this form of vulnerability. The force has worked with partner organisations to develop new strategic needs assessments for domestic abuse and sexual violence. These assessments have superseded the [problem profiles](#) that the force considered ill-suited to improving immediate understanding about, and response to, the vulnerability of people affected by these types of crime.

Officers and staff are good at recognising and reacting to situations involving vulnerable people. A long-running training programme for the whole workforce, 'protecting vulnerable people', is in its fourth version. The programme consists of a series of modules and it reached more than 2,100 members of the workforce this year. Subjects have included hidden and under-reported types of crime, such as crimes against adults in care, the effect of hate crime and how to deal with it effectively, and fraud committed against vulnerable people. Other modules supply updates on changes in mental health legislation, guidance about how to safeguard vulnerable people, and how to make the best use of specialist teams within the force.

When people first call the force for help, call-takers use a [THRIVE](#) triage process to assess the risk presented by the incident and how urgent a police response is. Our 2017 effectiveness report identified an area for improvement here. We said call-takers should record the outcome of THRIVE assessments and formalise them when those assessments are reviewed for unresolved incidents. During this inspection, we found that call-takers were routinely applying the results of those assessments, based on information taken from the caller, by reacting to computer system prompts signifying repeat or otherwise vulnerable people – and by referring to force computer record systems. We also saw supervisors, known as triage sergeants, working hard to allocate incidents and keep other unresolved incidents under review. The force has improved the way it identifies vulnerability during calls. It is prioritising incidents more accurately now, and allocating them to the most appropriate teams.

## Responding to incidents

The number of crimes being reported is growing, as are the number of incidents attended and the number of referrals received from other organisations linked to vulnerability. This is creating levels of demand that Leicestershire Police has not faced before. The force has worked hard to improve its processes, organise its workforce better and improve staff skills to protect vulnerable people. Our fieldwork showed that frontline officers and staff respond as fast as they can. However, to their frustration, the need to deal with other urgent incidents or investigations sometimes reduces the amount of time and detail they can give to cases.

When officers notice that someone is, or may be, vulnerable, they refer them to specialist colleagues to consider what further support or [safeguarding](#) to provide. This referral, known as a public protection notification (PPN), is transferred electronically. We read a small sample of PPNs during our fieldwork. We noted that they are now being completed in greater detail than we found in previous inspections. The officers convey the sense and purpose of these referrals better, because they are using more free text and are not relying on tick boxes. Specialists who receive and react to the referrals told us they now receive fewer incomplete or inadequate notifications. The force might wish to consider how to recognise instances of best practice and encourage all officers to attain that level of completion.

Risk assessments carried out for incidents of domestic abuse, known as [DASH](#) risk assessments, have also improved in quality. Officers understand the need to consider all circumstances while making those assessments, including how other people are affected by the incident, such as children of the victim or a suspect.

The force is very good at dealing with people with mental health problems. A [street triage](#) service operates every day from 8am until 2am the following morning. Mental health professionals travel in a police car with officers to assess people in need. Their expertise helps the force to direct people to the appropriate part of the health system more quickly. This service started more than six years ago and frontline teams consider it essential. The specialist officers have a deep understanding of how mental ill health contributes to people being vulnerable, and the best way to help people in crisis.

The PAVE team, created in 2016 and comprising police officers, mental health and substance misuse experts, continues to provide high-quality, carefully tailored support for those most in need. The team works with vulnerable people for up to eight weeks to fully understand their needs, which are often complex. It supports them through rehabilitation programmes or places them in suitable accommodation.

During any criminal investigation a suspect can be arrested if this is deemed necessary and proportionate. This is done to prevent harm or to secure evidence, for example. Arresting a suspected domestic abuser, when circumstances demand, can be an effective way also of protecting the victim from further harm. A suspect is arrested in 33 percent of domestic abuse investigations; the rate for all forces in England and Wales is 32 percent. In other circumstances, it can be acceptable not to arrest or detain a suspect at the time but instead let them attend a police station for a formal interview. [Voluntary attendance](#) for interviews was used in 8 percent of

domestic abuse cases in Leicestershire in the year to 30 September 2018. This is in line with the rate for all forces in England and Wales.

After the force analysed data linked to domestic abuse incidents, it established that arrests occur in 84.2 percent for high-risk cases involving injury to the victim. These figures show that incidents presenting the greatest risk of harm receive a more intense police response.

The force recognises that the proportion of prosecutions and other positive criminal justice outcomes could be improved. The force has developed a plan to make it clear to frontline officers attending incidents – and to investigators who take on those cases – that it expects more cases to have positive outcomes. The force might also consider gaining more understanding about how much the increasing volume of incidents, high workloads and competing demands on officers' time is affecting their ability to conduct effective investigations that bring more offenders to justice.

### **Supporting vulnerable victims**

Leicestershire Police supports vulnerable victims well. It has worked hard to improve the speed with which victims of domestic abuse receive specialist support. We are encouraged by the outstanding service that SARC and the specialist children's facility are providing for some of the most vulnerable victims – adults and children who have been victims of sexual assault. The SARC leadership team has used innovative techniques to understand which elements of the local community are at greatest risk. It has then used sophisticated outreach campaigns to encourage reporting and better prevention of sexual crime. Each campaign has led to an increase in reporting or to an increase in requests for help among those groups, which span all ages, genders, sexuality and ethnic backgrounds.

In recent years, the force has produced a series of high-quality short films, based on crimes linked to vulnerability. *Kayleigh's Love Story*, released in July 2016, describes how 15-year-old Kayleigh Haywood was groomed and then murdered in late 2015. *All Is Not Lost*, released in October 2017, has challenged preconceptions about rape and domestic abuse. Most recently, *Breck's Last Game*, released in September 2018, is about Breck Bednar who was groomed and killed in 2014. The films show how vulnerability is exploited in different ways and how it can go unnoticed or unreported, and encourage victims to come forward.

The force sees helping vulnerable people before they become victims as equally important. A small team of officers works alongside health professionals and social workers to investigate reports of high-risk missing persons and to prevent repeat incidents. Many of the people they deal with are children and are often highly susceptible to exploitation. Some have been taken into care from another area, having been victims already. The team develops a full picture of each person's background to help prevent them from being reported missing or speed up activity to locate them if they go missing again.

Officers and staff involved in managing incidents and investigations consider any necessary safeguarding actions. These decisions are recorded on computer systems. Highest-risk cases usually receive the most coherent approach in terms of safeguarding. But we found that responsibility is not always clear at different stages in



other cases. For example, the officer attending a medium-risk domestic abuse incident involving a crime that is to be investigated further will take immediate steps. But the case will not be reassessed until it has been allocated to an investigator. Because of workload pressures, no meaningful actions may be taken for several days. We did not find any cases where this delay heightened the risk to the victim or caused more harm. But the force cannot be certain that the risk to the victim was not heightened in all cases where delays of this kind have occurred. At the time of fieldwork, only high-risk cases were being allocated to specialists; it was clear these cases received a higher quality of support and investigation. Senior officers explained that, after our fieldwork ended, the force intended to trial a revised approach to domestic abuse investigations. Under this new approach, all cases would go to designated specialists.

Senior detectives are reviewing the use of police bail, as described earlier. Investigators in the high-risk domestic abuse team routinely seek to apply police bail with conditions, or remand into custody, as a way to safeguard victims.

We examined the extent to which the force uses the full range of powers available to it to deal with domestic abuse and protect victims. We found that Leicestershire Police makes good use of the domestic violence disclosure scheme known as Clare's Law.

In the year to 30 September 2018, the force made 47 disclosures under the 'right to ask' following 127 applications; it made 52 disclosures under the 'right to know' following 76 applications. Each figure registered an increase compared to 2017. Disclosure rates for both the 'right to ask' and 'right to know' are broadly similar to the rates for all forces in England and Wales.

The force is also making more use of other preventative legislation in the form of [domestic violence protection notices \(DVPNs\) and orders \(DVPOs\)](#). In the year to 30 September 2018, 124 DVPNs were authorised, and the courts granted 115 DVPOs. The force's rate for use of these powers is in line with the rate for England and Wales. We found the force had made more use of this legislation than in both of our previous inspections. This is encouraging, and means that more victims are being protected.

The force has continued to use specialist safeguarding police community support officers (PCSOs). These officers are trained to safeguard victims in lower-risk cases – both of domestic abuse and other cases that have revealed concerns of vulnerability about a person involved. The local neighbourhood teams also play a role in safeguarding. The officers and PCSOs we spoke to regularly access information about people who might pose a risk to others. These included registered sex offenders, members of organised crime groups and [county-lines](#) networks, and people who habitually carry knives.

Co-ordination of multi-agency safeguarding for the whole force takes place at Wigston police station. The productivity and the combined efforts of all staff there, including specialists from partner organisations, is evident. Investment has continued in the resources and capabilities of teams working there. All vulnerability referrals are assessed and allocated quickly. There are no backlogs. Multi-agency discussions, known as case conferences, are convened quickly for referrals about the most vulnerable adults and children. These are often conducted using teleconference equipment to save time and travel costs. The picture of improvement extends to domestic abuse [multi-agency risk assessment conferences \(MARACS\)](#). At the time of

our fieldwork, daily MARACs were soon to be introduced as standard practice. This all shows that the force has significantly improved the way it deals with domestic abuse in recent years.

To the force's credit, it invited [SafeLives](#) to review multi-agency activity carried out to deal with domestic abuse. The review identified several positive features. The force has also embraced some of the suggestions made to improve its work further.

The force manages offenders who pose a risk to vulnerable people in an organised, effective way. Specialist officers involved in this work are well trained. They manage a caseload of 990 offenders whose risk to the public and types of offending vary. This is an increase of 12 percent compared with the preceding 12 months, according to the force. There is no backlog in new risk assessments or in reviews of existing assessments. The same team is responsible for seeking [sexual harm prevention orders](#) and other ancillary orders, designed to prevent further offences and allow offenders to be monitored. We reviewed a small sample of applications in support of those orders. We found that their quality was high, and they were well presented. Overall, this reflects well on the team and on the importance the force gives this work.

Leicestershire Police has invested substantially in digital forensic technology. Its level of technical capability is outstanding. The force manages the risk posed by people sharing indecent images of children online well. The technology used to seek indecent images is accessed regularly and the force opens investigations in each case it discovers. Investigators with relevant skills and experience find the volume of cases manageable. It is noteworthy that Leicestershire Police is very active in uploading indecent images discovered through investigations to a national database, to help identify victims. Force figures show that it is second only to the Metropolitan Police in terms of the volume of images it adds to the database. The number is significantly higher than the number that forces of a similar size have added.

### Tackling serious and organised crime



#### Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

## Armed policing

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

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

### Understanding the threat and responding to it

Currently, Leicestershire Police operates joint arrangements with Lincolnshire Police and Northamptonshire Police to provide armed policing. Nottinghamshire Police, before its recent withdrawal, was also part of these arrangements.

The force has a good understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The APSTRA is published annually and is accompanied by a register of risks and other observations. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

The force also has a good understanding of the armed criminals who operate in Leicestershire and neighbouring forces areas. Leicestershire Police is alert to the likelihood of terrorist attacks and has identified venues that may require additional protection in times of heightened threat.

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

We found that Leicestershire Police, together with Lincolnshire Police and Northamptonshire Police, has adequate arrangements in place to mobilise specialist officers should their skills be required. If, for any reason, specialist capabilities are not immediately available, agreements are in place to seek the assistance of specialist officers from neighbouring forces.



## Working with others

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

The current arrangements in place with Lincolnshire Police and Northamptonshire Police mean that Leicestershire Police can call on additional ARV or specialist capability if it is needed. This additional capability aligns well with the threats set out in the APSTRA.

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

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

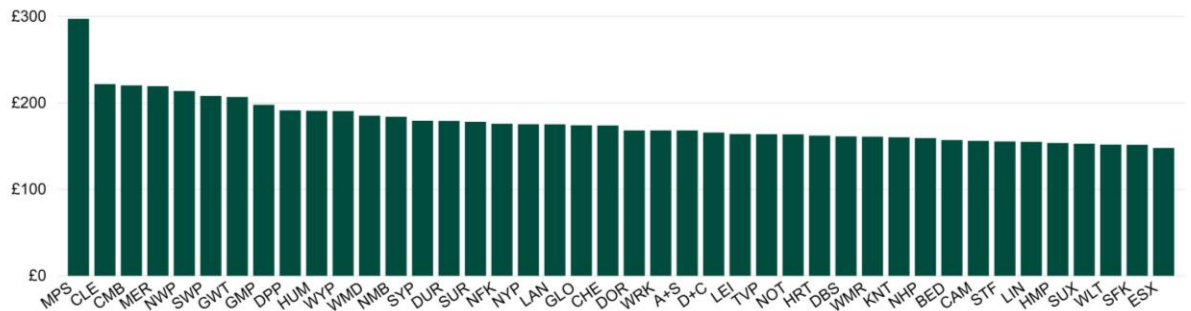
# Efficiency



# Force in context

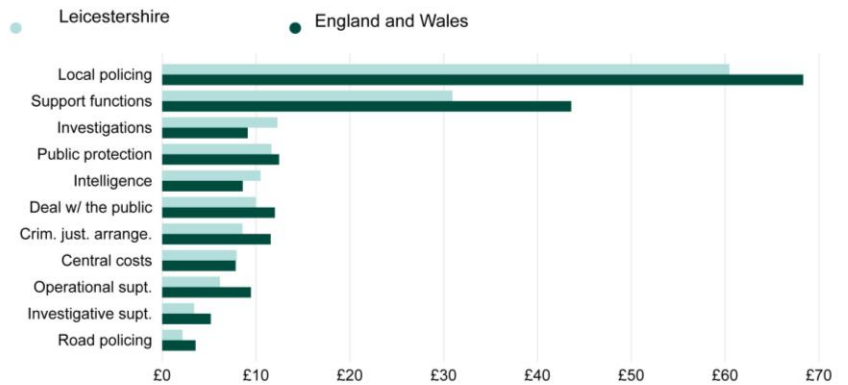
## Spend per head of population

2018/19 projection



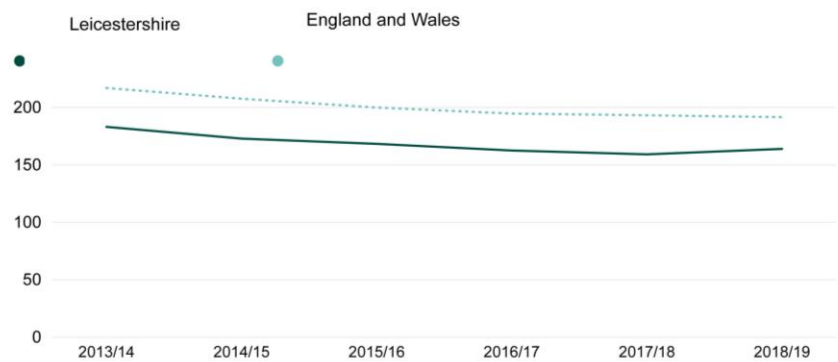
## Spend per head of population by Police Objective Analysis category

2018/19 projection



## Spend per head of population

2013/14 to 2017/18 data and 2018/19 projection



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



**Good**

### Summary

Leicestershire Police is good in the efficient way it operates and provides sustainable services to the public.

Senior leaders understand demand, and the force has improved its knowledge of previously under-reported crimes, such as modern slavery and human trafficking. It has also improved how it allocates incidents to neighbourhood teams.

A major re-organisation in 2017 improved the force's efficiency. The force has also invested in technology to improve its efficiency.

It does not, however, have a comprehensive understanding of the skills and capabilities of all its workforce.

The force plans well for the future. The ambitious BluePrint 2025 change programme aims to increase efficiency.

The work of new specialist teams will continue to improve the force's understanding of hidden crime. It plans to invest in mobile technology, and increase the presence of officers in neighbourhoods.

However, the force has made little improvement in developing and managing talent in its workforce.

### Meeting current demands and using resources



**Good**

Senior leaders in Leicestershire Police have a clear understanding of the demands the force needs to meet. They use sophisticated techniques to measure, manage and plan how they allocate resources. The force also gathers information and feedback from the public using social media and online reporting.

A major re-organisation in 2017 improved the force's efficiency. An appropriately-trained person now deals with an incident from the start, meaning fewer handovers between different teams.

Since our 2017 efficiency inspection, the force has improved its understanding of hidden demands, such as slavery and human trafficking. It has also improved how it allocates incidents to neighbourhood teams. The force collaborates well with other organisations.

Leicestershire Police does not have a comprehensive understanding of the skills and capabilities of its workforce. We identified this as an area for improvement in 2017 and we were disappointed to find that the force has made limited progress with this.

The force is looking at ways to work more efficiently. The ambitious BluePrint 2025 change programme aims to rationalise workflows, cut waste and create a more flexible workforce.

The force has been investing in technology. For example, it has issued frontline officers with mobile devices so they can research databases without having to spend time travelling to police stations.

#### **Areas for improvement**

- The force should ensure it understands fully its workforce's capabilities, so that it can identify and address any gaps. These should enable the force to be efficient in meeting current and likely future demand.
- The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.

