

UNDER EMBARGO UNTIL 00.01 ON THURSDAY 2 MARCH 2017



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police effectiveness 2016

An inspection of Leicestershire Police



March 2017

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## Introduction

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

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

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

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

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

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

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

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

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

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

## Force in numbers



### Calls for assistance

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

Leicestershire Police

England and Wales

**239**

**240**



### Crime (excluding fraud)

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

Leicestershire Police

England and Wales

**58**

**68**

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

Leicestershire Police

England and Wales

**+3.7%**

**+7.8%**

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

Leicestershire Police

England and Wales

**-11.1%**

**-3.4%**



### Crime outcomes\*

Charged/summonsed

Leicestershire Police

England and Wales

**9.1%**

**12.1%**

Evidential difficulties: suspect identified but victim does not support action

Leicestershire Police

England and Wales

**6.5%**

**10.6%**

Investigation completed but no suspect identified

Leicestershire Police

England and Wales

**50.2%**

**47.4%**

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



## Anti-social behaviour

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

Leicestershire Police      England and Wales

**16**

**31**

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

Leicestershire Police      England and Wales

**20**

**34**



## Domestic abuse

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

Leicestershire Police      England and Wales

**14**

**16**

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

Leicestershire Police      England and Wales

**10.9%**

**11.1%**

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

Leicestershire Police      England and Wales

**10.3%**

**10.0%**



## Organised crime groups

Organised crime groups per million population as at 1 July 2016

Leicestershire Police      England and Wales

**20**

**46**



## Victim satisfaction rate

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

Leicestershire Police      England and Wales

**77.4%**

**83.3%**

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

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

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



**Requires improvement**

Leicestershire Police requires improvement in respect of its effectiveness at keeping people safe and reducing crime. Our overall judgment is a deterioration on last year, when we judged the force to be good.

The force is effective in some important areas of activity, such as neighbourhood policing and tackling serious and organised crime. However, some areas of weakness remain that were identified in HMIC's 2015 effectiveness inspection. We found considerable inconsistencies in how well the force investigates crime and how effectively it protects those who are vulnerable and supports victims, particularly for crimes involving domestic abuse.

### Overall summary

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



**Good**

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



**Requires improvement**

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



**Requires improvement**

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



**Good**

How effective are the force's specialist capabilities?

**Ungraded**

Leicestershire Police's approach to preventing crime and tackling anti-social behaviour is good. The force uses a structured approach to solving problems and ensures that it evaluates the effectiveness of its response. Neighbourhood policing

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

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teams understand their local communities and work well with partner organisations, such as local councils. These teams make good use of social media to raise awareness of police services and activity, and for public safety messages. The force is continually broadening its approach to keeping people safe and preventing crime. For example, it has introduced digital police community support officers (PCSOs) to help to keep people safe online, and safeguarding PCSOs to work with the most vulnerable people, and it has a high-profile campaign to warn young people about the dangers of online activity.

However, the force's effectiveness at investigating crime and reducing re-offending requires improvement. The force's process for dealing with crime investigations is very complex, which often hampers its ability to investigate crimes effectively and in a timely manner. HMIC found that the force's initial investigative response is too often not good enough. Its investigation process relies on cases being handed over from one officer to another and we found the quality and quantity of the evidential material within handovers is variable. Although complex and sensitive crimes are allocated to appropriate staff and are investigated well with good supervision, there is inconsistent supervision and structure of investigations for more common crimes. The proportion of investigations that result in charges and summons has declined since last year and is below the rate for England and Wales. The force does not fully understand the reasons for the decline in bringing offenders to justice.

Overall victim satisfaction rates continue to decline. The force needs to do more to maintain contact with victims during the course of the investigation and ensure that the views of the victim about the impact of the crime are properly recorded in victim personal statements.

Leicestershire Police's effectiveness at protecting those who are vulnerable from harm and supporting victims also requires improvement. HMIC remains concerned by the force's continued practice of downgrading risk in domestic abuse cases where the victim is initially identified as being at high risk of serious harm or death. We found about half of all high-risk cases were downgraded, which means fewer victims who were initially assessed as being at high risk of harm are having their cases referred to specialist staff to undertake the investigation. This also means that these victims do not then have access to the best available support from other organisations.

The force needs to do more to understand why its arrest rate for domestic abuse is considerably below the England and Wales rate, and why the proportion of arrests for domestic abuse leading to a charge or summons has also fallen over the last year.

Leicestershire Police's effectiveness at tackling serious and organised crime is good. It has effective processes to identify and then investigate organised crime groups, and it prioritises its resources based on assessments of threat, harm, risk and



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vulnerability. The force works well with partner organisations and uses information from them to help its understanding of the effects of serious and organised crime on its communities. It supports several initiatives to help prevent people from becoming involved in, or returning to, serious and organised crime.

The force has good plans to respond to the threats set out in the *Strategic Policing Requirement* and undertakes regular exercises with other emergency services and the military.