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

#### **Assessing current demand**

Senior leaders in Leicestershire Police have a clear understanding of the volume and sources of demand. The force uses sophisticated techniques to measure, manage and plan for demand in the future.

A reorganisation of the workforce late in 2017 resulted in comprehensive changes to the distribution of workloads and to the locations where frontline officers and staff worked. The new structure makes the workflow more straightforward. It ensures that the right person with the right skills can deal with an incident from the start. This means fewer handovers between different teams and a better, more responsive service to victims. The force is better able to judge how effectively it is meeting demands.

Senior leaders take monitoring demand and analysis of the productivity of the workforce seriously. They have a thorough understanding of the nature and volume of calls for service from the public and other organisations – and of how those tasks are allocated and resolved. From its monitoring, the force told us that it estimates that 30 percent of the telephone calls received are matters that other organisations, like

the council or the NHS, should deal with. It can now start to explore how best to reduce this demand on police time, while still ensuring that these calls reach the right organisations.

The force makes use of sophisticated demand modelling software and is good at analysing broad sets of data. A skilled change team leads this work. The team works hard to ensure all departments understand their demands, helps to uncover inefficiencies and suggests better ways to handle work. The team has developed demand dashboards, which show pictorially where each individual department stands in relation to its understanding and better management of demand. Using the dashboards, senior leaders are expected to maintain a constant awareness of the demand their team faces, and how it is changing. They can also see whether their employees are able to meet such changes. The change team uses these assessments to highlight areas of greatest risk to the force, or opportunities to exploit more efficiencies.

Our 2017 efficiency report identified understanding the totality of demand as an area for improvement. The force has made clear progress on this since our last inspection. In particular, it has taken steps to better understand and deal with hidden and less obvious areas of demand, by establishing a modern slavery and human trafficking specialist team and the SHRU. Both of these focus on uncovering previously hidden or under-reported forms of demand.

### **Understanding factors that influence demand**

Senior leaders look beyond obvious or easily measurable sources of demand and consider the public's views when setting priorities. The force has continued its long-standing commitment to neighbourhood policing. Contact between neighbourhood teams and local communities is good. Priorities are agreed at the local level. The process of gathering these up, and considering them as a strategic issue to inform force priorities, is clear. The force's senior leaders take into account concerns felt by the public when they prioritise allocation of resources to meet demand.

The force has begun an ambitious programme to systematically review its working practices and processes across all its operations, to ensure each area of work operates as efficiently as possible. Many of the fundamental processes that the force uses have been carefully mapped. The time they take up and their financial costs have been calculated accurately under the BluePrint 2025 programme. All opportunities to stop duplicating work and to resolve incidents or crimes in the shortest legitimate timeframe are seized.

Senior officers work hard to promote a culture of getting things right the first time, and of seeking feedback about wasted effort. All leaders take responsibility for understanding demand. The demand dashboards reflect how that culture is emerging. Leaders have a better knowledge now about planning to meet demand, and see it as an important part of their role. They are looking forward, rather than simply managing current demand.

The force's demand board also receives and co-ordinates improvement suggestions from the workforce. Examples of how these suggestions have led to better use of

police time include: contracting security guards to manage cordons around crime and major incident scenes, so freeing up officers; reducing the time officers spend with people who are under arrest but being treated in hospital; and working with criminal justice partners to reduce the frequency and the length of time officers spend waiting to give evidence at court.

Our 2017 efficiency report identified an area for improvement. It said the force should review how neighbourhood teams are allocated incidents and resolve them – ensuring that demand is not suppressed and that the public receives an appropriate service. This year, we spent time during fieldwork with staff who allocate incidents and with neighbourhood teams and found that these areas had improved. The force has introduced a triage sergeant to the control room to take responsibility for the smooth, accurate allocation of incidents to the most appropriate team. This helps to streamline the service and ensure that the right officer with the right skills receives the incident to deal with, as soon as it is received. The creation of this role has had a noticeable effect. It means that more incidents are resolved without the need for further allocation.

Leicestershire Police is recording crimes more accurately – as our [crime data integrity re-inspection](#) report of January 2019 confirms. Better recording means that more crimes are being investigated. After recognising that crime workloads have grown for all investigators – and that some investigations have no, or very few, leads – the force introduced a crime bureau, as described earlier. This is effectively resolving a high number of cases that would otherwise be allocated to frontline officers, and is not doing so by closing cases prematurely to suppress demand.

### **Working with others to meet demand**

The force has well-established arrangements for working with other organisations to reduce and meet demand.

A multi-agency team of professionals that work together to meet the needs of vulnerable people is based at Wigston police station. Staff from local councils and care agencies work here alongside police officers and staff. Their role in receiving referrals and starting investigations and safeguarding activity has grown. The team has become increasingly efficient and effective. In a similar fashion, the SARC – where police and health care specialists provide an excellent service to victims of sexual offences – is helping to make prevention campaigns effective. People with mental health problems receive support through the joint work of officers and experts from the health services. The street triage team meets urgent needs and provides intervention and pathways into care for people in crisis. The PAVE team works to solve the problems of those people with mental health conditions who often make use of public services. The team sees finding long-term solutions for such people as just as important as reducing the demand on the police, health and social care providers.

The force works closely with the local ambulance trust and with the health, fire and rescue services to support the Braunstone Blues project, which provides support for families in that neighbourhood. It has used the lessons learned from this to develop three People Zones, commissioned by the [police and crime commissioner](#) (PCC). The various services work together in three neighbourhoods to provide intensive support to people most vulnerable to harm and to the effects of criminality.

This approach highlights the way the force takes a long-term view to solving problems and helping people, which will also reduce demand for the force and other services.

Leicestershire Police has recognised that service cuts in its partner organisations, such as social services, are affecting their ability to do as much joint work as before. It is consulting them about how to carry on working together to meet demand – and how to prevent those reductions from causing additional demands on police time or having detrimental effects on the service provided.

### **Innovation and new opportunities**

The workforce is encouraged to make suggestions about how to make the force more efficient, or how to achieve more with the resources available. Chief officers have held workshops with first and second-line supervisors. There, they have described the force's financial circumstances and the changing shape of demand. The change team regularly visits frontline teams to share ideas about ways to improve processes and change team compositions. This helps them to judge any potential adverse consequences, refine their ideas using the feedback they have gathered and get more suggestions from the workforce.

The force supports volunteers, as well as special constables and cadets, well. They bring many extra attributes and skills. It makes increasing use of volunteers with specialist skills and to good effect. They operate drones, carry out forensic financial assessments and boost the force's digital and cyber capabilities, for example.

Ideas are also taken from outside the force wherever possible. The force was an early adopter of the nationally approved, 'single online home' website design and functionality, which allows the public to access more services through its website. It is also seeking to create a new way of responding, known as a 'service offering', to victims of certain types of crime. As described earlier, this involves creating an agreement between the force and the victim, making it clear what will happen and when. Previously, there was less structure or uniformity. Now, an investigator will provide a specified response and a forensics expert will attend within a set time frame. The victims benefit because they understand what service they have a right to expect. It also allows the force to prioritise its resources, increases the opportunity for a thorough investigation and ensures a more consistent quality of service.

### **Investment and benefits**

The force's recent investments in technology mean that all frontline officers and staff have been issued with mobile devices and laptops as well, where necessary. The increasing number of applications and better system functionality mean that officers can carry out more tasks without travelling back to police stations. Comprehensive plans for investment in ICT are aligned to support the BluePrint 2025 programme. Up-to-date, sophisticated software is used to combine the data that the force holds about demand and its workforce. It has enabled the force to make reliable projections about the best ways to compose and structure the workforce.

The force has little capacity to make significant new capital investments. It is committed to a series of technology programmes, described later. Overall, the financial picture for both capital and revenue is of a lean force, operating inside tight margins. The force spends only 17 percent of the budget on matters other than



workforce costs. Working as efficiently as possible is a priority. This can be seen in the initiatives that the demand board has co-ordinated, described earlier.

### **Prioritising different types of demand**

Leicestershire Police has worked hard in recent years to match its resources to the types of demand that represent the greatest risk to the public. It has significantly bolstered teams and joint working arrangements that protect vulnerable people. This is in line with the force's priorities, and shows coherent strategic leadership. Senior leaders understand that financial constraints on the force mean it cannot meet all demand equally. They have made firm decisions about how to distribute resources to best meet demand, based on sophisticated analysis, knowing that demand will continue to grow. A series of proposals about how to adapt and improve the allocation of resources is being developed within the BluePrint 2025 programme.

As a result of recent adjustments to the shift pattern of frontline teams, a day can be set aside every two months for training and professional development. If this change succeeds, officers will be able to make up for important training modules they have missed while dealing with frontline tasks. They will not need to carry out online learning while off duty.

Senior leaders are working hard to understand why people are being taken away from their roles to cover other work or attend training. This constitutes a hidden form of demand. Sometimes it may be unavoidable. But leaders believe modifications could be made to reduce any negative effects. This is an extension of the thinking that led to the creation of triage sergeants and the crime bureau. In those cases, the redistribution of officers for the new posts reduced some capacity at the frontline. But both the public and the force obtained benefits in return. This flexibility in approach has led more recently to a group of police inspectors being made available around the clock to meet the demand created by legislation on the treatment of people under arrest and use of other police powers. In the end, this has reduced the number of unnecessary calls on all other inspectors.

### **Assigning resources to demand and understanding their costs**

The BluePrint 2025 programme is looking at different potential operating models to better match demand with the resources available – and make sure the force is best placed to meet demand if fewer resources are available in future. The force is working on designing the best composition of frontline teams, and what skills they will need. Three distinct teams meet most of the demand at present: prevention and response teams for urgent and priority incidents; NIUs that continue investigations in all except the most complex or sensitive cases; and PIUs that start investigations for people in custody.

Neighbourhood officers and PCSOs help those teams by attending incidents and by carrying out investigations if needed, although this is not their primary role. While this approach is more streamlined than the previous structure, separate lines of supervision and shift patterns are needed, and investigations pass between teams. This can create delays and undermine a sense of responsibility. Senior leaders have a good understanding of the costs, capacity and limitations of this structure. The force is working hard through the BluePrint 2025 programme to evolve and improve its

processes and procedures, so that it can continue to improve efficiency and manage growing demands.

The force has effective systems to monitor and project changes in workforce composition. It is good at moving resources quickly to deal with a major incident, for example. It can also make accurate predictions on future changes in workforce numbers; these draw on information about when people are most likely to leave the force, be promoted, or change career path. Those systems hold some information about the workforce's skills. They can be used to demonstrate how skills gaps can be filled, or created, by moving people around.

### **Workforce capabilities**

Although work has started to address this issue, the force does not yet have a comprehensive understanding of the skills and capabilities across the workforce.

Our 2017 efficiency report identified two areas for improvement. One was that the force should ensure it fully understands its workforce's capabilities, so that it can identify and fill any gaps, enabling the force to be efficient in meeting current and likely future demand.

The second was that the force should conduct a leadership skills audit that would allow it to understand its leadership's capacity and capability.

During this year's inspection, we assessed the force's progress. We found that the force has not fully addressed either area. It has made limited progress in identifying general skills gaps, but this has focused on technical and operational skills rather than wider skills. The force has made even less progress in understanding the leadership's capacity and capability. It has concentrated its activity on technical ways to draw together the information held about skills in different computer systems. A single combined records system was due to be introduced soon after our fieldwork ended. The force needs to step up its efforts to improve its understanding and management of the workforce's skills and leadership capabilities. That way, it can make plans to tackle any current or future skills gaps, so that delays do not hinder its overall progress.

Some parts of the force have improved and supplemented their skills. But this has been done largely as the need arose, not as part of a wider plan. For example, to help deal with foreign nationals who come into contact with the police, members of the workforce with language skills and cultural awareness have volunteered their assistance. Intelligence specialists co-ordinate activity to identify foreign national offenders and maintain records of which officers and staff can supply those skills. Another team has trained more staff to assess and manage the risks that sexual and violent offenders pose.

A robust process operates to attract, retain and develop volunteers to work with the force. The force is exploring ways to tailor recruiting events towards those skills that the force needs most and to increase its use of the specialist skills that volunteers hold.

The force makes some use of internships, particularly in the ICT business area. It is also exploring how to replicate the apprenticeships for new officers as a pathway for new staff members. Having used consultants to help initiate BluePrint 2025, the

force chose to train local staff to carry on this work instead of paying for more consultant time. That has resulted in increased use of systems and data. Other forces and change programmes in policing have visited, to learn from the team.

### **More efficient ways of working**

BluePrint 2025 is already helping the force to determine its business processes and their cost. The programme will improve the way demand is met. It aims to reduce costs by making the workflow smoother and by shortening the timescales to conclude activities. In some cases, improving the skills of staff involved at the initial stages of dealing with incidents can considerably shorten the workload placed later on other teams. An appropriate outcome is achieved sooner, benefiting the victim or the person affected. This approach is built on understanding and then increasing the skills that staff most commonly need, and whether they require a police officer. A more flexibly structured workforce should become possible that achieves the same, or better, performance and outcomes for the public. This also reduces the volume of demand on the frontline.

The force now has a more efficient way of handling telephone calls, with a digital system that considerably reduces demand for its switchboard function. Callers are either directed to find the information they need online, or have their call automatically routed to the person they need to reach.

### **Working with others**

Leicestershire Police has a long-standing commitment to co-operating and collaborating with other police forces, emergency services and organisations. The force is engaged in several policing collaborations to provide the best service and create efficiencies. These concern armed operations, roads policing, investigation of the most serious and organised crimes, counter terrorism, forensic services, administration of criminal justice processes, human resources and the newly emerging digital forensic storage system.

The force considers new opportunities for collaborative work carefully. As noted earlier, it gives priority to those that protect vulnerable people. It fosters links with academia. Research has been sponsored to enrich the PAVE team and determine how referrals of vulnerable adults lead to positive outcomes for them.

### **Using technology**

The force has made good investments in technology that help it to operate more efficiently and enhance its investigative ability. Frontline teams carry personal mobile devices; these have been updated with extra functionality recently, so officers can carry out a range of tasks at the scene of an incident. They can update investigations, check fingerprints and research databases instantly through the devices. This means officers can spend longer periods away from police stations because they do not have to return to carry out administrative tasks.

The force's ability to examine digital devices and conduct online investigations is excellent. Use of advanced techniques and systems means that investigations make faster progress and provide the best possible evidence.

The force embraces technology to find new ways to make the whole workforce more efficient. Mobile devices and laptops with video calling enable agile and remote work, so less office space and travel between sites is needed. ICT programmes are promoting better workflows within teams. There are better tools to search and analyse the data already held in force systems, and they present this data in easily understood formats.

## Planning for the future



### Good

Senior leaders in Leicestershire Police are improving their understanding of the demands that the force is likely to face in the future. The force has a well-led change programme, BluePrint 2025, which aims to improve its ability to plan.

New specialist teams are working on previously under-reported types of crime, such as slavery and human trafficking, and crimes targeting vulnerable people. Their work will inform the force's understanding of the scale and nature of these problems.

The force plans to continue investing in mobile technology and increasingly powerful digital applications, which its whole workforce can use. This will improve its efficiency.

It is good at allocating resources to what matters most to local communities. Neighbourhood teams contact and communicate with the public regularly and in a well-organised way. This helps the force to set priorities.

Over the next two financial years, the force plans to continue investing in increasing the presence of officers in neighbourhoods, investigating serious sexual offences, and tackling modern slavery and human trafficking. It plans to increase the size of its workforce. It has prudent [medium-term financial plans](#).

However, the force has made little improvement in developing and managing talent in its workforce. This was also an area for improvement in 2017, and we are disappointed that it has made little progress.

#### Area for improvement

- The force should improve how it identifies and develops talented people in its workforce.

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

## **Assessing future demand for services**

Senior leaders in Leicestershire Police are improving their understanding of future demand.

A sophisticated and structured approach to demand modelling, based on trends for incident and crime data, as well as better information about previously hidden demand, are informing the BluePrint 2025 programme. The force is generating alternative workforce structures to meet future demand, increase the force's resilience and reduce inefficiency.

The force sees understanding demand in its totality is a priority. The introduction of demand dashboards shows how managers are expected to consider future demand and prepare their teams to deal with it. All officers and staff we spoke to during our fieldwork trust their senior leaders to make good decisions about preparing for the future.

The force expects continued investment in mobile technology and increasingly powerful digital applications, which the whole workforce can use, to create further efficiencies. It expects more agile working and smoother workflows to lead to more productivity and better distribution of workloads, helping the force to meet the growth in demand. The new specialist teams working to tackle previously under-reported crimes and crimes affecting vulnerable people are also expected to provide a deeper understanding of the future scale and nature of hidden and emerging crime types throughout the force area.

## **Understanding public expectations**

Neighbourhood teams contact and communicate with the public regularly and in a well-organised way. This helps the force to set priorities and influences the force's understanding of changing expectations. The force remains actively involved in a range of partnership activities and is monitoring changes in expectations and in the capacity of other public services, as they also reorganise.

The force uses established social media networks to learn what the public thinks of its services and seek feedback about any gaps. Reflecting the greater use of digital technology in society, the force is making good progress in improving its public contact routes. Digital telephony now gives callers more options to reach the service they need more quickly. The force's early adoption of 'single online home' allows people to access many of the most frequently used services online, at a time of their choice. The public can record crimes, track investigations, report road incidents, submit intelligence and benefit from simpler ways to comply with firearms licensing requirements. Links on the force website to appropriate organisations for non-police matters are much clearer. Telephone contact remains available, however, to avoid excluding sections of the community. Online live chat will be introduced as well.

## **Prioritising**

Leicestershire Police is good at allocating resources to what matters most to local communities. It has effective ways of monitoring whether it is meeting those priorities.

Besides setting priorities at neighbourhood level, each year the force conducts a structured assessment of the greatest threats to communities throughout the force area. Based on crime trends and intelligence assessments, this technique is known as [MoRiLE](#). It helps to reveal the harm linked with emerging crime types – even though they occur less often – and measures the force’s ability to tackle each of the identified threats. The force uses the results of the MoRiLE assessment to form a control strategy that focuses on aligning resources to priorities.

Increased income in 2018/19, which has equated to 24 more police officers, has been targeted to increasing the presence of officers in neighbourhoods, investigating serious sexual offences, and tackling modern slavery and human trafficking. These are themes of public concern. That approach is consistent with the vision of the PCC to prioritise the protection of vulnerable people, visible policing and good victim services.

The force is to continue this approach over the next two financial years. It is developing plans to expand its workforce, described below. It is making investments to tackle the risks that the business planning process, used to produce the [force management statement](#), have determined.

### **Future workforce**

Leicestershire Police is planning to increase the size of its workforce over the next two years. The force and the office of the PCC aim to expand the number of officers by 107 to reach 1,913. This will start in early 2019 and end by March 2021 and is funded by the council tax precept rise agreed for the financial year 2019/20. Given the time it takes to bring in the new officers, the budget for them will not be used immediately. The force has recognised that as an opportunity to make short-term appointments of [police staff](#). This will create extra capacity for certain roles, for example within the crime bureau.

The force has considered how to use the extra police officers and is targeting the areas of highest demand. This means more frontline patrol officers and detectives, and a greater capacity to meet emerging types of demand, especially the exploitation of vulnerable people. The scale of this increase – 60 patrol officers and 24 detectives – is significant. It is likely to result in an improved service to the public.

While the force’s plans to expand the workforce are clear, it has only a limited understanding of the skills and capabilities now in its ranks. It has some grasp of the operational and technical competencies of police officers, but not of the whole workforce. It has not carried out a comprehensive audit. We saw limited progress in terms of development of plans for future workforce skills and capabilities.

The force has taken steps to embrace the full range of routes into the service as a police officer. A cohort of new officers is following the police apprenticeship scheme. The force has close ties with a local university, working with it to tailor pre-entry degree courses closely to local needs. At senior level, two [direct-entry](#) superintendents have recently joined the force; this makes three in total. Rigorous processes are designed to attract, retain and develop volunteers – especially people who can bring specialist skills that are in short supply in the mainstream workforce.



## Finance plans

Following its 2010 consultation about revaluing public-sector pensions, the government announced, in 2016 and 2018, reductions in the discount rate it uses to set contribution rates for the unfunded public service pension schemes. These include the police service pension scheme. A lower discount rate will result in higher contribution rates for the employer. The official notification of a lower rate in September 2018 did not allow PCCs time to include the effect of this in their financial planning. In December 2018, the government announced a pension grant for 2019/20 for each PCC. It allocated funding to each force to specifically help the police pay for these increased costs in the next year. PCCs must now plan for how they will finance the increased costs in the following years, assessing the effect on their officer numbers and their ability to provide effective and efficient services.

The force's medium-term financial plans are built on prudent assumptions about known cost pressures. Those plans project budget shortfalls of £1.2m in the financial year 2019/20 and of £3.4m and £1.7m in the two subsequent financial years. A return to surplus is expected the following year.

The force will use [reserves](#) to support revenue spending in the next three financial years. They will not be needed to balance the budget after that. A specific budget equalisation reserve will be used. It will fall from £8.69m to £1.79m between April 2019 and March 2021, before growing again in subsequent financial years. This reserve is distinct from the force's general reserve, which will be held at £6m, equal to 3.2 percent of net budget requirement and within the range that the Chartered Institute of Public Finance and Accountancy considers prudent.

Sound financial planning assumptions that the force has made include building a contingency for salary inflation following the removal of the 1 percent pay cap and possible growth in pay costs, once the review of police staff roles finishes in 2019. The force makes no assumptions about receiving more money each year from central government. This means that spending plans and balancing the budget do not depend on receiving more money from this source.

The force looks beyond workforce costs to achieve savings, although the narrow margins described earlier mean that opportunities to do so are limited.

## Leadership and workforce development

Our 2017 efficiency inspection identified an area for improvement. We stated that the force should consider how to better identify and develop talent in the workforce. The force has made limited progress in improving its approach to leadership development and talent management since then. Work carried out so far reflects only the early stages of determining what changes it needs to make. The force has made no significant changes to how it manages these issues. The force will be carrying out an audit of leadership skills. It intends also to revise how it conducts annual appraisals, specifically to include a better assessment of leadership skills. It needs to do more to encourage all officers and staff to explore and achieve their potential.

The established career pathway programme for investigators helps officers and staff to gain experience in different roles. When they are eligible for them, they may take promotions while remaining in investigative roles. Using a similar approach, the force

is creating a new pathway for digital and cyber-crime investigators. This will lead to a qualification and membership of the professional body for those skills. Another career pathway exists for neighbourhood policing specialists and plans are being considered for other roles.

The force has worked with local universities to develop a course that ends with a level 6 Regulated Qualifications Framework qualification for neighbourhood specialists. This underlines the value that the force places on community policing, and rewards officers and PCSOs who show long-term commitment to the role.

Leicestershire Police believes it is important to increase the representation of people with [protected characteristics](#) and make staff in leadership posts more diverse. Two members of staff now bring expertise to help identify improvements. These will encourage more diversity and ensure that all officers and staff have an equal opportunity to advance in their careers.

### **Ambition to improve**

Senior leaders have shown a considerable desire for change in the last two years. They have ambitious plans to improve the service offered to the public. They have worked hard to make the best use of their resources to meet demand and protect vulnerable people. That approach is reflected in the well-led Blueprint 2025 programme. The force has tried to become more business-like and learn from commercial practices. This is best shown in its sophisticated, thoughtful approach to mapping how tasks flow through the organisation. These reviews aim to cut wasteful or unnecessary processes to improve the efficiency and effectiveness of future services. The force has a good understanding now of the increasing layers of service it provides, according to the complexity of an incident or crime and, consequently, the cost and skills of the employees involved in resolving it. This will help the force to better understand the effect of cuts in resources from specific teams, and identify any skills gaps that are preventing the service from operating as effectively as it should.

The force has a strong track record of collaboration with other East Midlands police forces. But little scope remains for the force to explore new opportunities, other than shared digital media storage, on which progress is being made.



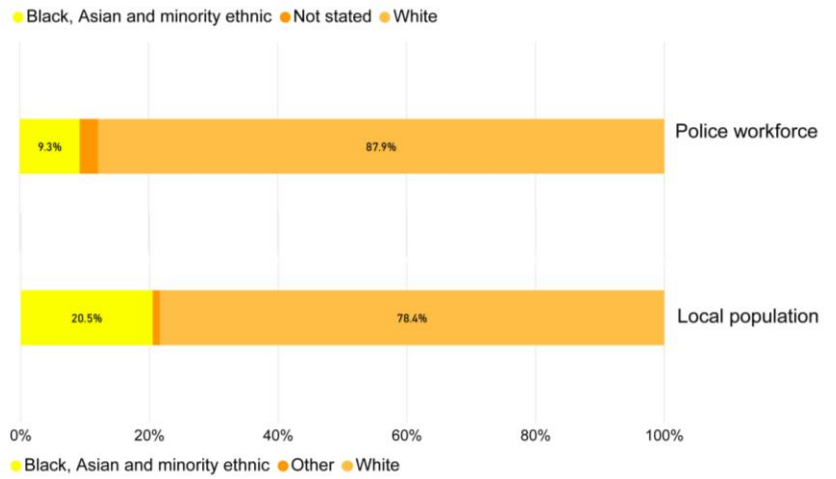
# Legitimacy



# Force in context

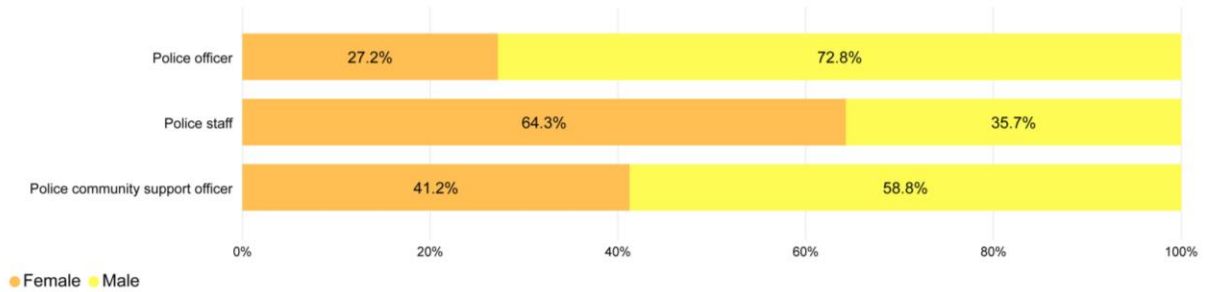
## Comparison of Leicestershire workforce ethnicity with local population

as of 31 March 2018



## Leicestershire workforce

in post on 31 March 2018



**Proportion of workforce  
without up-to-date  
security clearance**

as of 1 April 2018

19%

**Stop and search by  
ethnicity**

12 months ending 31 March  
2018

Black and minority ethnic individuals are 1.5 times more likely to face stop and search than white individuals

Black (or black British) individuals are 4.4 times more likely to face stop and search than white individuals

**Number of stops and  
searches per 1,000  
population**

12 months ending 31  
March 2018

Leicestershire

3.2

England and Wales

9.6

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



## Good

### Summary

Leicestershire Police is good in the way it treats the public and its workforce.

In 2017, we judged the force to be good at treating the public fairly.

Leicestershire Police has a positive ethical culture. The workforce knows how to challenge unethical conduct.

The force has made good progress in improving its vetting procedures. It is good at tackling corruption, and it works with specialists from other organisations to look for signs of officers or staff [abusing their positions for a sexual purpose](#).

In 2017, we judged the force to be good at treating its workforce fairly.

### Treating the public fairly



## Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over. However, we reviewed a representative sample of 163 stop and search records to assess the reasonableness of the recorded grounds. We found that 95 percent had reasonable grounds recorded. Our assessment is based on the grounds recorded on the record by the searching officer and not the grounds that existed at the time of the search.

In our [2017 legitimacy report](#), we recommended that all forces should:

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

We found that the force has complied with most of this recommendation and is well placed to improve by publishing more analysis. It does monitor a comprehensive range of data, including the [find rate](#) of different types of searches. That find rate data should be extended to show disparities between people from different ethnicities.

The force carries out some analysis on drug searches, but it should develop that to encompass the prevalence of possession-only drug searches, distinguish find rates for drug possession and supply-type offences, and, the extent to which these align with local or force-level priorities.

However, we reviewed the force's website and found the force has published a 2015 study by De Montfort University on disproportionality. This included comment on the extent to which find rates differ between people from different ethnicities and across different types of search.

## Ethical and lawful workforce behaviour



### Good

Leicestershire Police has a positive ethical culture. Employees know how to challenge unethical conduct, and they are able to report suspicions of poor behaviour anonymously – though most told us that they would be confident to report their concerns directly.

An independent committee considers ethical challenges facing the force, including its use of coercive powers. However, many members of the workforce seemed unaware of it.

Operation Fox oversees matters that put the force's reputation and integrity at risk. The force has made good progress in improving its vetting procedures and expects its whole workforce to be vetted to a minimum standard by early 2019.

The force is good at tackling corruption. Officers and staff are well aware of the need to declare business interests, but we found their knowledge of notifiable associations to be less consistent.

The force works with specialists from other organisations to look for signs of officers or staff abusing their positions for a sexual purpose. It has fully implemented a plan in response to our 2016 national recommendation on this issue.

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

## Maintaining an ethical culture

Leicestershire Police works hard to maintain its positive ethical culture. During fieldwork, we spoke to many officers and staff in different ranks, roles and sections of the force. All the employees we spoke to clearly understood their responsibility to act ethically and challenge unprofessional conduct among their colleagues. The [Code of Ethics](#) has been part of the force's culture for several years. The Bad Apple confidential online system, through which people can report any matters of concern anonymously, is well known. But most people have the confidence to challenge colleagues themselves, knowing their leaders will support them. Underlining that perception, we heard that they view their leaders as role models.

The PCC has set up an [ethics committee](#), drawing on the skills and experience of members of the public who are independent of the force. The committee plays a useful role in providing an independent perspective on the ethical challenges the force faces. It also examines the force's use of coercive powers. We found that most officers and staff are unaware of the ethics committee, and do not know how to suggest issues for it to consider. Generally, the force could do more to promote discussions among the workforce about ethical dilemmas.

Operation Fox, which the deputy chief constable chairs, oversees matters that present a risk to the force's reputation or integrity. A force learning board considers what lessons can be learned from the outcomes of professional standards investigations – and what they say about ethical standards or organisational behaviour.

The force has made strong progress in achieving the minimum level of vetting for the whole workforce. The last 12 months especially have seen a sustained reduction each month in the number of people awaiting vetting. Staffing in the vetting unit has been increased. The force expects to complete vetting the whole workforce to the minimum standard by the first quarter of 2019.

All people in designated posts, which require the highest level of vetting because of the nature of their work, are suitably vetted. There are several tiers of vetting. We reviewed a team that need an enhanced level of vetting, but not the highest level. We found all of them were vetted to the correct level. This shows that the force maintains correct vetting levels for people in sensitive and high-risk posts. It is also improving its position concerning basic checks on the whole workforce.

The force has trained staff to create flagstone records. These prevent officers who have been dismissed for misconduct from becoming an officer again.

All forces need to understand whether people's ethnic background disproportionately affects the results of vetting checks. Leicestershire Police manually cross-references vetting results with people's diversity data, held on a different computer system. These results can identify any disparities and be referred to senior officers. There are plans to automate this process with a new computer system.

## Tackling corruption

Leicestershire Police is good at identifying and tackling corruption. It has assessed the threat of corruption and developed a counter-corruption control strategy. It uses information held about officers and staff well to identify those potentially at risk of corruption. It is also effective when taking steps to intervene.

Knowledge levels vary among the workforce of the need to declare business interests and notifiable associations. Those with existing business interests were clear about their responsibilities and described how annual follow-ups take place. Awareness about notifiable associations was less consistent. It would be helpful if the force reminded all officers, staff and volunteers what constitutes a notifiable association – along with what steps they need to take when they encounter them.

The specialist teams that look for and tackle corruption have sufficient capacity and capability. We saw that they use effective techniques to follow up intelligence and investigate cases. The force has recently increased its technical ability to monitor the use of all force ICT applications.

We reviewed a sample of intelligence reports and investigations linked to corruption. We found that the material is handled appropriately. Referrals are made to the [Independent Office for Police Conduct](#) when necessary.

The force works closely with specialists from other organisations to support victims of domestic abuse and sexual violence. These specialists have been trained to look for signs that police officers and staff have potentially abused their authority for sexual purposes. The force has also agreed plans with Crimestoppers on how to handle similar reports from the public.

The workforce is well aware of professional boundaries and the abuse of authority for sexual purposes. When we reviewed a sample of investigations into this type of behaviour, we found that the force dealt with each case appropriately.

An internal media campaign in November 2018 included a video message from a chief officer that reiterated potential signs of inappropriate behaviour, and what steps to take.

The force submitted a plan in 2017 to address our 2016 national recommendation about the abuse of position for a sexual purpose. This has been fully implemented.

## Treating the workforce fairly



**Good**

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over.

## Annex A – About the data

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

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

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

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

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

### Methodology

#### Data in the report

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

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

#### Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2017 population estimates. This was the most recent data available at the time of inspection.



## Survey of police staff

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 32 and 365. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

## BMG survey of public attitudes towards policing (2018)

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

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

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

[The findings of this survey, and previous surveys, are available on our website.](#)

## Review of crime files

We reviewed police case files for these crime types:

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

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

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

We randomly selected files from crimes recorded between 1 January and 31 March 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for West Midlands Police and Greater Manchester Police where we reviewed 90.

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

## Force in context

### 999 calls

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

### Recorded crime and crime outcomes

We took this data from the December 2018 release of the Home Office [police recorded crime and outcomes data tables](#).

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

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

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

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 30 September 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, [Crime outcomes in England and Wales: year ending March 2018](#).

### **Workforce figures (including ethnicity and gender)**

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

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

### **Spend per head of population**

We took this data from the [HMICFRS value for money profiles](#).

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2018/19 value calculated by assessing the trend for the last five years. [More details on this data can be found on our website](#).