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

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

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

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

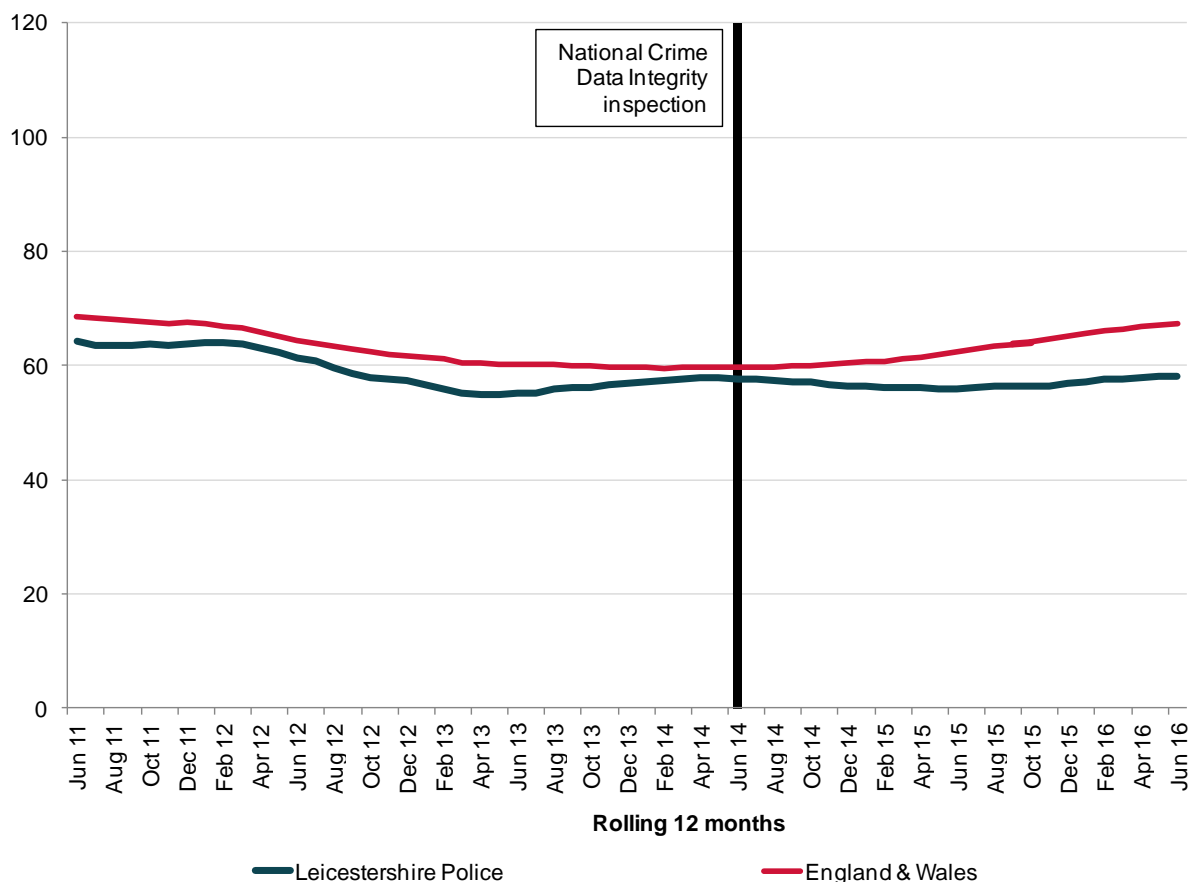
Although police-recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a partial indication of performance across all forces. Crime rates are reported as the number of crimes per 1,000 population in each force area to enable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

In 2010 the Home Secretary set a clear priority for the police service to cut crime. Figure 1 shows how police-recorded crime has fluctuated over the longer term. When compared with the 12 months to 30 June 2011, police-recorded crime (excluding fraud) for the 12 months to 30 June 2016 has decreased by 11.1 percent in Leicestershire compared with a decrease of 3.4 percent across all forces in England and Wales.

Over this same period, victim-based crime decreased by 5.9 percent in Leicestershire, compared with a decrease of 0.5 percent for England and Wales as a whole.

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



**Source: Home Office data**

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

More recently, when compared with the previous 12 month period, police-recorded crime (excluding fraud) in Leicestershire increased by 3.7 percent for the year ending 30 June 2016. This is compared with an increase of 7.8 percent across all forces in England and Wales over the same period.

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

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

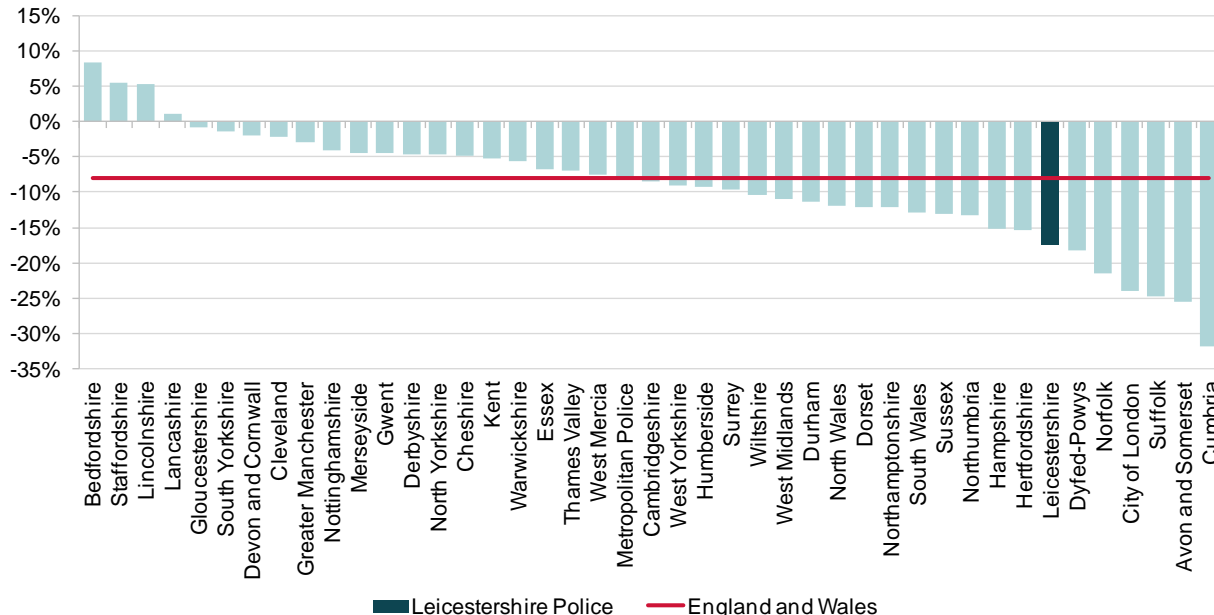
**UNDER EMBARGO UNTIL 00.01 ON THURSDAY 2 MARCH 2017****Figure 2: Police-recorded crime rates (per 1,000 population) in Leicestershire, for the 12 months to 30 June 2016**

Rates per 1,000 population	Leicestershire Police	England and Wales
Recorded crime (excluding fraud)	58.0	68.2
Victim-based crime	53.6	60.4
Sexual offences	1.4	1.9
Assault with injury	3.9	7.0
Burglary in a dwelling*	10.2	8.1

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

Source: Home Office data

For further information about these data, please see annex A

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

Source: Home Office data

For further information about these data, please see annex A

In the 12 months to 31 March 2016, Leicestershire Police recorded 17 incidents of anti-social behaviour per 1,000 population. This is 17 percent fewer incidents per 1,000 population than the force recorded during the previous 12 months. This is a positive result for the force as it indicates that it is taking effective action to identify

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and deal with incidents of anti-social behaviour that can cast such a blight on communities. In England and Wales as a whole, there were 8 percent fewer incidents per 1,000 population in the 12 months to 31 March 2016, than were recorded during the previous 12 months.