### **Stop and search**

We took this data from the Home Office publication, [Police powers and procedures, England and Wales, year ending 31 March 2018](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

### **Vetting data (workforce without up-to-date security clearance)**

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



# POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE

## POLICE AND CRIME PANEL

Report of	<b>OFFICE OF THE POLICE &amp; CRIME COMMISSIONER</b>
Subject	<b>NIGHTTIME ECONOMY</b>
Date	<b>MONDAY 3 JUNE 2019 - 2:00 p.m.</b>
Author	<b>PAUL HINDSON, CHIEF EXECUTIVE, OPCC</b>

### **Purpose of Report**

1. To assure the Police and Crime Panel that work to address the problems raised by the night time economy are being addressed effectively and to highlight the wider challenges that drive the problem.

### **Recommendation**

2. The Panel is asked to note the contents of this report and to consider the role of each member's own organisation in addressing the issues raised by the night-time economy.

### **Background**

3. The Police and Crime Plan says "I will focus on measures to reduce harm from the Night Time Economy (NTE) and will support treatment services and other partners in continuing to support the Police licensing team to seek licence reviews of problematic licenced premises."<sup>1</sup>
4. This report reviews progress in achieving this aim.

### **Current position and Objectives**

5. The operational order, Operation Nightwatch, establishing the programme of activities to address night-time economy offences was issued in March 2018. This brought together all of the police initiatives across LLR into a single strategic approach. At that point NTE crimes were still showing an upward trajectory peaking at around 650 NTE crimes per month in January – March 2018. The trajectory indicated that NTE crimes would rise to around 800 per month by March 2020<sup>2</sup>.
6. The key aim of the operational order was to reverse this trend and reduce the overall volume of NTE crimes with a particular focus on violent crime, whilst achieving flexibility and capacity to tackle other reactive and harmful demands across LLR in line with Force strategic priorities. The approach adopted by the operational order was a targeted one, focussing on gathering intelligence and directing resources at key times to urgent areas of demand. Prior to that operational deployment for NTE work had been very resource intensive, drawing primarily on

<sup>1</sup> Page 11 Police and Crime Plan 2017 - 2021

<sup>2</sup> NTE crimes are defined as: criminal damage, drugs, violence, sexual offences, weapons offences and public order in city/town centres between specified times on Friday and Saturday nights.

police officers who were withdrawn from other activities to address NTE matters.

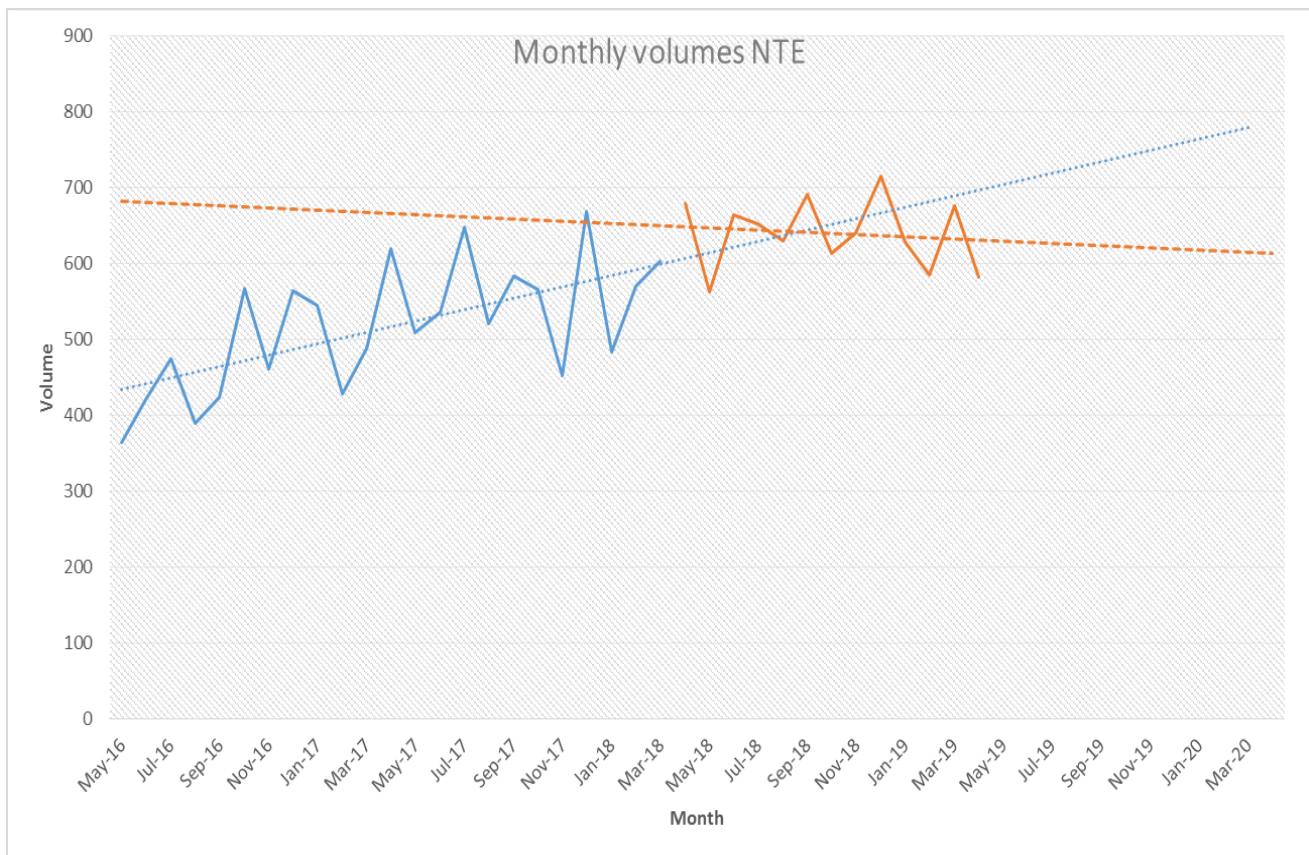
7. Similarly the operational order emphasised the importance of adopting a preventive approach to NTE, particularly by managing the police response to licensed premises, which are often seen as the source of the harmful behaviours associated with NTE. The overarching intention articulated in the order was to work with partners to create a “safe, vibrant and enjoyable environment by minimising crime and disorder associated with the Night Time Economy.”

### **Work Undertaken**

8. A range of activities have been undertaken focussing on Leicester city centre and Loughborough, Hinckley, Melton and Ashby town centres. The specific tactics are as follows:
9. Gathering intelligence and analysing findings to identify hotspots – the aim is to deploy resources only where required rather than put a lot of emphasis on generic police patrols, which, according to evidence on NTE policing, are not an effective way of counteracting the problem. This allows the police to have a very speedy, targeted response to NTE harm-related incidents at the earliest point and disrupt the activity. This approach is supported by a tactical plan which assesses the level of threat using crime pattern analysis, forecasting tools, seasonal trends and police intelligence. There are four categories of threat and the level of policing resource varies according to the level of threat, Category A being the lowest and Category C-IR being the highest.
10. This approach is effective as long as there is a resource to draw on but if overall response is high then there is a limit to how quickly the police can react to NTE issues. In Leicester city this has been addressed by deploying resources from the local neighbourhood policing area.
11. A lot of the work is preventive in nature and highly dependent on work across partnerships, consistent with the core themes of the Police and Crime Plan. For instance:
  - deploying a communication strategy to raise awareness amongst the public of the danger and harm caused by drug misuse;
  - maintaining and implementing a force drug strategy to disrupt Class A drug supply;
  - greater use of Criminal Behaviour Orders (CBOs) and violent offender orders for individuals with a high likelihood of committing violent offences;
  - develop and utilise Community Tension Monitoring (‘CTMs’ from Leicester City Council) and information sharing with local authorities across LLR;
  - sharing intelligence on high risk individuals at Joint Action Group meetings and developing multi agency plans to mitigate risk;
  - disrupt individuals likely to be involved in serious violent offending, particularly through the use of Pursue Panel Meetings;
  - deploy multi-agency problem solving methodologies when specific hotspots and/or high risk individuals have been identified;
  - more targeted approach to deploying experienced senior investigating officers for football commitments and other pre-planned major events;
  - enabling police officers to undertake immediate treatment and transport individuals to hospital when this is the most efficient response;
  - use of street pastors to defuse incidents, minimise harm and provide immediate support for individuals.

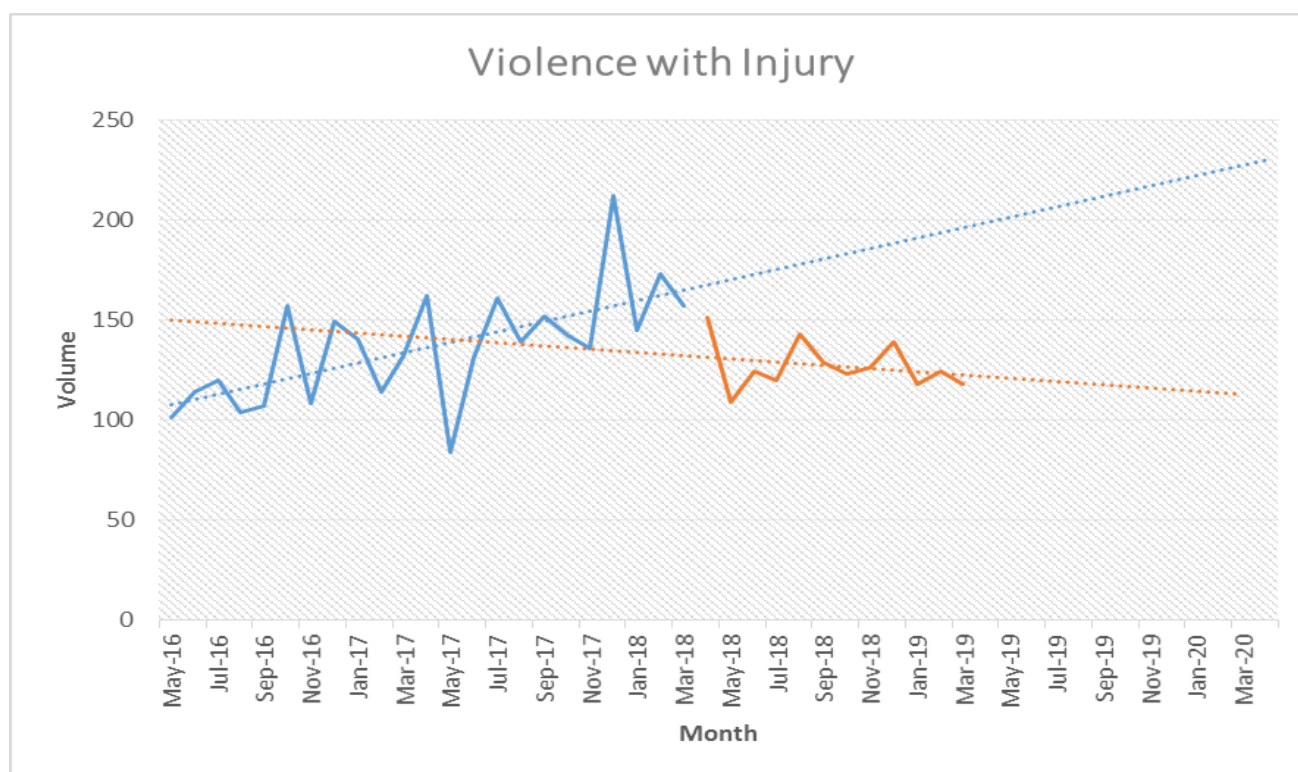
12. The preventive approach is most clearly seen in the enhanced work undertaken on licenced premises across LLR, which also involves a wide range of partners via the Licensing Committees. Broadly speaking this involves the Force identifying the areas which generate the highest volumes of NTE crimes and working with the licenced premises in those areas to ensure that their practices minimise the risks of harmful behaviours e.g. reducing underage drinking and the effective management of intoxicated individuals.
13. The licensing approach is supported by a specialist team which works with partners to monitor existing licenced premises and address applications. This involves appealing licences, applying for closure orders, applying for variations and many other activities. In preparing this report the activities of the licensing team have been reviewed for one of the NTE areas. This demonstrates that the team effectively resisted licensing applications in 73% of new cases. In the remaining 27% of cases the licensing applications were often approved with additional conditions applied to the licenced premise. The team is supported by licensing single points of contact (SPOCs) at each Neighbourhood Policing Area (NPA) to enhance contextual understanding.
14. The licensing approach also involves the identification of saturation zones. Saturation zones are areas wherein there is a clearly evidenced correlation between the numbers of licenced premises and the volumes of NTE crime and a decision taken with partners to resist any expansion in licenced premises through a presumption of rebuttal of applications for new premises licences, club premises certificates or material variations.
15. Six saturation zones have been identified across LLR and, as well as managing the volume of licenced premises, policing activities have also been targeted during those areas at the specified NTE periods.
16. The conditions applied to licensed premises are designed to address the issues associated with individual settings. For instance, in one current venue the conditions apply for a period of nearly two months, require a minimum number of door supervisors, all trained to a specified standard, wearing required high visibility clothing, and maintaining contact with the police and local authority CCTV via City Watch radio. In this particular setting a number of the door supervisors are also required to wear police body worn videos. In setting these conditions the police are effectively ensuring that each licensed premise can manage its own issues with minimal police presence, albeit in direct contact with the police should problems arise.
17. The work undertaken by the police to achieve each of the objectives in the Police and Crime Plan is monitored on a quarterly basis against a rating scale. The overall assessment against the NTE objective is rated as green.

18. The key test of the effectiveness of the NTE strategy is the impact that it has had on NTE crimes. The overall impact can be seen in the graph below.



19. The solid blue line shows actual NTE figures by month for the period May 2016 to March 2018. The variations from month to month are affected by the numbers of weekends in the month, so the dotted blue line is a better indicator of the overall trajectory, which was heading relentlessly upwards to March 2018. The solid orange line shows the monthly pattern from the point that Operation Nightwatch came into effect. Again the dotted orange line shows the actual trend in NTE crimes. This is clearly in a downward direction, albeit at a slow rate. This suggests that the targeted approach described above has been effective in reversing the trend of growth in NTE crimes and has done slightly better than stabilising the situation, without deploying additional resource.
20. However, the basket of crimes that constitute the NTE group are not all of the same weight and show variations in levels across different crimes. The approach adopted by Operation Nightwatch has been specifically targeted at the most serious violence generated in NTE and at rapid deployment at such incidents to maximise public safety. This can best be indicated via an analysis of the most serious type of offences – violence with injury.
21. The graph below focusses solely on the levels of violence with injury, which includes ABH and GBH and other forms of assault. As can be seen, up until the deployment of Operation Nightwatch the pattern of violence with injury offences was following a steeper upward trajectory than the overall pattern of NTE crimes. Equally the trend from March 2018 is clearly showing a much steeper downward trajectory with the overall volumes reducing to May 2016 levels by March 2020. This is of course a much more dramatic improvement than these figures suggest bearing in mind the more rigorous application of crime data integrity recording from 2018 onwards, when the inspectorate indicated a 21% shortfall in recorded crime. The trend is continuing downwards despite the uplift generated by crime data integrity measures.



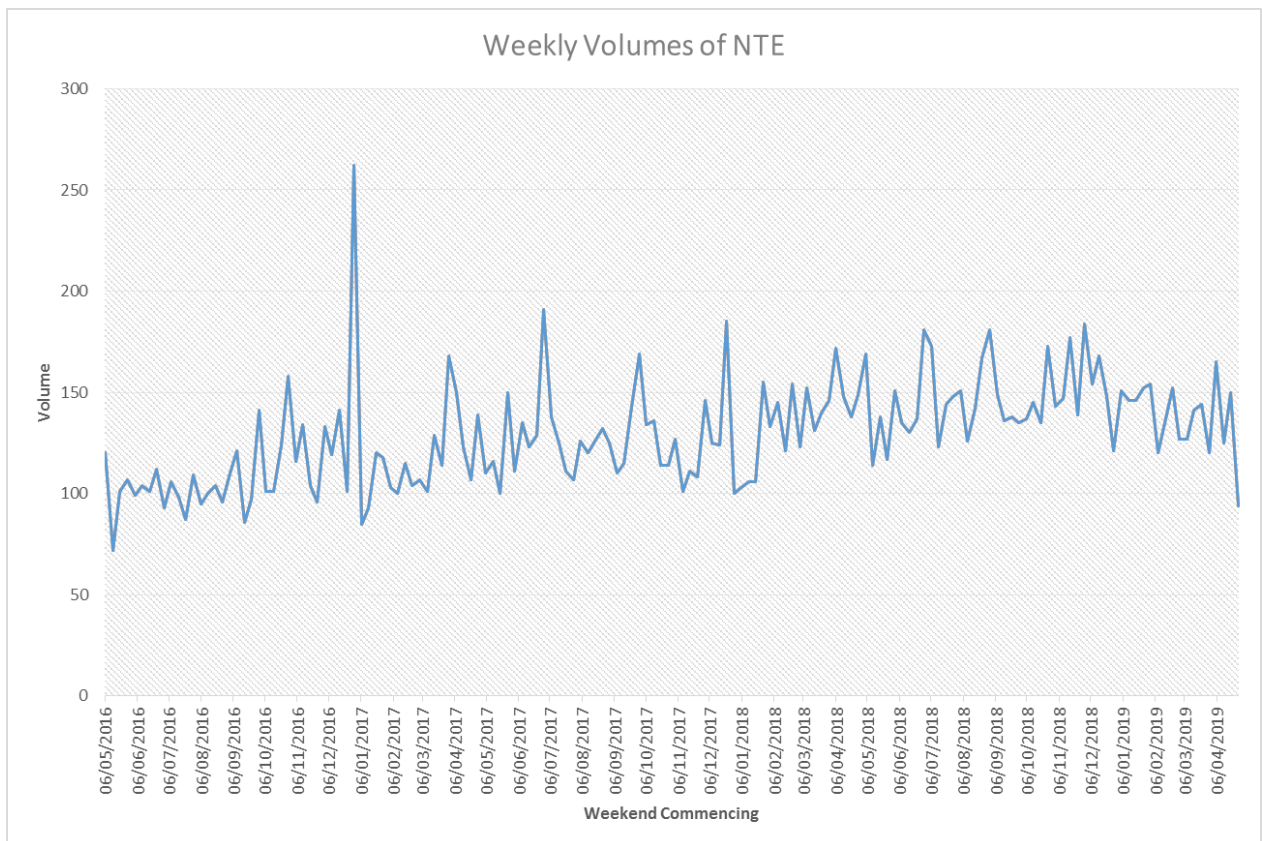


22. On top of this, the PCC has reviewed NTE work directly by observing various operations at first hand. The PCC and chief constable have also engaged directly with the public on the matter via one of their regular “What Matters to You” public engagement events, which was held at the clock tower in Leicester on a Friday night.
23. Whilst these achievements are positive and reflect a tightly planned operation, which is meeting its objectives, the wider context is more troubling. In reality the licensing trade is a growing business catering for high demand. But the harmful behaviours that are associated with the night time economy (NTE) also increase at the same rate as the increase in licensed premises and increased opening hours. Emergency admissions to Accident and Emergency departments are a good barometer of the difficulties generated by night time economy related behaviour and these are increasing at a rate of around 6% to 7%<sup>3</sup>.
24. Local data on trends in licensing has been hard to access at present, but national reports indicate a clear pattern of increasingly easy access to low cost alcohol and a strong correlation between greater access to alcohol and instances of alcohol related harm<sup>4</sup>. This rise seems to date from 2003 Licensing Act, which made it significantly easier to apply for off trade licenses. Other studies<sup>5</sup> have demonstrated that greater activity by police and local authorities in challenging license applications seems to have a positive impact on crime and hospital admissions. Certainly that is the feedback from the police licensing team, which tries to impact on NTE figures by proactively contributing to licensing decisions. However, the team also points out that the pattern of demand is quite dynamic, with new challenges emerging through increasing applications for one-off events, often music festivals, which can generate crowds of around 10,000. The graph below demonstrates that NTE crimes have increased as alcohol has become increasingly accessible.

<sup>3</sup> April 2019 Statistical Commentary

<sup>4</sup> Studies referenced from alcoholpolicy.net – <https://alcoholpolicy.net/2017/05/alcohol-availability-england>

<sup>5</sup> Same reference as above



25. Whilst there is a correlation between increases in licensed premises and levels of NTE crimes, there has also been a reduction in police resources at the same time. Bearing in mind the lag in recruitment for police officers/PCSOs there will not be a significant increase from this year's budget until late 2019 early 2020. So the period covered by the graph above has seen numbers of police officers at their lowest levels, following the period of austerity. The increased revenue generated by the growth in licensed premises has not been used to support the increased demand for police operations.
26. Austerity has also had an impact on the wider partnership resources available to address NTE issues at peak times. Effectively this means that police, ambulance and A&E departments bear the brunt of frontline activity with limited other resources to draw upon. From a police perspective, this means that the police have to abstract resources from other services to sustain NTE activity, inevitably impacting on more proactive areas of work such as neighbourhood policing.
27. In Leicester City the Business Improvement District is clearly a positive initiative to enable local businesses to support the development of the city centre via a collaborative partnership, which could remedy some of the NTE issues identified. On top of this the Street Lifestyles Operations Group (SLOG) aims to address the problems generated by street drinkers and others who spend considerable time on the streets, often begging for money.
28. The Police and Crime Panel also asked for information about how the PCC assures progress against the different elements of the Police and Crime Plan. This consists of a range of activities, which include the following:
29. Review of data and analysis of exceptions – as the panel is aware, the OPCC now includes a performance officer, a post which was vacant for a long period. This post reviews the data against the plan and against general police performance on a regular basis and identifies exceptions, which are followed up directly with the police. Recently this has included a review of the performance reporting methodology deployed by the police and the development of a

revised approach. The PCC attends key police performance monitoring meetings and has direct access to all the data.

30. Police and Crime Plan Tracker – all of the commitments articulated in the Police and Crime Plan are monitored via a “tracker” system, which identifies all of the activities undertaken by the police which address police and crime plan priorities and assesses the impact of those activities. A formal review is undertaken on a quarterly basis, but the monitoring occurs via a live system which extracts data from recorded policing activities.
31. Strategic Assurance Board – this Board takes place on a bi-monthly basis and reviews the work across the full range of performance. The tracker and the performance reports are considered in this meeting, but it also focusses on specific areas of operational activity or strategic development.
32. Chief Officer Team – this meeting occurs on a weekly basis and includes the senior management teams from the Police and OPCC. It reviews current operational activity and challenges and identifies issues for future problem solving.
33. Weekly PCC/Chief Constable meetings – these meetings identify areas of excellence as well as areas for development and plans for addressing them.
34. The above gives an indication of the more formal methods for achieving high levels of assurance, but the interaction between the Police and the OPCC occurs informally on a daily basis and demonstrates very high levels of collaboration and transparency.

### **Next Steps**

35. The future strategic direction in managing NTE will initially involve a continuation and evolution of Operation Nightwatch. The operation is reviewed at regular intervals by a senior officer holding the portfolio. But a multi-agency review of the patterns and trends in NTE operations, with a view to developing a clearer multi-agency long term strategy would be a valuable next step. More generally the focus of the Police and Crime Plan is on the prevention of harmful behaviours and a multi-agency strategy is likely to focus on longer term changes such as education, safer environments and behaviour modification and management on top of the measures described above.
36. NTE is considered and addressed within the development of the new police Target Operating Model which will retain significant capability in the understanding of local issues and the close alignment of further uniformed resources where necessary. The Force’s Serious Harm Reduction Unit (SHRU) also provides opportunities for developing further problem solving through viable partnerships.
37. Clearer articulation of the role of each partner involved in addressing NTE related offending, particularly ensuring alignment across community safety partnerships.
38. Other options are being considered such as the use of a late night levy and early morning restriction orders, but these would require discussion with partners before taking further.

### **Implications**

Financial:	NTE work is being delivered within the budget
Legal:	Relevant legislation in relation to licensing
Equality Impact Assessment:	Continually reviewed
Risks and Impact:	Risks are considered within the review process of Operation Nightwatch. No significant risks are currently identified
Link to Police and Crime Plan:	As identified in paragraph 2 above

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**List of Appendices**

None

**Background Papers**

None

**Person to Contact;**

Paul Hindson

Tel: 07535432852

Email: [paul.hindson@leics.pcc.pnn.gov.uk](mailto:paul.hindson@leics.pcc.pnn.gov.uk)

# POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE

## POLICE AND CRIME PANEL

Report of	<b>OFFICE OF POLICE AND CRIME COMMISSIONER</b>
Subject	<b>INDEPENDENT CUSTODY VISITING SCHEME ANNUAL REPORT 2018/19</b>
Date	<b>MONDAY 3 JUNE 2019 - 2.00 p.m.</b>
Author	<b>ANGELA PERRY, EXECUTIVE DIRECTOR</b>

### **Purpose of Report**

1. The purpose of this report is to provide members with the annual report of the Commissioner's Independent Custody Visiting Scheme 2018/19. The report covers the period 1 April 2018 to 31 March 2019.

### **Recommendation**

2. Members are recommended to discuss and note the contents of the report.

### **Background**

3. Custody visiting in Leicestershire commenced in 1983 as a voluntary scheme following a recommendation from the Scarman report into the Brixton disorders in 1981. One of Lord Scarman's recommendations was that a system be introduced whereby local community members could make independent, unannounced visits to police stations for the purpose of ensuring the welfare of persons detained in police custody. The purpose of this recommendation was to counter growing mistrust of the police at that time and to increase their accountability. Subsequently Section 51(1) to the Police Reform Act 2002 placed independent custody visiting on a statutory basis with responsibility for schemes lying with local policing bodies. As such, the Home Office produced a Code of Practice on the delivery of schemes and National Standards were introduced by the Independent Custody Visiting Association (ICVA).

### **Organisation of the Scheme in Leicestershire**

4. The Police and Crime Commissioner is responsible for the Scheme and receives regular reports on the performance and outcomes from custody visits. The Commissioner has also undertaken a number of custody visits himself during his term of office. The Scheme is overseen by the Executive Director with daily management undertaken by the Volunteer Manager. A volunteer Co-ordinator and two volunteer deputies support the daily running of the Scheme.
5. There are currently 29 volunteer custody visitors in the Scheme. All are recruited from the local community through a recruitment process which

includes an application form and an interview. All volunteers are vetted and complete a six-month probationary period during which time all induction training is provided. A copy of the induction training programme is included at APPENDIX 'A' to this report.

6. Leicestershire Police has 3 custody suites located as follows:-

Beaumont Leys	-	14 cells
Euston Street	-	36 cells (18 cells in operation mid-week)
Keyham Lane	-	17 cells

#### **Visits undertaken 1 April 2018 to 31 March 2019**

7. Independent Custody Visitors have the locally agreed target to visit each custody suite a minimum of one visit per week.
8. During 2018/19 a total of 156 visits were made as follows:-

Beaumont Leys	52 Visits
Keyham Lane	52 Visits
Euston Street	52 Visits

9. This has been excellent performance and the first year that no missed visits have been recorded.

#### **Access to the custody suite**

10. For each visit undertaken a record is kept of the time that Custody Visitors attended at the police station and the time they received admittance to the Custody Suite. Of the 156 visits undertaken during 2018/19 immediate access to the custody suite was provided on 145 occasions. Ten visits incurred a wait of 6-15 minutes delay with a 9 minute delay on one occasion due to staff in Contact Management Department (CMD) not understanding the ICV role when the call was placed for access to the custody suite. This issue has been rectified and a briefing has been delivered to CMD staff on the ICV role and their required access to Custody Suites. One other visit incurred a delay of 16+ minutes. For all visits that did incur a wait for access explanations were provided to the visitors at the time and in the main were down to suites being very busy with some detainees requiring half hourly cell visits, detainees waiting to be booked in or a serious issue occurring in the custody suite at the time of the visit.

#### **Detainees seen, not seen or who refused a visit by Custody Visitors**

11. During 2018/19 the total number of detainees in police custody was 13,646 of which 1077 were in police cells at the time of custody visits. Of these:-
- 141 detainees were not available to be visited due to being in an interview, at hospital, out of cell for other reasons or asleep.
  - 39 were not offered a visit on advice from the Custody Sergeant due to them being aggressive, intoxicated or other health and safety concerns.
  - 443 of those offered a visit who agreed to be seen.
  - 426 were observed through the hatch in the cell door.

- 28 of those offered a visit refused to be seen.

### Day and Time of Visits

12. To ensure a varied coverage of visits each week is divided into 35 timeslots for each custody suite. Over the year visits have been undertaken across all times of the day and days of the week. A varied spread of visits is crucial to ensure that visits do not become predictable and occur at regular or set times. The performance during 2018/19 has been the best performance to date for coverage, with no missed visits through the year.

### Beaumont Leys

<b>Week 52 Ending 31/03/2019</b>	<b>00:00 - 07:59</b>	<b>08:00 - 11:59</b>	<b>12:00 - 15:59</b>	<b>16:00 - 19:59</b>	<b>20:00 - 23:59</b>	<b>Totals</b>
<b>Monday</b>	1	2	1	2	1	7
<b>Tuesday</b>	1	1	1	1	2	6
<b>Wednesday</b>	1	2	2	2	1	8
<b>Thursday</b>	1	1	2	2	1	7
<b>Friday</b>	2	3	3	2	1	11
<b>Saturday</b>	1	2	2	1	1	7
<b>Sunday</b>	1	2	1	1	1	6
<b>Totals</b>	8	13	12	11	8	52

### Euston Street

<b>Week 52 Ending 31/03/2019</b>	<b>00:00 - 07:59</b>	<b>08:00 - 11:59</b>	<b>12:00 - 15:59</b>	<b>16:00 - 19:59</b>	<b>20:00 - 23:59</b>	<b>Totals</b>
<b>Monday</b>	1	2	2	2	3	10
<b>Tuesday</b>	1	1	2	2	1	7
<b>Wednesday</b>	2	2	1	2	1	8
<b>Thursday</b>	2	1	2	2	1	8
<b>Friday</b>	1	1	3	2	1	8
<b>Saturday</b>	1	2	1	1	1	6
<b>Sunday</b>	1	1	1	1	1	5
<b>Totals</b>	9	10	12	12	9	52

**Keyham Lane**

<b>Week 52 Ending 31/03/2019</b>	<b>00:00 - 07:59</b>	<b>08:00 - 11:59</b>	<b>12:00 - 15:59</b>	<b>16:00 - 19:59</b>	<b>20:00 - 23:59</b>	<b>Totals</b>
<b>Monday</b>	1	1	2	3	2	9
<b>Tuesday</b>	1	2	1	3	2	9
<b>Wednesday</b>	1	2	2	1	1	7
<b>Thursday</b>	1	2	2	3	1	9
<b>Friday</b>	1	1	1	1	3	7
<b>Saturday</b>	1	1	1	1	1	5
<b>Sunday</b>	1	2	1	1	1	6
<b>Totals</b>	7	11	10	13	11	52

**Requests and Issues raised by detainees**

13. From conversations with detainees held in police custody, the following requests were received. All requests were reported to the Custody Sergeant with the majority being fulfilled at the time of the visit:

<b><u>Issues Raised</u></b>	<b><u>Custody Suite</u></b>		
	<b><u>Beaumont Leys</u></b>	<b><u>Euston Street</u></b>	<b><u>Keyham Lane</u></b>
Appropriate Adult requested/awaited	2	2	2
Blanket requested/awaited	8	5	2
Communication Issues: Language Support Requested/Awaited	8	8	4
Unsanitary Condition of Cell	0	3	0
Drink Requested/awaited	6	9	2
Exercise requested/awaited	1	2	0
Female hygiene pack not offered	1	0	0
Food requested/awaited	6	10	7
Have someone notified	4	5	4
Legal Advice/Solicitor requested/awaited	7	8	4
Medication requested/awaited	3	5	3
Nurse requested/awaited	2	8	6
Phone call requested/awaited	1	9	3
Religious material requested/awaited	0	1	0
Shower requested/awaited	2	3	1
Toilet paper requested/not received	0	1	0
Update on case requested	4	10	7
Detainee claims use of force	0	0	0
<b>TOTAL NUMBER OF ISSUES RAISED</b>	<b>55</b>	<b>89</b>	<b>45</b>



### **Issues Reported**

14. A full list of all issues raised by detainees throughout the year is attached at APPENDIX 'B' to the report. Examples from the appendix are as follows:-

- Beaumont Leys:

Detainee very upset, crying, requested feminine hygiene pad. Was provided with female pack on arrival however it wasn't strong enough as she suffered from incontinence and required something thicker.

*OUTCOME – ICV suggested this needs to be addressed as female officer was asked if incontinence pads were available, and she responded with no, they were not available. Feedback has been taken into consideration and custody staff have reviewed their products. They now have an increased range of sanitary products available at all custody suites, including products for incontinence.*

- Beaumont Leys:

Detainee felt that treatment was inhumane.

*OUTCOME – Inspector confirmed that detainee had been fed and provided with drinks, had a shower, had access to the exercise yard and access to medical professionals at various times whilst in custody. The detainee was also worried about their baby however Custody Staff ensured that the detainee's baby was safe and well and staying with the detainee's mother. Further, Custody Staff also spoke with the detainee's mother and updated the detainee how the child slept overnight.*

- Euston Street:

Meal did not say 'halal' on packet and so detainee was concerned.

*OUTCOME – Custody Staff checked and detainee informed that the food was 'halal'.*

- Keyham Lane:

Detainee asked 'again' about solicitor and stated he had mental health issues.

*OUTCOME – the detainee was represented by a solicitor. A nurse attended and detainee was seen by a Health Care Professional, as well as having an Appropriate Adult to support.*

### **Health and Safety Issues Identified**

15. In addition to speaking to detainees Custody Visitors also check on health and safety issues within the custody suite. These have been reported as follows:-

- Beaumont Leys:

ICV tripped on step outside – yellow paint strip fading

*OUTCOME – reported as a near miss in accident register. Step markings have now been repainted to be more visible.*

- Euston Street:

Staff mentioned panic alarm. If no police officers available in the stations, then no one will respond when the panic alarm is activated.