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

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

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

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

Leicestershire Police has a good understanding of the threats and risks from crime and anti-social behaviour faced by people in local communities. It is fully committed to local policing with designated teams of police officers and PCSOs for all neighbourhood policing areas (NPAs). The force's operating model separates neighbourhood policing from incident response and investigative functions, meaning that NPA teams can devote their time to prevention activity and getting local communities involved. Communities in Leicestershire can be confident that NPA teams spend nearly all of their time on these vital activities. HMIC visited neighbourhood teams across the force, talking to and observing officers to confirm that this was the case, and we found that PCSOs are rarely taken away from their roles. We spoke to many PCSOs and found that they are deployed in line with national guidance, being used in innovative ways and fully included as part of the neighbourhood teams.

However, police officers are redeployed more frequently than PCSOs, usually to support public order operations or provide temporary cover for shortfalls in patrol and resolution teams. HMIC commissioned Ipsos MORI to conduct a survey of attitudes towards policing between July and August 2016. Some 401 people were interviewed and local people described seeing a uniformed police presence less often than a

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year ago, but also reported that the police are increasingly dealing with the crime and anti-social behaviour concerns that matter to them. However, the survey also indicated that there has been a slight decrease in public satisfaction with Leicestershire Police. Some 51 percent were very or fairly satisfied with local policing in their area. This is a 2 percent decrease on 2015.<sup>3</sup>

HMIC found that NPA teams across the force have a detailed understanding of their local communities. They are well placed to recognise changes in the make-up of their communities, and they work closely with staff from local councils to share information and meet community needs. NPA staff with whom we spoke understand that emerging threats, such as modern slavery and child sexual exploitation are priorities for the force. We saw several examples of NPA activity directed towards these threats, including increased online and cyber-safety events with school-age children and regular contact with migrant staff at their workplace (such as car washes). The force applies both MoRiLE<sup>4</sup> and Cambridge Harm Index<sup>5</sup> processes to identify trends, patterns, locations and emerging types of risk to the community, although greater use should be made of partners' data to improve both approaches. NPA teams supplement those analytical products with information drawn from the regular joint action group (JAG) meetings attended by partner agencies, such as local councils, and the public to understand the matters of greatest concern in the community.

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

HMIC's 2015 effectiveness report found that Leicestershire Police undertakes broad and effective engagement activity with the local community and partner organisations. This has continued to evolve and improve. The force has demonstrated an appetite to develop this further by appointing a new member of staff to identify new methods for engaging with all parts of the community, as well as using the most effective of its existing engagement methods.

JAG meetings are well established across the force and form the basis for identifying more specific, tailored engagement activities. NPA teams reacted quickly to the arrival of displaced and vulnerable foreign nationals in one community, meeting them to explain how to contact the police for help and give advice about other support services. Similarly, the force has improved engagement via new places of worship that the Traveller and Polish communities have established. We also found evidence

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<sup>3</sup> For further details, see annex A.

<sup>4</sup> The 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

<sup>5</sup> Information available at Cambridge Harm Index: [www.cam.ac.uk/research/news/crime-measuring-by-damage-to-victims-will-improve-policing-and-public-safety](http://www.cam.ac.uk/research/news/crime-measuring-by-damage-to-victims-will-improve-policing-and-public-safety)

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of regular use of traditional techniques to spend time with the public to understand their concerns. These included beat surgeries publicised in advance, public and representative group meetings, street briefings, stalls at public events, presentations in schools and house-to-house surveys for information gathering about reported incidents or problems.

The force has encouraged NPA staff to make use of social media as an easier way for local people to bring concerns to the attention of neighbourhood staff. We saw examples of staff embracing this approach with WhatsApp messaging groups established to send out safety messages, promote correspondence with the team, encourage more involvement by the public in setting priorities for police action and requesting assistance with investigations. Other staff described how they used Periscope (an online-video messaging app) to broadcast information on local priorities – for instance broadcasting from locations of anti-social behaviour to show what action is being taken by the police – and, subsequently, the positive effect of their activity in response revisiting the location to broadcast how their action has made a difference. NPA teams are also exploring similar use of Snapchat, Instagram and Facebook, in addition to the blogs on the force website that are well established.

A recent development for the force is the introduction of digital PCSO roles, which involves getting local communities involved online. Digital PCSOs observe and take part in local community forums, are available for online chats when a person first contacts the police service, communicate proactively about crime prevention and offer reassurance. The primary intention of this approach is to reach further into parts of the community that might not have direct, formal or traditional access to the police. It is encouraging that the force has chosen to have this initiative assessed at an academic level, in collaboration with Nottingham Trent University, to evaluate its success.

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

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

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

Leicestershire Police is good at dealing with issues that are identified as a problem within local communities. Neighbourhood staff make effective use of a standardised and well-structured problem-solving process to fully understand the impact of a problem, identify what it is caused by and the best way to tackle it. The force has

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evaluated several problem-solving operations after they have ended. We saw that thorough analysis had taken place to judge the effectiveness of the tactics, whether the local community felt that the problem was fully resolved, and if their perception of the police had improved as a result.

We found that the force co-operates well with other organisations, including the local councils, at local and senior management levels. Senior officers and frontline staff are equally committed to solving the problems experienced by local communities.

We reviewed several problem-solving plans. The progress and supervision of each was well documented. The plans are accessible to all staff via TABS, the force's online tasking and briefing system. Problem-solving plans all have clearly identified staff with responsibility for them. Action and progress is easy to monitor and updates can be recorded by all staff. This means it is straightforward for anyone to contribute intelligence or pertinent information.