*OUTCOME – Staff have been directed to wear personal radios and to activate the emergency button on the radio also which would go through to the control room and officers nearby would be directed from there to attend.*

- Keyham Lane:

Drain blocked, noted on 3 separate occasions. The drain has now been fixed and no further complaints received since.

*OUTCOME – Ensuring drains are clear is now included in the force premises officer visits regime.*

- All Suites:

Certain Interpreter Language Sheets not available

*OUTCOME – several language sheets had been requested. Volunteer Manager has added a number of additional languages to the sheets collection being Bengali, Turkish, Kurdish Sorani, Punjabi. Document Library updated. Gujarati sheet awaiting translation.*

### **Current custody visitors**

16. At the start of April 2018, there were 27 ICVs registered with the Scheme with 4 leaving during the year for a variety of reasons. Two left after completing 14 years of service and one after completing 8 years of service. All left due to work commitments and other increasing demands on their time. One volunteer unfortunately left due to ill health after 18 years of service and one left after 2 years of service because she felt it was the 'right time'.
17. Feedback from exit questionnaires was received as follows:

<b>Comments made on exit interview forms</b>	<b>Response</b>
<p>Wide variation on how individual custody visits undertake their visits with some visitors looking into finer details at the suite.</p> <p>Frustrated about not being able to view custody records for some detainees i.e. detainees that are asleep</p>	<p>Induction training is provided to ensure that all ICVs have up to date knowledge and standard practices are adopted. Further training sessions, and refresher sessions are also provided to reinforce previous training and to broaden knowledge.</p> <p>ICVs are able to view custody records of detainees asleep and this is covered in the induction training. If they are incapable, the presumption must be in favour of allowing ICVs to examine it. This has been communicated to all ICVs and custody staff and is the adopted practice.</p>

<p>Training is very good. Helps mixing ICVs from others in the region for training.</p>	<p>We hold training events where ICVs have the opportunity to mix with others from the region, for example the annual Regional Advanced Training event. They also have opportunities to do this at the annual ICVA Conference.</p>
<p>Nice being one big team, shared learning.</p>	<p>The transition from three teams (one team for each custody suite), to one team of independent custody visitors that visit all three custody suites occurred 3 years ago and had been successfully implemented.</p>
<p>Helps to have a tour of the custody suite during induction training.</p>	<p>We have implemented a session into our ICV Induction training where ICVs visit Euston Street and can see what the custody suite looks like. Two current ICVs undertake role play to put the role into perspective and bring it to life.</p>

18. No negative comments regarding the management of the scheme, or the training provided, have been received by custody visitors leaving the scheme.

### **Meetings**

19. The Volunteer Manager meets on a quarterly basis with Volunteer Co-ordinators and the Force Custody Inspector. These meetings took place on 31 May 2018, 29 August 2018, 26 November 2018 and 7 March 2019. The main items discussed were outcomes from custody visits and the Force responses.
20. Quarterly team meetings also take place. These took place on 25<sup>th</sup> June 2018, 4<sup>th</sup> September, 2018, 11<sup>th</sup> December 2018 and 7<sup>th</sup> March 2019. Meetings provide the opportunity for all ICVs to discuss issues that arise, changes to the rota of visits, receive feedback from the visits undertaken and undertake further training exercises. These are chaired by the Volunteer Co-ordinator and attended by the Volunteer Manager and Chief Inspector from Criminal Justice.
21. Regular reports on the Scheme are provided to the Strategic Assurance Board to update the Commissioner. The Volunteer Manager will also update the Commissioner on an ad hoc basis as and when issues arise.

### **Developments during 2018/2019**

#### **Independent Custody Visiting Association**

22. The Police and Crime Commissioner has been appointed to the Independent Custody Visiting Association Board of Directors. Leicestershire is a member of the Association. The Association provide leadership to Schemes helping to define their aims and ensuring that Schemes remain up to date in policing reforms. They also provide advice, guidance and training materials. A bi-annual magazine is also forwarded to all custody visitors sharing best practice and informing of national developments. The Association hold an annual national conference for all ICV's and also an annual conference for Volunteer Managers. They also work closely with the Home Office from whom they receive funding.

### Electronic Visit Reporting

23. During the past year work has been undertaken to introduce electronic visit reporting. Currently all ICV visits are recorded on a paper report form but the move to electronically recording the outcome of visits will increase efficiency as well as bringing other functions that will aid the custody visitor in arranging visits with colleagues and the Volunteer Manager with producing performance data. Training has been ongoing during the past few months with the electronic reporting going live on 2 April 2019. The application is available through a tablet device which is available in each custody suite. The electronic reporting will provide up to date information to admin personnel, including the ability to manage custody reporting, rota management and generate comprehensive reports based on the data collected. Whilst this new process has only recently commenced early signs are that things are working well and no serious issues have been reported.

### Recruitment

24. A recruitment campaign for new ICVs was undertaken in September 2018 as a result of which 6 new Independent Custody Visitors were appointed. Targeted advertising was undertaken to ensure the diversity of the team reflects the local community. The current number of custody visitors is now 29.
25. A review of independent custody visitor numbers will take place in September 2020 and a recruitment campaign undertaken at that time if required. Approximately 30 ICVs is seen as being appropriate to provide the required level of resilience to ensure visits take place and to maintain the interest of the visitors.

### National Awards

#### Investing in Volunteers

26. The Leicestershire Scheme was accredited with the Investing in Volunteers (IiV) award by the National Council for Voluntary Organisations (NCVO) in October 2012, being one of only 3 schemes nationally to receive the award at that time. This award was re-accredited in October 2015 and again for a third time in October 2018. Leicestershire Independent Custody Visiting Scheme is the only scheme in the region to hold this award.



### Independent Custody Visiting Association – Accreditation

27. The Independent Custody Visiting National Association also has a programme in place to credit schemes at Platinum, Gold, Silver, Bronze and Compliance levels. Certain criteria have to be met and peer assessors are assigned. Leicestershire have recently achieved the Gold award.

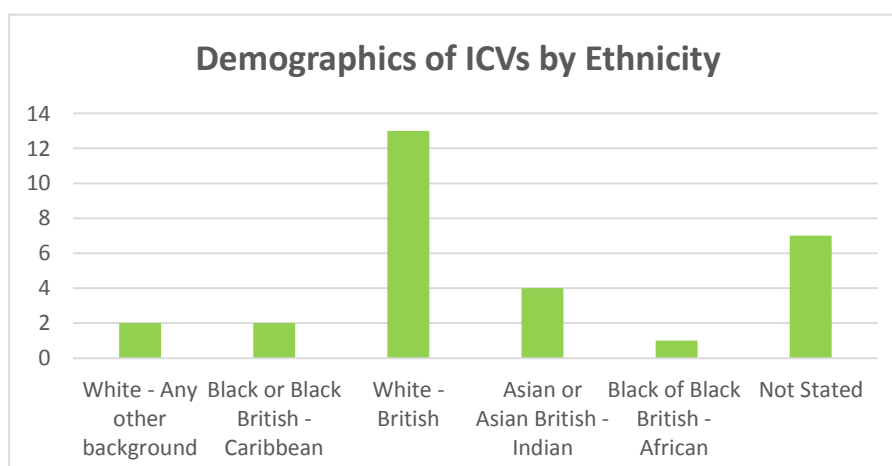
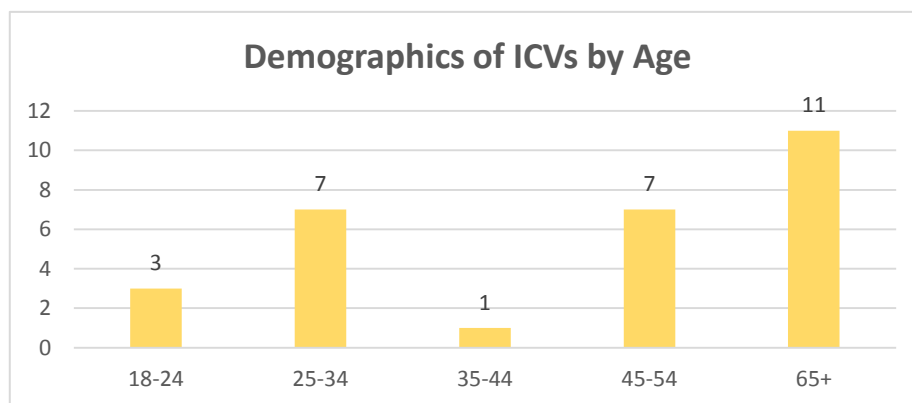
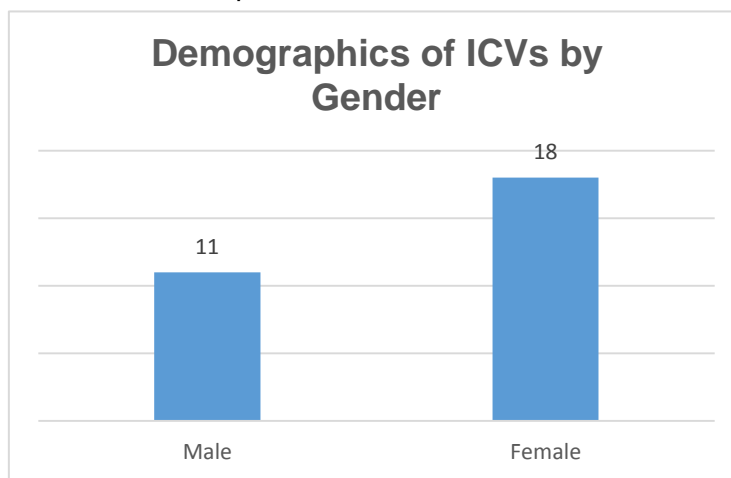
### Regional Collaboration

28. Volunteer Managers from Schemes within the East Midlands meet on a quarterly basis. The group discuss:
- Risk Assessment Documents
  - Recruitment Materials
  - Key Performance Indicators – monitored around frequency and coverage of visits, times of access to custody areas and number of detainees visited.
  - ICV Regional Training

- Independent Custody Visiting Association (ICVA) updates
  - East Midlands Criminal Justice Strategic Board updates
  - ICV Custody electronic visiting reporting
29. The meetings provide an opportunity to share good practice with each other and discuss any new developments in the scheme. Opportunities are also identified for future collaboration.
30. The Volunteer Manager from Leicestershire represents regional colleagues at the East Midlands Criminal Justice Strategic Custody Group. The group meet on a quarterly basis.

### **Equality monitoring data as at 1 April 2019**

31. There are 29 current independent custody visitors. The demographics of the custody visitors as of 1<sup>st</sup> April 2019 are:-



### **Positive feedback from ICVs to Custody**

32. Feedback from Independent Custody Visitors during the year has included a number of complimentary comments as a result of their visits to custody suites, examples are as follows:

***“Staff very helpful despite dealing with detainees going to court”***

***“Well received”***

***“Detainee happy with treatment”***

***“Everything running smoothly and very professional and polite”***

***“Female officer available if needed”***

### **Conclusion**

33. It has been a busy and an outstanding year for the Independent Custody Visiting Scheme winning two national awards, recruiting six new members to the scheme and the launch of new electronic reporting.
34. It has also been an incredible year for visits with a total of 156 visits compared to 152 last year. There has been a 100% coverage of time slots at all suites, the best performance in visits to date. The Commissioner has written personally to each custody visitor thanking them for their commitment in achieving this outstanding performance. Meetings with Co-ordinators and Chief Inspector for Criminal Justice have been extremely informative and productive, and have provided the OPCC with the opportunity to discuss issues arising and developments such as the electronic reporting.
35. Lord Bach being on the Independent Custody Visiting Association Board of Directors has also proved to be an effective mechanism for Leicestershire to have a voice on national improvements and developments for custody visiting.

### **Implications**

Financial:	None
Legal:	It is a statutory requirement under Section 51 of the Police Reform Act 2002 for Police and Crime Commissioners to have a Custody Visiting Scheme in place.
Equality Impact Assessment:	The ICV scheme is constantly monitored to ensure those involved in the scheme are representative of the local community. Equality impact assessment is undertaken prior to recruitment to ensure that any under-represented communities are targeted.
Risks and Impact:	Link to Police and Crime Plan: The maintenance of the ICV Scheme is a statutory requirement of the PCC.
Links to Police and Crime Plan:	Viable Partnerships

### **List of Appendices**

- Appendix 1 - Induction Training Timetable  
Appendix 2 - List of issues raised in 2018/2019 and Force Response

**Person to Contact**

Angela Perry, Executive Director

Telephone: 0116 229 8982      Email: [angela.perry@leics.pcc.pnn.gov.uk](mailto:angela.perry@leics.pcc.pnn.gov.uk)

**Independent Custody Visiting Scheme**  
**Induction Training Timetable – 2019**

<p><b><u>Tuesday 12 February 2019</u></b>  Main Conference Room  Police Headquarters  Enderby  6 – 9 p.m.</p>	<p><b><u>Induction Training – Session 1</u></b></p> <ul style="list-style-type: none"> <li>• <i>Background to custody visiting</i></li> <li>• <i>Scheme from the eyes of an ICV</i></li> <li>• <i>Data Protection</i></li> <li>• <i>Health and Safety</i></li> <li>• <i>Police Complaints Procedure</i></li> <li>• <i>Police Protective Equipment</i></li> </ul>
<p><b><u>Saturday 16 February 2019</u></b>  Police Headquarters  L&amp;D Classroom 4   All day event</p>	<p><b><u>Induction Training - Session 2 (Soft skills training)</u></b></p> <ul style="list-style-type: none"> <li>• <i>How to be a skilled communicator, body language and cultural implications</i></li> <li>• <i>How to challenge appropriately and give constructive feedback</i></li> <li>• <i>How to be a good team player</i></li> <li>• <i>Assertiveness</i></li> <li>• <i>Critical friend</i></li> <li>• <i>Problem solving approaches</i></li> </ul>
<p><b><u>Monday 25 February 2019</u></b>  Main Conference Room  Police Headquarters  Enderby  6.30 – 8.30 p.m.</p>	<p><b><u>Induction Training – Session 3</u></b></p> <ul style="list-style-type: none"> <li>• <i>The role of the Custody Sergeant and Detention Officer</i></li> <li>• <i>Code C of the Police and Criminal Evidence Act (PACE)</i></li> <li>• <i>Custody records</i></li> <li>• <i>Understand the Human Rights Articles and why they are important to the work of the ICV</i></li> </ul>
<p><b><u>Saturday 2 March 2019</u></b>  Main Conference Room  Police Headquarters  10 – 4.00 p.m.</p>	<p><b><u>Induction Training – Session 4</u></b></p> <ul style="list-style-type: none"> <li>• <i>Understand the role of the ICV</i></li> <li>• <i>Talk confidently about professional behaviour for a custody visitor</i></li> <li>• <i>Understand on a practical level how a visit works and what the processes are</i></li> <li>• <i>Have a good overview of how to raise an issue with both the police the OPCC volunteer Manager</i></li> <li>• <i>Awareness of the Mental health Act 1983 S136 legislation and Children Concordat and its application to the role of the Custody Visitor</i></li> <li>• <i>Electronic recording of custody visits – Custody App Training</i></li> </ul>
<p><b><u>Monday 4 March 2019</u></b>  Euston Street Custody Suite  6.30 – 7.30 p.m.</p>	<p><b><u>Induction Training – Session 5</u></b></p> <ul style="list-style-type: none"> <li>• <i>See inside a custody cell</i></li> <li>• <i>Have an understand of the facilities available for detainees at custody suites such as washing facilities, exercise yard</i></li> <li>• <i>Role play with two current ICVs – the booking in process and process of conducting an independent custody visit and cell visit</i></li> </ul>
<p><b><u>Tuesday 12 March 2019</u></b>  Police Headquarters  Enderby  6.15 – 8.30pm</p>	<p><b><u>Induction Training – Session 6</u></b></p> <ul style="list-style-type: none"> <li>• <i>Understand equalities and bias and how to be aware of this in practice</i></li> <li>• <i>Raise awareness of diversity issues</i></li> <li>• <i>Understand the ways in which individuals can support those with dementia and how this may arise win the course of a custody visit (Dementia friends)</i></li> </ul>



## INDEPENDENT CUSTODY VISITING SCHEME

### LIST OF ISSUES RAISED

1 APRIL 2018 TO 31 MARCH 2019

#### BEAUMONT LEYS

Visit No	Date of Visit	Custody Visitor Concerns	Action/Response from force
B008/18	14/04/2018	Power outage, phones not working and extension lines did not work. Did estates identify the cause of power outage?	This relates to the planned FHQ Power Shut Down that was well publicised across the force area. Contingencies were in place to keep custody up and running with various systems being off line. If the yellow phone outside the suite was not working due to this it will be noted and raised if there is due to be a further shut down. There were a number of items that are controlled by FHQ such as photocopiers and it appeared that problems identified related to things that were networked.
B011/18	24/04/2018	Not happy with his treatment.	Nothing untoward with Custody Record. No complaints made to the Inspector reviewing his detention. Was interviewed shortly after visit and released within 3 hours of visit.
B011/18	24/04/2018	Very upset, crying, requested feminine pad. She had been given a feminine pack but it wasn't strong enough as she suffered from incontinence and required something thicker. I think this needs to be addressed as I asked the female sergeant on duty if any incontinence pads were available and she replied no, they were not available.	Female Pack was provided on arrival. Detainee had some health issues and was transferred to hospital however returned 3 hours later. It is really difficult to cater for every eventuality for every individual and I believe this is the first time that this has arisen. We are reviewing and looking to increase the range of products available.  Update on 29/08/18 - Since the feedback received from custody visitors, we have reviewed our products and we now have an increased range of sanitary products available at all custody suites,

			this includes products for incontinence.
B015/18	03/05/2018	Waiting for appropriate adult. Custody visit started at 12:40pm. Can you let us know what time the appropriate adult arrived?	Seen by ICV's at 12.40 – App Adult arrived at 13.22
B027/18	11/06/2018	Two detainees waiting for transport back to prison, been waiting for the last 2 days  Felt rights not fully explained and felt treatment inhumane.  Worried about baby	Both had been recalled to prison. Unfortunately HMP do not accept recalls at a weekend. Both were transferred to prison on the Monday morning.  Has signed his custody record to say his rights have been explained to him and he has been handed a notice. This detainee has been in custody numerous times and is likely to be well aware of their rights. The detainee has been fed and provided drinks, has had a shower, access to the exercise yard and access to medical professionals a number of times while in custody.  Custody Staff ensured that the detainees baby is safe and well and staying with the detainees mother. Custody Staff also spoke with the detainees mother and updated the detainee regarding how the child slept overnight.
B050/18	27/07/2018	Exercise yard observed, please could this be swept as there was rubbish on the floor.	10/08/18 – 15.25 - Yard Checked at Beaumont no rubbish present.
B053/18	08/08/2018	Microwave needs minor clean.	Inspector saw it being cleaned today by the Detention Officer.
B057/18	05/08/2018	No hygiene swipes for food temperature probe.	Items have been ordered and distributed to the Custody Suites.
B088/18	26/10/2018	Father needs support at home.	Detainee was released on Bail within 30 minutes of visit and was only in custody for 6 hours

B103/18	18/11/2018	Very low staffing levels, one detention officer and one custody sergeant.	Policies and Process are in place. Custody Sergeants can decide if they cannot accept further detainees and decide to close the custody suite, in consultation with Custody Inspector.
B102/18	25/11/2018	Upset over children being left.  Spoke little English, open door due to claustrophobia. Was intoxicated. Language line called for preliminaries. Interpreter called.	Children were being cared for by their Grandmother.  There was no requirement for an interpreter to attend the station as there was no requirement for an interview with this offence. All communication was completed through the telephone interpreter service.
B104/18	29/11/2018	Wall between cells 2 and 4 paint plaster coming off. Sharp edges. Yellow box (fail safe mode) continues to appear on screen when looking at custody records.	17/12/18: Further investigations required. 12/02/2019: Inspector has done a walk around – work has been done. Yellow box no longer appearing as confirmed by ICV.
B106/18	06/12/2018	Copies of language sheets required so that photocopies do not have to be made during visit. Staff very helpful and cooperative.	It is impractical to print a number of sheets in different languages and then store them. There is no reason why one cannot be printed.
B118/18	28/12/2018	Mental health concerns. Alleged assault while in hospital, officer will advise detainee about complaint procedure. Mental health team will see him.	Was seen by a Mental Health Practitioner and deemed fit to be dealt with through the Criminal Justice route. Duty Inspector was aware of complaint and this has been recorded and submitted to Professional Standards. Complaint was not related to his time in custody.
B121/18	05/01/2019	Some out of date meals (exp December 2018)	Cupboards have been checked and any out of date stock has been removed.
B125/18	19/01/2019	No female officer, the officer at custody said not needed due to being an adult detainee. Was a female officer/staff allocated to this detainee?	A dedicated female was allocated to the detainee throughout her stay in custody and is documented on the custody record.

B133/18	06/02/2019	Water not draining well in exercise yard.	Ensuring the drains are clear is being included in the force premises officer visits regime.
B133/18	06/02/2019	Cell has about 6 papers, blankets, towels etc?	Detainee was in the process of being released to court.
B150/18	19/02/2019	Feeling cold. Staff and detainees rather cold. Detainees given extra blankets. Heating problems, engineer been out but not resolved.	A heating issue was identified. A repair has been completed and this is no longer an issue.
B148/18	16/03/2019	Wanted solicitor, blanket and to know how long to be kept in.	Detainee requested solicitor at 1030 hours. Solicitor called in at 1155 and the DP was asleep and did not speak to them at that time. DP woke at 1542 and asked to speak to solicitor and spoke to them on the phone at around 1550hrs. He was also provided with 2 blankets at 1052hrs and with further blankets around 4pm.
B148/18	16/03/2019	Requested paper copy of rights and entitlement.	Was offered copy of rights and entitlements but declined. Every detainee is offered a copy of the Rights not all wish to take one. This is the choice of the detainee.

**EUSTON STREET**

Visit No	Date of	Custody Visitor Concerns	Action/Response from force
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	Visit		
E014/18	03/05/2018	Police officer placed custody visitors in holding cell so they could not hear what was taking place at the desk. Custody visitors must be permitted to observe proceedings.	<p>This is part of the ICV's role and it is expected that they will observe and listen to activities taking place at the custody suite. This includes booking in and all other activities taking place at the time they arrive.</p> <p>The only circumstance where ICV's should be requested to wait in a holding room would be when there is a risk to their safety e.g. violence in the booking in area / PAVA spray or other use of force.</p> <p>Custody Inspector communicated this message to all custody staff.</p>
E014/18	03/05/2018	Did not speak English and no language cards available. Detainee was Lithuanian. A translation sheet was available in that language and should have been available to use.	Guidance on the use of translation sheets has been resent again to all custody staff.
E017/18	13/05/2018	Shower blocked near to cells 28-36, reported 12 <sup>th</sup> May.	The showers at Euston Street cells are no longer blocked and have been fixed.
E021/18	19/05/2018	<p>Detainee kitchen observed, both ovens have over spilled food.</p> <p>A detainee had said that he had waited too long to see the nurse. Permission given to look at his custody record. When we looked there was no mention of either a request for the nurse or the nurse visiting him. In fact the nurse was in the suite and she was able to confirm the exact times she had seen the detainee. The non-police view of the custody record did not have any record of the request but it was recorded</p>	<p>02/07/18 – Both ovens checked and checked that they are clean.</p> <p>Record checked and detainee has seen the HCP 6 times while in custody. Staff advised regarding which view of custody record to show ICV's.</p>

		on the police view of the record.	
E025/18	25/05/2018	G141 shower room dirty contains rubbish and towels which need removing.	02/07/18 - G141 Shower room is now clean and tidy.
E031/18	06/06/2018	Detainee said leg hurt when arrested. .	Detainee did not declare injury to leg on arrival at Custody. Detainee refused to engage with Solicitor and Custody Sgt regarding what was wrong with his leg. Nurse booked to see DP however he had left prior to being seen by the nurse.
E031/18	06/06/2018	Exercise yard – screws on call plate are not flush.	Screws examined. Replacements have been ordered. I am satisfied that although not flush they are acceptable. They are secure in the plate.
E032/18	13/06/2018	DP said blanket not long enough for tall people. Have any other DPs highlighted this concern?	This detainee is 5'11 tall. There have been no other complaints regarding the length of blankets within the suite from much taller detainees. Any further complaints regarding the length of blankets will be monitored to establish if this is becoming an issue.
E032/18	13/06/2018	Microwave dirty.	02/07 Microwave checked and is now clean.
E054/18	10/08/2018	Extremely emotionally distressed, wanted update re court. Was informed by custody sergeant is awaiting specific transport as pregnant.	Although not confirmed as being pregnant staff took caution and ensured that appropriate transport was arranged. Contactors have individual transport for pregnant detainees. Staff were unable to confirm an exact time for transport which is why detainee was getting frustrated. Female was apparently offered tracksuit bottoms during the night and refused but it wasn't recorded. Guidance sent to staff reminding them to log such requests and ensure detainees are dressed appropriately according to risk.
E055/18	31/07/2018	3 x meals seen in cell.	Reminder sent to all staff to ensure that used plates, containers and cups are removed in a timely fashion.

E058/18	22/08/2018	<p>Arabic language card used, DP was not sure why he had been arrested.</p> <p>DP said staff slow on buzzer</p> <p>Some out of date noodles and some cells needed items removing.</p>	<p>Detainee informed why he had been arrested. He was transferred to a detention centre.</p> <p>On this occasion it would appear we have not attended the cell call in a timely manner.</p> <p>Out of date stock has been removed. Reminder sent to all staff to ensure that used plates, containers and cups are removed in a timely fashion.</p>
E071/18	25/09/2018	<p>Detainee asked for yard exercise as felt claustrophobic. Asked when he would be interviewed.</p>	<p>Detainee spent some time in the exercise yard following interview and while waiting for a decision.</p>
E084/18	08/10/2018	<p>Juvenile complained about length of time taken.</p>	<p>Detainee was arrested with 2 others and all were processed within 9 hours of being in custody.</p>
E085/18	16/10/2018	<p>Detainee had skin rash, needs medical assessment and needs interpreter.</p> <p>Exercise yard possible ligature point, mastic around plate on wall.</p>	<p>Detainee was seen by a healthcare professional who had no concerns and no visible rash and he was transferred to court shortly after.</p> <p>Issue reported to estates to repair.</p>
E090/18	25/10/2018	<p>Exercise yard. Mastic missing on corner of plate. Previously reported.</p>	<p>Updated received 26/11/18. The sealant work in the exercise yards at Euston Street has been completed.</p>
E098/18	17/11/2018	<p>Wing 4 shower is not useable as contractors have not cleaned. Wing 3 shower not working.</p>	<p>Wing 4 shower now cleaned and in use Wing 3 Shower will not be repaired until the NewYear as it appears there is insufficient slope on the floor which will need addressing so</p>

			the shower drains correctly.
E105/18	03/12/2018	Shower near cell 24 out of use.	This is the shower on wing 3 – Response as above.
E109/18	13/12/2018	The meal did not say suitable for halal on packet and so detainee was concerned.  Complained no toilet lid.	Staff checked at the time and informed detainee it was suitable for Halal.  There are no toilet lids on any Home Office approved cell toilets due to ligature risks.
E113/18	22/12/2018	Claims 48hours in custody. Cups and food waste in cell.	Detainee had been in custody for 48 hours. Due to the amount of offences he was extended by a Superintendent and was also wanted on warrant. Detainee had been provided with the drink and food 15 minutes earlier.
E113/18	22/12/2018	Large puddle in exercise area. G101 also putty missing around blank plate.	The weekend of this visit there had been a significant amount of rain. Putty missing is minimal amount yard remains open putty to be repaired.
E113/18	22/12/2018	Corridor outside cell 27 flooded.  G111 shower room out of use, scheduled for repair.	Detainee in that area had flooded their cell. Cleaners were due on site to clear.  Repair still awaited.
E114/18	27/12/2018	Translation sheet used, doesn't understand why he is here, wants to speak to girlfriend who has number for mother, not sure about solicitor, informed sergeant, log shows might need solicitor requested.	Girlfriend of detainee was victim of offence and therefore detainee was not allowed to speak with his girlfriend directly.  Used Solicitor while in custody.
E120/18	07/01/2019	Asked to speak to girlfriend as he is her carer.	The detainee's girlfriend was updated as part of his rights and



			entitlements and he made a telephone call to her shortly after the ICV visit.
E124/18	15/01/2019	Asked about medication.	Saw nurse while in Custody. Meds were due at 14.30 however detainee was released soon after this time.
E124/18	15/01/2019	No translation sheets for Bengali or Gujarati	Translation sheets being provided.
E129/18	27/01/2019	Asked for solicitor and was getting agitated. Wanted phone call. Suicidal, wanted mental health nurse.	Detainee was represented by a Solicitor. Had made numerous telephone calls while detained. Declined speaking to mental health nurse.
E129/18	27/01/2019	Asked to see mental health nurse, and for them to find his grandma.	This does not appear to have happened and will be raised with the Inspector Team and staff.
E129/18	27/01/2019	Wants toilet paper, asked for clean underwear.	Although not recorded he had been supplied with toilet paper. This detainee was visited by the Custody Sergeant soon after and he had no complaints regarding his detention.
E129/18	27/01/2019	Asked for Quran and drink.	Detainee was provided with a copy of the Quran and a drink.
E129/18	27/01/2019	Asked for a shower.	Detainee had 4 showers while in Police Custody.
E129/18	27/01/2019	Exercise yard 2 has sharp edges on windowsills.	As per Manager Report each detainee is risk assessed prior to being placed in the exercise yard. This will not currently be replaced or repaired.
E134/18	02/02/2019	Desk signature strip broken adjacent to viewing screen.	This signature strip is not used and relates to a previous custody computer system.
E143/18	22/02/2019	Couldn't remember if had or read rights.	Rights were signed as being completed at the time the detainee was booked in.

E139/18	01/03/2019	IT Problems – saw most info on custody record but jammed. Most info still reviewed – assuming this is a one off issue?	This is not an ongoing issue and seems to be an isolated incident.
E151/18	16/03/2019	Detainee stated that the Police informed someone he did not want told. Also wanted a phone call. Form suggests CDO informed.	Detainee was a juvenile and had parents notified automatically under S57 PACE.

### KEYHAM LANE

Visit No	Date of Visit	Custody Visitor Concerns	Action/Response from force
K020/18	15/05/2018	Custody suite was extremely busy with booking in, needy detainees and handover at 7.00pm. We noted from one of our conversations with one of the detainees and upon checking the custody record, that no food or drink had been offered to some of the detainees since 11.00am. The detention officer on duty when we attended had just started and therefore he was not aware of what had/had not been done. The Sergeant had been on duty from the afternoon however he was busy so he was also unable to confirm whether the above was offered.	The custody Inspector searched through Custody Records and all appeared to be fine. Detainees could not be woken during their rest period to be asked if they want a meal. Custody Visitors must look to see if detainees are/have been asleep during their time in custody as they are entitled to 8 hours rest period.
K030/18	11/06/2018	Wanted to pray but DP felt the cell was not appropriate. What considerations are in place for DPs during Ramadan?	Ramadan timetables are available in all suites as a quick reference to all custody staff. Religious text books are available in a variety of religions and prayer mats are also available. Arrows have been placed on the ceiling of all cells within the force pointing in the

			<p>correct direction to pray.</p> <p>Should the detainee wish to cleanse prior to prayer this is also accommodated.</p>
K060/18	22/08/2018	Concerns about her house and boyfriends business. CDO informed. Requested shower, no female officer available.	Detainee was allowed to make telephone calls while in custody. Detainee was transferred to the Immigration Service and taken to a detention centre. Detainee was provided with a shower.
K060/18	22/08/2018	CDO informed exercise yard window no longer frosted. Requested for plain glass to be covered for confidentiality reasons	Glass has been replaced due to damage caused by a detainee. The glass will not be frosted. A contractor has been employed to design some form of cover that is suitable for all needs.
K069/18	13/09/2018	<p>Exercise yard drain needs attention; there was shallow standing water in the depression where the drain was.</p> <p>Food/drink seen, needed clearing. Custody Officer advised on the day.</p>	<p>Drains have been cleared but as open to elements will continue to be checked.</p> <p>Cleared.</p>
K075/18	25/09/2018	<p>1 Camera C404 external not operating. Both drains in yard standing water.</p> <p>Frostie bars out of date 08/18.</p> <p>1 staff toilet out of order.</p>	<p>A quote has been received and an order requested to for a new camera. Drains cleared</p> <p>Removed from stock.</p> <p>Repaired.</p>
K070/18	17/09/2018	Yard, seen some debris on floor, looked like cups (broken).	Cleaned, and raised with Contracts Manager to insure cleaners aware exercise yards are part of the cleaning routine.
K082/18	11/10/2018	Glass in yard remains transparent but covered	In hand contractor chased. Part needs manufacturing for door.

		with white paper.	
K086/18	18/10/2018	ADHD and anxiety but said ok.	Detainee had only been in custody for an hour when seen and was dealt with including consultation with the CPS in 10 hours.
K099/18	19/11/2018	Non-police custody view showed confidential information.	Staff emailed regarding the correct view to show ICV's.
K099/18	19/11/2018	Towel observed in cell.	Detainee had a shower during the ICV visit recorded as 0716 hours.
K107/18	07/12/2018	Detainee in custody for 36 hours.	Detainee was charged and remanded to court the previous afternoon and left for court within an hour of being seen by ICV's.
K123/18	13/01/2019	Staff mentioned panic alarm. If no police officer in the stations, then no one will respond.  Detainee not eaten but knows he can ask for food.	Staff have been directed to wear personal radios so emergency buttons can be pressed which activate to the control room.  Detainee had not eaten since his arrival in custody. He was offered and refused food on 2 previous occasions prior to the visit. He did eventually accept the offer of food and was provided with suitable food while in custody.
K119/18	04/01/2019	Detainee suicidal and on constant CCTV observation. Detainee putting water on the floor.	Detainee was reviewed by a Mental Health Practitioner and deemed to have no Mental Health issues. Detainee was upset about being arrested.
K128/18	20/01/2019	Asked again about solicitor. Also, did nurse attend?  Mental health issues. Was he offered nurse/support?	Was represented by a solicitor and yes saw a nurse.  Was seen by a Health Care Professional and had an Appropriate Adult to support