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

Leicestershire Police uses a wide range of effective tactics and interventions to tackle crime and anti-social behaviour. It has reduced crime and instances of anti-social behaviour, which can in part be attributed to its problem-solving approach in conjunction with a wide variety of partner organisations.

The volume of crime recorded by the force in the 12 months to 30 June 2016 is 58 crimes per 1,000 population, which remains below the England and Wales rate of 68 crimes per 1,000 population. Similarly, the force has recorded successive years of reductions in reported anti-social behaviour with 15 percent fewer incidents per 1,000 population recorded in the 12 months to 30 June 2016. This follows a reduction of 19 percent in anti-social behaviour incidents in the preceding 12 months.

The force has recruited a cyber-crime prevention officer to work with existing crime prevention officers, and has identified 30 PCSOs to specifically carry out safeguarding activity. This is when practical steps are taken to reduce risks faced by people in vulnerable situations, such as young people missing from home and victims of domestic abuse. These safeguarding PCSOs are at the forefront of activity to raise awareness and spread messages about prevention, relating, for example, to child sexual exploitation and abuse of vulnerable people.

Following the tragic circumstances leading to the murder of 15-year-old Kayleigh Haywood in November 2015, after she was approached and befriended online, the force commissioned a highly effective short film, Kayleigh's Love Story, in co-operation with her parents. The purpose of the film is to warn young people about the dangers of speaking online to people they do not know. The force has conducted an extensive campaign to show this film at schools across the force area, with police officers and safeguarding PCSOs present. Almost 8,000 school-age children have



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seen the film so far, and there have been a number of disclosures made by children and subsequent investigations directly attributed to these events.

The force works closely with local authorities on prevention and reduction activity. It deploys officers to work in Leicester City Council and in the county's district councils, sharing information and developing co-ordinated responses. A scheme to divert young people away from crime and anti-social behaviour has also been developed using football, with coaching and matches arranged in conjunction with Leicester City Football Club and the Premier League. The scheme rewards the young people for regular attendance and staying out of trouble with tickets to matches, access to professional coaching and the opportunity to display their skills to talent scouts. This approach has proved effective at bringing young people from a wide range of backgrounds and cultures together in an informal environment, to receive advice from the police about how to avoid becoming involved in crime.

Neighbourhood teams and special constables carry out prevention activity which includes crime prevention surveys for vulnerable people and providing extra security measures for their homes. Test purchase operations<sup>6</sup> are regularly conducted with other enforcement agencies in advance of, and in response to, identified problem locations or at specific times of the year. The force provides funds for measures that will contribute to prevention or reduction activity, such as improved secure motorcycle storage and installation of gates in alleyways.

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

The force does not consistently identify and share learning about what works. However, we did find some limited review and learning activity. For instance, the force has evaluated problem-solving operations and recorded its findings in the TABS computer system, describing the effectiveness of activity and tactics used. Similarly, we saw that part of the force's assessment of the effectiveness of the integrated offender management (IOM)<sup>7</sup> programme includes identifying what worked in specific cases and seeking to develop or replicate that elsewhere in the programme. The force also retains details of tactics used in the disruption of organised crime groups for the benefit of those working on other, or future, investigations.

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<sup>6</sup> Test purchase operations are operations carried out at premises to ensure purchases of age-restricted products, such as alcohol, tobacco, solvents, spray paints, knives and fireworks at premises comply with the law. Tests are usually undertaken at premises where intelligence indicates, for example, that the retailer has sold age-restricted products to a minor.

<sup>7</sup> Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

## Summary of findings



**Good**

Leicestershire Police is good at preventing crime and tackling anti-social behaviour, which is consistent with the findings in our inspection in 2015.

We found a distinct and effective approach to neighbourhood policing made up of teams that understand their local communities and have effective working relationships with partner organisations. Police officers are occasionally taken away from their main duties, but otherwise invest all their time in meeting local priorities.

The force uses a structured approach to solving problems experienced by communities, carrying out remedial activity in partnership with other agencies, including local councils.

It uses a wide range of methods to understand what issues are important to the public. Neighbourhood teams are quick to respond to changes in the composition of their local community. They use new technology and social media well to promote public safety, demonstrate the results of their activity and raise awareness of police services as far as possible throughout the community.

The introduction of digital and safeguarding PCSOs to work specifically with the most vulnerable people, and a high-profile campaign to warn young people about the possible dangers of online activity, show how the force continually broadens its approach to keeping people safe and preventing crime.

### Areas for improvement

- The force should use evidence of 'what works' drawn from other forces, academics and partners to continually improve its approach to preventing crime and anti-social behaviour. There needs to be routine evaluation of tactics and discussion of effective practice.

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

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

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

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

Outcomes are likely to differ from force to force for various reasons. Forces face a different mix of crime types in their policing areas, so the outcomes they assign will also vary depending on the nature of the crime. Certain offences are more likely to be concluded without offenders being prosecuted; typically these include types of crime such as cannabis misuse. If this type of crime is particularly prevalent in the force then it is likely that the level of 'cannabis/khat<sup>8</sup> warning' outcomes would be greater. Other offences such as those involving domestic abuse or serious sexual offences, are unlikely to result in a high usage of the 'cautions' outcome.

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

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

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<sup>8</sup> A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant. The possession and supply of khat became a criminal offence in England and Wales in 2014.

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

**Figure 4: Proportion of outcomes assigned to offences recorded in Leicestershire Police, in 12 months to 30 June 2016, by outcome type<sup>9,10</sup>**

Outcome number	Outcome type / group	Leicestershire Police	England and Wales
1	Charged/Summoned	9.1	12.1
4	Taken into consideration	0.3	0.2
	Out-of-court (formal)	1.1	3.2
2	Caution - youths	0.2	0.4
3	Caution - adults	0.9	2.3
6	Penalty Notices for Disorder	0.0	0.6
	Out-of-court (informal)	2.2	3.6
7	Cannabis/Khat warning	0.0	0.9
8	Community Resolution	2.2	2.8
*	Prosecution prevented or not in the public interest	0.7	1.8
	Evidential difficulties (victim supports police action)		
15	Suspect identified	9.8	8.3
	Evidential difficulties (victim does not support police action)	7.6	13.8
16	Suspect identified	6.5	10.6
14	Suspect not identified	1.2	3.2
18	Investigation complete – no suspect identified	50.2	47.4
20	Action undertaken by another body / agency	0.3	0.6
21	Further investigation to support formal action not in the public interest	0.4	0.1
	<b>Total offences assigned an outcome</b>	<b>81.8</b>	<b>91.3</b>
	<b>Not yet assigned an outcome</b>	<b>18.2</b>	<b>8.7</b>
	<b>Total</b>	<b>100.00</b>	<b>100.00</b>

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

Source: Home Office crime outcomes data

For further information about these data, please see annex A

<sup>9</sup> Dorset Police is excluded from the table. Therefore figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

<sup>10</sup> 'Taken into consideration' is when an offender admits committing other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

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In the 12 months to 30 June 2016, Leicestershire Police's use of 'not yet assigned an outcome' was among the highest in England and Wales.

Leicestershire Police is participating in the Ministry of Justice's out of court disposals pilot. This means it is not using, 'Simple Cautions', 'Penalty notices for disorder' or 'Cannabis/khat warnings' as disposal options for adult offenders, as part of that pilot. Therefore, its outcomes data should be viewed with this in mind. Also, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

However, the force still needs to take steps to understand why fewer investigations are concluding without charges.

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

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

### **Control room response**

The initial investigative response by Leicestershire Police is inconsistent. All calls for assistance are received in the force control room and assessed by members of staff, known as contact-handlers. During the course of calls for assistance from the public those staff refer to the national decision model (NDM),<sup>11</sup> a framework that provides a consistent basis for deciding the type of response required for each call. They also use the THRIVE<sup>12</sup> model, designed to enable identification of severity in each situation and to draw out potential lines of enquiry for an investigation from the

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<sup>11</sup> National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

<sup>12</sup> THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help staff determine the appropriate level of response to a call.

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earliest possible stage. HMIC found that staff have been trained to understand both models and visual prompts are on display in the control room as reminders for staff. Contact-handlers have access to the force's intelligence and other records systems to perform searches that help them to assess each incident. However, information gathered by contact-handlers is recorded inconsistently. When we reviewed incident records, possible lines of enquiry for investigations and the nature of any vulnerability associated with incidents was not always recorded

Contact-handlers should also offer practical advice to victims, or witnesses, of crime about securing and preserving evidence. HMIC reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered. From the crime file review of 60 cases, we were able to listen to 52 of the original calls to the police. Contact-handlers gave advice on the preservation of evidence in only two thirds of the cases where it was appropriate to do so. It is vital that all potential evidence is identified and persevered for it to be used as part of an investigation. Failure to do so will hamper the police's ability to successfully bring offenders to justice. The force should improve the frequency with which its contact-handlers give appropriate advice to the public.

The force uses an incident grading policy to determine how quickly frontline officers should respond to calls and we found that those initial gradings are generally appropriate. However, we found that some calls reporting that a crime has occurred, but not graded as requiring an urgent response, are not attended for several days because frontline officers are already dealing with other jobs. These incidents are either deferred for attendance when demand upon frontline officers is likely to be less, passed to the incident management unit for resolution by telephone, or, have appointments scheduled for a future date when the caller can meet a police officer, from the managed appointment unit, to supply full details of the crime. In some cases, reports of crime originally intended for police attendance end up being resolved via a telephone call. In these cases, the decision to close the investigation without police attendance is based upon comments from victims or witnesses as to what evidence is available, such as CCTV footage. The proportion of incidents being resolved by telephone, 41 percent, is much higher than the England and Wales rate of 27 percent.

Taken together, the inconsistencies in advice being given to preserve evidence and recording of possible lines of enquiry for investigations, along with the delays in attendance, means that evidential opportunities are being missed too often.

**How well do response officers investigate?**

The quality of initial investigations is mixed, with many cases hampered at the outset by delays in the officer attending incidents and supervision infrequently carried out before cases are handed over to investigators.

We spoke to response officers about their role when attending the report of a crime. They are familiar with the 'golden hour' principles to identify, secure and preserve evidence at the earliest possible opportunity. They, and control-room staff, described to us that once officers are at the scene of an incident they have enough time to complete all necessary enquiries in all but exceptional circumstances.

Because response officers do not carry a caseload of investigations, once initial enquiries are completed by response officers, investigations are handed to the force investigation unit, including those cases where an arrest has been made. The force investigation unit carries out almost all crime investigations except specialist and complex cases, such as high-risk cases involving vulnerable people and homicides, but a small number of crimes are allocated to neighbourhood officers if they are best placed to investigate.

We spoke to staff involved in receiving handed-over investigations. They described the general quality of handovers as poor, with shortfalls in both quantity and quality of evidential material, such as witness statements and important background information about the case, being common. We also looked at a small number of cases during fieldwork, finding a wide variation in quality, but the complex and sensitive investigations we saw were well presented for hand-over.

Response officers face a conflict in demand for their time that affects adversely the volume and quality of the investigation handover material supplied to the force investigation unit. Minimum standards of investigation are provided to all staff, but these are not always met and instances of supervisors not checking the quality of handover material is common. The crime file review carried out by HMIC found that around half of those cases had either no supervision or ineffective supervision at the initial stage, which is the part of the investigation carried out by the first officer responding to the incident.

All reports of crime not allocated for attendance by response officers are passed to the incident management unit. They identify and develop lines of enquiry and then conduct the initial investigation, before handing it on to the force investigation unit. During fieldwork, we visited the incident management unit on several occasions and noted that staff work hard to make progress with incidents, which could be more than 60 at the start of a working day. However, it is of concern to HMIC that the incidents received by the incident management unit are held in queues designated by crime type, such as burglary, assault, sexual offences or robbery, or generically as anti-social behaviour – not by whether the victim is vulnerable and the degree of risk or ongoing danger that they might face, as would be consistent with the THRIVE model.

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Scheduled appointments conducted by the managed appointment unit are carried out by up to 15 officers across the force in shifts starting from 7.30am through to 10.30pm most days, and through the night on Fridays and Saturdays. This method of initial response to reports of crime sees officers begin investigations and secure evidence, then refer the investigation to the incident management unit - either to pass to the force investigation unit if suspects have been identified, or to close the case if all lines of enquiry are complete.