K131/18	29/01/2019	No translation sheet available for Kurdish.	This has been rectified.
K135/18	11/02/2019	No translation sheet available for Tamil  Drain blocked.  Porridge going out of date.	This has been rectified.  Ensuring the drains are clear is being included in the force premises officer visits regime.  As of 19/02/18 all are in date until April.
K144/18	06/03/2019	Farsi language interpreter sheet required.	01/04/2019: To be added to Translation sheet link.  09/04/2019: Translation sheets now updated and in document library.
K144/18	06/03/2019	Has learning difficulties. Awaiting appropriate adult. Custody visit started at 08:04.	0830hrs Appropriate Adult service (AAS) contacted. 0839hrs AAS stated they will be there in an hour. 0922hrs Detainee to be transferred to Court as arrested on warrant and was released before an AAS could attend. Detainee arrived in suite at 0730hrs for warrant only, then released to court by 0934hrs.
K147/19	13/03/2019	Concerned about children. Form suggests that D.O was informed.	Children were safe at home with his wife. Every detainee is asked if they have dependants or pets at home when they are booked in.
K152/18	22/03/2019	Has had no medication and has been in custody for 10 hours. Wanted to speak to mother however cannot make a phone call. Police have said they will call at mothers to check on medication.	Around 1pm detainee arrived at custody. During the booking in stated that he needed to speak to his mother because he couldn't remember the name of his medication. Arrangements were made to collect his medication from his home. At 1620 he agreed with this. Police could not gain access to his address to get his medication

			and he was seen by the Nurse. Later that evening was asked for his consent to access his prescription records to check what medication he was on. The DP refused this.
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# POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE POLICE AND CRIME PANEL

Report Of	<b>POLICE AND CRIME COMMISSIONER</b>
Subject	<b>COMPLAINTS AGAINST THE POLICE – 1 APRIL 2018 TO 31 DECEMBER 2018 INCLUDING UPDATE ON SUPER-COMPLAINTS</b>
Date	<b>MONDAY 3 JUNE 2019 – 2.00 P.M.</b>
Author	<b>ANGELA PERRY, EXECUTIVE DIRECTOR, OPCC</b>

## **Purpose of Report**

1. The purpose of the report is to update members on complaints against the police for the period 1 April 2018 until 31 December 2018 (Quarter 3) and provide further information on 'super-complaints'.

## **Recommendation**

2. The Panel are recommended to discuss and note the contents of the report.

## **Leicestershire Police Performance on Complaint Handling**

3. All complaints against the police are dealt with by the Professional Standards Department (PSD) of Leicestershire Police. The department is responsible for the efficient and effective handling of public complaints. Force performance in this area is subject to rigorous inspection by Her Majesty's Inspector of Constabulary, Fire and Rescue Service (HMICFRS) under the Police Effectiveness and Efficiency and Legitimacy (PEEL) inspection and also the Independent Office of Police Conduct (IOPC) quarterly performance assessments.
4. Leicestershire Police performance is also compared to that of their most similar forces (MSF's). These forces are currently Kent, Nottinghamshire, Hertfordshire, Bedfordshire, Sussex, Hampshire and Essex.
5. The latest IOPC data for 1 April 2018 to 1 December 2018 (Quarter 3) shows the Force performance continues to improve:-
  - 97% of complaint cases are recorded within 10 days compared to 92% for same period last year (MSF 93%).
  - 82 days to finalise complaint cases compared to 110 days for the same period last year (MSF 94 days)
  - 54 days to locally resolve allegations compared to 58 days for the same period last year (MSF 65 days)
  - 159 days to finalise by Local Investigation compared to 174 days for the same period last year (MSF 132 days)

- 19% IOPC investigation appeals upheld compared to 21% for the same period last year (MSF 42%).

#### Public Complaints Made to Leicestershire Police

6. The number of public complaint cases recorded by Leicestershire Police for the same quarter over the last 3 years is as follows:-

Year	Number of Complaints	Percentage Change
2016/17 (Q3)	516	
2017/18 (Q3)	418	-19%
2018/19 (Q3)	344	-18%

7. The table shows that for Quarter 3 (April – December) for the past three years there has been a decrease in the number of complaints with an 18% fall in the last year. There is no definitive explanation for this reduction however it can be reported that this trend can be seen nationally.
8. The Professional Standards Department undertake a ‘service recovery’ approach to resolve low-level expressions of dissatisfaction. Service recovery consists of supervisors across the force making early contact with the complainant and seeking to identify and agree an immediate resolution of their concerns. An example may be where a complainant has not been updated on an investigation/incident and the relevant information can be readily provided. An expression of dissatisfaction that has been service recovered does not need to be formally recorded under the Police Reform Act 2002, however Leicestershire Police do record such complaints separately in order to monitor trends.

Year	Number of Service Recovery	Percentage Change
2016/17 (Q3)	186	
2017/18 (Q3)	243	31%
2018/19 (Q3)	197	-19%

9. The above table shows that for Q3 for the current year there has been a fall in the number of dissatisfaction cases being resolved by way of service recovery compared to the previous year. Again there is no specific reason for this but it should be remembered that the Force are only able to service recover matters that are low level and suitable to do so.
10. It should be noted that when combining the number of complaints recorded with the number of service recovery cases resolved there remains an overall 18% reduction in expressions of dissatisfaction received by the Force in the current year. As mentioned above, this decrease is being seen nationally.

Year	Complaints and Service Recovery	Percentage Change
2016/17 Q3	702	
2017/18 Q3	661	-6%
2018/19 Q3	541	-18%



### Top 5 Category of Allegations

11. The top five allegations made over the past three years are as follows:

	<b>Allegation</b>	<b>Force % 2016/17</b>	<b>Force % 2017/18</b>	<b>Force % 2018/19</b>
1	Other neglect or failure in duty	448 (39%)	355 (35%)	273 (33%)
2	Oppressive Conduct or harassment	133 (12%)	111 (11%)	108 (13%)
3	Incivility, impoliteness and intolerance	107 (9%)	88 (9%)	67 (8%)
4	Other Assault	55 (5%)	51 (5%)	45 (5%)
5	Breach of Code C PACE	63 (6%)	59 (6%)	42 (5%)

12. Each of the allegations made are recorded against one of 23 allegation categories defined by IOPC Statutory Guidance. The top 5 categories of allegations for 2018/19 recorded by Leicestershire, are broadly in line with those received by Forces nationally.

13. The top allegation category of '**Other neglect or Failure in duty**' is a category which is used to encompass a broad range of allegations that do not fit into the more specific categories. It includes allegations over the quality of service provided. The fall in this category for the current year is believed to be as a result of the service recovery undertaken. Service recovery lends itself to deal with quality of service issues and results in the resolution of the complainant's issues as a whole. Therefore, service recovery may in fact resolve several allegations.

14. Of the 273 allegations in the 'other neglect or failure in duty' category, 130 can be categorised as:

- a. Failure to Investigate a Crime – 27
- b. Poor Investigation – 38
- c. Lack of Updates – 26
- d. Lack of communication – 21
- e. Lack of Action – 18

15. The above breakdown indicates dissatisfaction with the quality of criminal investigations and the service offered to the victims. As such the Force routinely reviews trends relating to officers, departments and it features within the force performance meeting. It has informed some back to basics training and has been considered during the force change programme blueprint 2025.

16. The remaining 143 allegations of Neglect or Failure in Duty are spread across a wide range of circumstances but all are in single figures. Examples are: Failure to Use Body Worn Video (2), Officer failed to identify themselves (1), Failed to maintain scene preservation (1).

### Allegations Finalised

17. A number of complaints made by the public are suitable to be 'locally resolved'. This approach is used for those low level complaints which would not result in misconduct proceedings being

taken against an officer. In some cases it can result in the Force explaining, apologising or otherwise satisfying the complainant that appropriate action is being taken.

18. The data in the table below is taken directly from the IOPC bulletin for the 3<sup>rd</sup> Quarter of each reporting year. It shows how Leicestershire have dealt with allegations during this period.

Measure	2016/17 (Q3)	2017/18 (Q3)	2018/19 (Q3)
% of Allegations Locally Resolved	51%	48%	47%
% of Allegations Investigated	35%	34%	34%
% of Allegations discontinued/withdrawn/dis-applied	14%	18%	19%

19. Currently the Force investigate 34% of allegations made. This figure is in line with the MSF average (34%) and the national average (39%). It is a key figure as investigations are the most resource intensive response to complaints.

#### Timeliness of Public Complaint Handling

20. How efficient the Force are in resolving complaints is set out below. The data compares 1 April 2018 to 31 December 2018 against the same quarter for the previous year.

	1 April – 31 December 2017	1 April – 31 December 2018	MSF figures for 1 April – 31 December 2018
Average number of days to finalise complaints (not including sub-judice)	110	82	94
Average number of days to locally resolve complaints.	58	54	65
Average number of days to finalise complaints by local investigation	174	159	132

#### Ethnicity Data

21. The ethnicity of complainants making complaint allegations recorded by Leicestershire Police for the period 1 April to 31 December 2018 is as follows:-

Ethnicity	No.	%
Asian	28	8
Black	8	2
White	141	42
Other	12	4
Not stated	135	41
Unknown	8	2
<b>Total</b>	<b>332</b>	<b>100</b>

Approximately 25% of the population that make up the force area are BME.

22. The ethnicity of officers and staff in the workforce of Leicestershire Police who are subject of the allegations between 1 April – 31 December 2018 recorded is set out below. Approximately 9% of the workforce are BME.

<b>Ethnicity</b>	<b>No.</b>	<b>%</b>
White	404	82
Asian	33	7
Black	4	1
Other	12	2
Not stated	24	5
Unknown	16	3
<b>Total</b>	<b>493</b>	<b>100</b>

### Super-complaints

23. The police super-complaints system set out in the Policing and Crime Act 2017, will allow 'designated bodies' to raise issues on behalf of the public about patterns or trends in policing that are, or appear to be, significantly harming the interests of the public. The super-complaints system became operational on 1 November 2018. Designated bodies may submit super-complaints for consideration by Her Majesty's Inspector of Constabulary and Fire and Rescue Service (HMICFRS), the College of Policing and the Independent Office of Police Conduct.

### Designated Bodies

24. The Home Office opened a six-week application window on 3 April 2018 for organisations wishing to become 'designated bodies'. A total of 27 applications were received of which 16 organisations demonstrated that they met all of the criteria. The criteria to receive this status is set out in secondary legislation and an organisation needed to meet all of the criteria in order to become a designated body. The criteria organisations were asked to meet are listed below:-

- Criteria 1: That the body is competent in, and has considerable experience of, representing the interests of the public.*
- Criteria 2: That the body would represent the interests of the public effectively in its role as a designated body and, in particular, would work to improve policing.*
- Criteria 3: That the composition of the body and the arrangements for its governance and accountability are such that it can be relied upon to act independently and with integrity in its role as a designated body.*
- Criteria 4: That the body has the capability necessary to carry out its role as a designated body effectively.*
- Criteria 5: That the body has made arrangements for the appropriate storage and handling of data that it may obtain in its role as a designated body.*
- Criteria 6: That the body can be relied upon to have regard to any guidance about the making of super-complaints which is given to designated bodies by HMIC.*
- Criteria 7: That the body's activities include activities in, or in relation to, more than one police area.*
- Criteria 8: That the body is not a trade union or an association which represents the interests of members of police forces.*
- Criteria 9: That the body would collaborate effectively with bodies which are not designated bodies but which are, or may be, aware of matters which could form the basis of a super-complaint and, where appropriate, make a super-complaint on the basis of matters raised with it by such bodies.*

25. Those bodies designated by the Home Secretary were contained in Regulations laid before Parliament on 25 June 2018. The designated bodies are as follows:-

Action on Elder Abuse  
 Advocacy After Fatal Domestic Abuse  
 Centre for Women's Justice  
 Children's Commissioner for England  
 Criminal Justice Alliance  
 Faith Matters  
 Galop  
 Hestia  
 Liberty  
 Missing People  
 Pathway Project  
 Southall Black Sisters  
 Suzy Lamplugh Trust  
 Tees Valley Inclusion Project  
 Welsh Women's Aid  
 Women's Aid Federation of England

26. There was no appeal process for this decision however organisations who had been unsuccessful will be able to re-apply in a future application process if they have further evidence they wish to submit. The Home Office may periodically review the designation of any organisation in order to ensure that it continues to meet the criteria and if at that time it is found that the organisation no longer meets the criteria then the Home Office will withdraw its designation. The criteria may be amended in future and at that time the Home Office will consider how the potential changes would affect the designation of bodies and how best to consult on the changes.

#### Handling of Super-Complaints

27. HMICFRS, the College of Policing and the IOPC have drafted guidance for designated bodies entitled to make super-complaints. Super-complaints must be made to Her Majesty's Chief Inspector of Constabulary in the first instance however they will be considered by HMICFRS, the College of Policing and IOPC who together will decide if anything needs to happen as a result of a super-complaint.
28. If a super-complaint is eligible it will be investigated. The body raising the complaint will be updated every 56 working days to explain what has happened to date and what is proposed to happen in the coming 56 working days. A panel comprising senior officials from HMICFRS, the College of Policing and IOPC will consider the issues raised by the super-complaint. A final report will be provided to the designated body raising the complaint which will explain what has happened and what will be done as a result. The report will be published.
29. An outcome of a super-complaint could be:-
- An inspection by HMICFRS.
  - An investigation by IOPC.
  - Changes to existing policing standards or support materials from the College of Policing.
  - A recommendation that another public body is better placed to deal with the issue.
  - A recommendation to one or more police forces to change practices or local policies.
  - A recommendation to another public body or government department to consider taking action to respond to the super-complaint or a related matter.
  - Finding the super-complaint needs no action.
  - Finding the super-complaint is unfounded.

#### Super-Complaints and Leicestershire Police

30. To date only one super-complaint, in which Leicestershire Police are named, has been received and is currently being assessed by the HMICFRS, College of Policing and IOPC. This complaint has been raised by Liberty and Southall Black Sisters regarding policies and practices of every police force in England and Wales with respect to the treatment of victims of crime who have insecure immigration status. In particular, the passing on of their data to the Home Office for the purpose of immigration enforcement and an entrenched culture of prioritising immigration control over public safety and fair treatment of victims. Details of the complaint can be found at [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/767396/Super-complaint\\_181218.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/767396/Super-complaint_181218.pdf)

### **Conclusion**

31. Compared to Leicestershire's most similar forces, the performance figures represent a positive position for Leicestershire Police. The performance of the Force has placed them nationally in the top quartile of the performance table, including being recognised nationally for best practice.
32. The Commissioner has a responsibility to ensure the effective and efficient delivery of how complaints made by the public are handled by the Force. The Commissioner discharges this through receiving regular reports on complaints data and processing at the Strategic Assurance Board, in discussions during his one to one weekly meetings with the Chief Constable and by members of the Ethics, Integrity and Complaints Committee quarterly dip-sampling completed files. The outcome of this dip sampling is publicised on the Commissioner's website.
33. The Executive Director of the OPCC attends quarterly performance meetings with Force representatives and the IOPC. At the last meeting held on 28 March 2019 the IOPC informed of the following:-
- 97% of complaint cases are recorded in 10 working days. The Force are place 5<sup>th</sup> in the country for this performance.
  - The number of investigation appeals to the IOPC which were upheld are extremely low and this percentage has further improved on last year's low percentage. The IOPC see this as being a result of the Force having consistent processes in place and producing good quality investigations.
  - No appeals have been received against the outcome of Local Resolution due to the stringent quality assurance measures in place.
  - Timeliness has improved considerably year on year, and across the board Leicestershire are dealing with things much more quickly than the national and most similar force averages. Their performance demonstrates an excellent balance of timeliness and quality.
34. Based on the regular data provided including comparisons with MSF's and national figures; the outcome of dip-sampling of complaint files by members of the Ethics Committee and the scrutiny provided by the IOPC the Commissioner is assured that at the current time Leicestershire Police is continuing to perform at the highest level in their handling of public complaints.

### **Implications**

- Financial: None
- Legal: None. The complaints system is highly regulated and the Force is robustly inspected by external agencies. The Commissioner has a statutory responsibility to ensure the Chief Constable efficiently and effectively

Equality Impact: handles complaints made by the public  
None. Ethnicity of complainants and those staff and officers complained about is monitored.

Impact on Police and Crime Plan How the Commissioner monitors complaints is addressed in his annual report.

**Person(s) to Contact:**

Angela Perry, Executive Director, Tel: (0116) 2298982

Email: [angela.perry@leics.pcc.pnn.gov.uk](mailto:angela.perry@leics.pcc.pnn.gov.uk)