Overall, this is a complicated approach to crime investigation, reliant upon handing over vital evidence necessary to pursue and investigate from one officer to the next. The complexity of the process means that delays occur in contacting victims, with further investigative opportunities potentially being lost. The force should consider whether this method of carrying out initial investigations provides the best opportunity to achieve positive outcomes for victims of crime.

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

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

### **Quality of the investigation**

Crime investigations carried out by Leicestershire Police are of a mixed standard. HMIC found that the force investigates complex and sensitive crimes well, but investigates more commonly occurring crimes such as theft and minor assaults in a less structured and supervised manner.

In the crime file review we looked for evidence of supervision throughout the whole span of investigations. Around three quarters of the cases we looked at had effective supervision, or the supervision was limited but deemed to be appropriate to the case. However, some investigations did not have an effective investigation, being affected by missed opportunities to gather evidence and an unstructured approach to the investigation.

During fieldwork, we reviewed more live investigations and found similarly inconsistent supervision, that ranged from good and active supervision in the specialist teams that investigate crimes with vulnerable victims, through to brief and infrequent supervision elsewhere. We saw an inconsistent approach to how



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investigations are planned and actions are recorded. In some cases the plans are not recorded in the investigation record held on computer.

While some investigations are carried out well, such as those of complex and sensitive crimes, this is not consistently the case for all investigations. The deficiencies we found, particularly among more commonly occurring crimes types, are of concern, and reduce the likelihood of satisfactory outcomes being achieved for the victims in those cases. This is in contrast to our findings last year, when we judged the general standard of investigations to be good and supervision of cases to be thorough.

### **Support to investigations**

The force has effective processes in place to support investigations by using intelligence experts. A daily management meeting is chaired by the force intelligence bureau and joined by staff from across the force via conference call. The agenda for each meeting is set in response to high profile, or high-risk, events from the previous 24 hours. Through this process we saw how the skills of intelligence teams are deployed very effectively to support crime investigations and other incidents present a high risk to individuals or parts of the community, such as people reported missing.

Digital evidence is considered as part of an investigation and there is good access to suitable equipment to download and examine mobile devices, with no backlog reported by the force. Digital media investigators provide an on-call facility outside office hours in support of more complex or urgent matters. Several staff are trained to conduct social media and open source investigations<sup>13</sup> using secure computers, standing alone from the force's IT network.

However, demand for the forensic examination of computers has grown significantly, leading to a severe backlog that the force has assessed will cause a seven-month delay in investigations. To recover the position, the force is identifying an external company to help clear that backlog.

### **Supporting victims**

The new outcomes framework introduced in 2014 includes some outcomes where there were evidential difficulties,<sup>14</sup> which had not previously been recorded. This was to gain an insight into the scale of crimes that the police could not progress further through the criminal justice process due to limited evidence. Furthermore, these outcomes can be thought of as an indicator for how effective the police are at working with victims and supporting them through investigative and judicial

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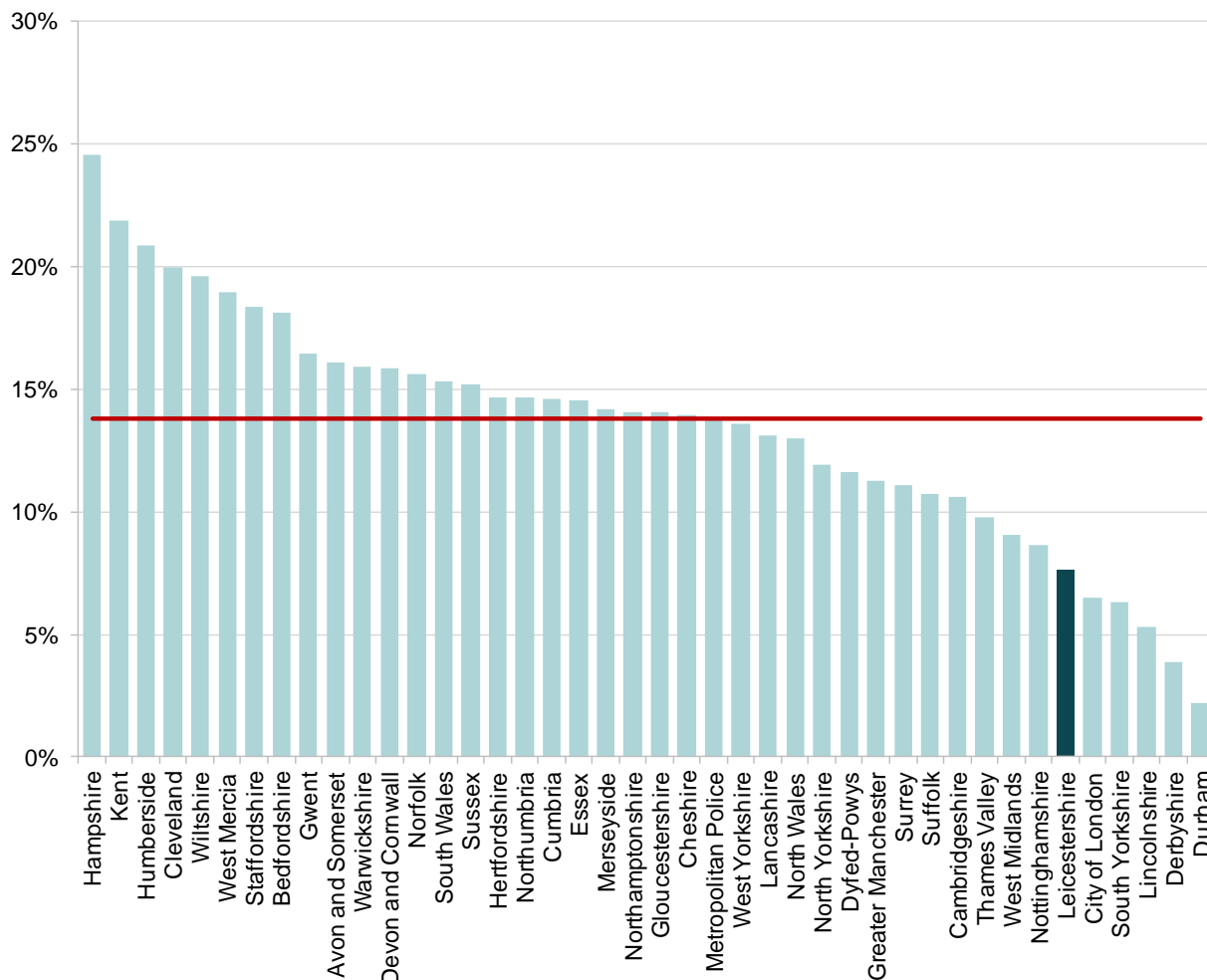
<sup>13</sup> Open source is intelligence from publicly available sources that is used to predict, prevent, investigate, prosecute crime.

<sup>14</sup> Evidential difficulties also includes where a suspect has been identified and the victim supports police action, but evidential difficulties prevent further action being taken.

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processes, as they record when victims are unwilling or unable to support continued investigations or when they have withdrawn their support for police action.

**Figure 5: Percentage of 'Evidential difficulties; victim does not support action' outcomes assigned to offences recorded in the 12 months to 30 June 2016, by force<sup>15,16</sup>**



**Source: Home Office crime outcomes data**

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

For all offences recorded in the 12 months to 30 June 2016, Leicestershire Police recorded 7.6 percent as 'Evidential difficulties; victim does not support police action'. This compares with 13.8 percent for England and Wales over the same period. However, it should be noted that not all of the offences committed in the 12 months to 30 June 2016 were assigned an outcome and consequently, these figures are subject to change over time.

<sup>15</sup> Percentages of evidential difficulties can be affected by the level of certain types of crime within a force, such as domestic abuse related offences.

<sup>16</sup> Dorset Police is excluded from the graph. Therefore, figures for England and Wales will differ from those published by the Home Office. For further details see annex A.

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HMIC's 2015 effectiveness report found that the force should improve its compliance with its duties under the *Code of Practice for Victims of Crime*<sup>17</sup> specifically in relation to victim personal statements. Some progress has been made, but more work is needed.

The force has circulated a guide to all staff about how and when to use a victim personal statement, and that guidance is also published on the intranet, together with templates for officers to use. A new electronic statement-taking system which has an automatic prompt for the user to complete a victim personal statement is being piloted. The force has also worked with the Crown Prosecution Service to set up an enhanced file audit process which includes checking the presence and quality of victim personal statements.

However, during our fieldwork, we found that understanding about meeting victims' needs among frontline staff is mixed. Our crime file review showed that investigators maintain good contact with victims in complex and sensitive cases; however, other staff are unsure about their responsibility for keeping in contact with victims. Cases that we reviewed during fieldwork showed that the frequency of contact with victims deteriorated quickly after the initial stages of investigations. While the force has taken action to improve its use of victim personal statements, it should introduce a monitoring regime to ensure that victims are being regularly updated by investigating officers.

It is encouraging that the case file review found that where the victim withdrew support for police action, progress was still made in a third of these cases. Some of these had a domestic abuse element. This displays the force's appetite to bring those suspects to justice, where it remains in the public interest. The review also found that for cases with a vulnerable victim identified, the force considered and mitigated the risks to the victim in the majority of cases.

Of those who were victims of a crime in Leicestershire in the 12 months to 30 June 2016, 77.4 percent were satisfied with their whole experience with the police. This is lower than the national victim satisfaction rate of 83.8 percent over the same period. There has been a notable decline in satisfaction rates between June 2011 and June 2016 in Leicestershire Police, having fallen from 86.9 percent.

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<sup>17</sup> All police forces have a statutory duty to comply with the *Code of Practice for Victims of Crime*, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a personal statement, which they can use to explain how the crime has affected them. Victims should also be kept updated about the progress of their case.

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

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

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

Leicestershire Police is good in pursuing suspects that present a high risk to other people, but should do more to trace and arrest other offenders who are wanted.

HMIC's 2015 effectiveness report found that Leicestershire Police should introduce a clear process to ensure that it arrests swiftly those who are circulated as wanted on the police national computer, those who fail to appear on police bail and named suspects identified through forensic evidence. This year we found that while processes have been designed to achieve this, the force still does not monitor the total numbers of outstanding suspects or produce information to help senior leaders decide what action to take to reduce those numbers.

We observed that outstanding perpetrators who represent a high risk to the public, and any involved in domestic abuse cases, are discussed and allocated for action at the daily management meeting. More general activity carried out by the force to track and arrest other wanted people lacks focus. Neighbourhood staff told us that they receive some notifications of wanted people in their area and are occasionally asked to research information in advance of arrest attempts. There is not a systematic approach to locating wanted people.

Detective inspectors within the force investigation unit have responsibility for keeping records of wanted people held on the police national computer up to date, but this is a reactive role to ensure compliance with the principles of management of police information (MOPI).<sup>18</sup>

The force has a policy that all foreign nationals taken into custody are subject to ACRO<sup>19</sup> checks. We found during reality testing that this is adhered to, normally by the custody officer who authorises detention of the arrested person. This enables the force to better understand and then manage any risks posed by foreign nationals.

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<sup>18</sup> The principles of management of police information (MoPI) provide a way of balancing proportionality and necessity that are at the heart of effective police information management. They also highlight the issues that need to be considered in order to comply with the law and manage risk associated with police information. Available at: [www.app.college.police.uk/app-content/information-management/management-of-police-information/](http://www.app.college.police.uk/app-content/information-management/management-of-police-information/)

<sup>19</sup> ACRO Criminal Records Office manages criminal record information and is able to receive/share information with foreign countries in relation to foreign offenders arrested within the United Kingdom.

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

Leicestershire Police has an effective integrated offender management (IOM)<sup>20</sup> team that is co-located with staff from the National Probation Service (NPS), the community rehabilitation company (CRC) and local authorities. The IOM team consists of 26 staff and the offender cohort is around 383 people of whom 16 are in the 'catch and convict' category - these are offenders that persist with criminal behaviour despite being part of the programme and therefore will be brought to justice. The NPS manages all high-risk cohort members, and those assessed as medium and low risk are managed in partnership between the CRC and police staff. Of those cohort members, 105 are managed by police neighbourhood staff with support from the IOM team. Information is shared efficiently amongst the police, NPS and CRC via E-CINS, a secure web-based case management system.<sup>21</sup>

It is encouraging that the IOM cohort contains a wide range of offenders including organised crime group (OCG) members and domestic violence perpetrators in addition to acquisitive crime<sup>22</sup> offenders, who had previously formed the whole cohort. This reflects how the IOM team has moved towards working with those offenders who present risk of harm towards other people.

Alongside the IOM, the 'engAge' team works with people in the 18–24 age range who have been arrested for the first time and are susceptible to staying involved in crime. As an alternative to prosecution, measures such as conditional cautions are used, which require the involvement of offenders in activities designed to help rehabilitate them. The force reports that it has achieved a non-offending rate of 95 percent among the 155 cases it has managed since June 2015.

The force is managing well the risk posed by dangerous and sexual offenders, completing ARMS<sup>23</sup> assessments for all offenders under its supervision. The cohort supervised by the management of sexual and violent offenders (MOSOVO) unit fluctuates between 1,250 and 1,300 people, comprising registered sex offenders,

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<sup>20</sup> Integrated offender management brings a multi-agency response to the crime and re-offending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

<sup>21</sup> Empowering Communities Inclusion and Neighbourhood Management System (E-CINs)

<sup>22</sup> Acquisitive crime is an offence where the offender derives material gain from the crime – for example, shoplifting, burglary and theft.

<sup>23</sup> ARMS: active risk management system for sex offenders. This allows officers to prioritise the work that needs to be done to manage the offender effectively in the community, taking into account what is currently happening in the offender's life.

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potentially dangerous persons,<sup>24</sup> violent offenders and foreign national offenders living in the force area.

Sexual harm prevention orders (SHPOs) are designed to protect the public from serious sexual harm by an offender by imposing prohibitions on their behaviour. For example, an SHPO may prohibit certain activities on the internet or a particular type of employment, such as the tuition of young people. Breach of an SHPO is a criminal offence. The force actively seeks SHPOs, with 82 being issued in the 12 months to 30 June 2016. There have been 14 breaches in that time, all of which the MOSOVO unit investigates.

The MOSOVO unit has recently grown in size and is increasingly using new digital techniques during its formal visits to confirm an offender's compliance with conditions linked to their convictions, and during investigations related to breaches of conditions found. A management review process is carried out after each investigation of a breached order, to identify learning for future cases.

## Summary of findings



**Requires improvement**

Leicestershire Police requires improvement in investigating crime and reducing re-offending. The force needs to improve how it investigates crime. It has a very complex process for dealing with crime investigations and this often hampers the force in its ability to investigate crimes effectively and in a timely manner. The proportion of investigations carried out by the force resulting in charges and summons has notably declined since last year and is below the rate for England and Wales.

The initial investigative response by the force is inconsistent. While incidents are assessed using a structured approach to identify the severity of the situation and to draw out potential lines of enquiry for an investigation, the outcome of that assessment is irregularly recorded. We found that advice to victims to preserve evidence is not always given, and that some crime investigations are closed without police attendance, meaning that evidential opportunities are being lost.

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<sup>24</sup> A potentially dangerous person is a person who is not eligible for management under MAPPA but whose behaviour gives reasonable grounds for believing that there is a present likelihood of their committing an offence or offences that will cause serious harm. Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

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The force's approach to carrying out investigations relies on handovers of information, and we found the quality of these to be variable with shortfalls in both quantity and quality of evidential material being common. Complex and sensitive crimes are investigated well, with good supervision, and are allocated to appropriate staff. In the more commonly occurring types of crime, there is notably less effective supervision and structure throughout the investigation. This is in contrast to our inspection in 2015 that found investigation to be generally good and supervision to be thorough.

The force has taken steps to improve the use of victim personal statements, but more needs to be done. Our crime file review found good standards of victim care during the more complex and sensitive investigations. However, overall victim satisfaction rates continue to decline and staff are not clear about their responsibility to maintain contact with victims.

The force is good at seeking to arrest people that present a high risk towards others, but does not deal actively with other outstanding suspects nor produce performance information to inform this activity. Its management of offenders is effective and conducted well, in full partnership with other agencies.

#### **Areas for improvement**

- The force should improve its initial assessment and response to incidents by ensuring that staff understand and apply the THRIVE decision-making model consistently. This assessment should be used to determine an appropriate response to ensure that victims are kept safe.
- The force should ensure that there is regular and active supervision of investigations to improve quality and progress.
- The force should ensure that it is fully compliant with the *Code of Practice for Victims of Crime*.
- The force should ensure that those who are circulated as wanted on the police national computer, those who fail to appear on police bail, named and outstanding suspects, and suspects identified through forensic evidence are swiftly located and arrested.

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

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

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

Leicestershire Police has shown some improvement since HMIC's 2015 effectiveness (vulnerability) report, but several areas of concern still remain. In that report, we said that more work was needed by the force to ensure that vulnerable victims received a consistent quality of service to meet their needs, and this has improved for the victims facing the highest risk, while the quality of service to all other victims is variable. The force has made some progress in addressing the weakness we found in its use of victim personal statements but frontline staff are still unclear about their role in sustaining contact with victims.

The force's understanding of the scale and nature of crime against vulnerable people is improving, but it needs to do more. People may be vulnerable through their age, disability, or because they have been subjected to repeated offences, or are at high risk of abuse, for example. Analysis to develop problem profiles for both domestic abuse and child sexual exploitation only draws upon police information, and so lacks the perspectives of partner organisations, such as local councils and health services. We also found that the force, at its first point of contact, now inconsistently records information that suggests a person is vulnerable, whereas it was good at doing this last year.

We previously noted concern about the force applying a secondary assessment to domestic abuse cases initially graded as high risk, that led to a large number of cases being downgraded. This practice has continued, with weak rationales being recorded to downgrade some cases, leading to many victims failing to receive the appropriate levels of support and protection.

The force has taken steps to improve capacity and capability to investigate online child sexual exploitation, with increased staff for that team and better use of technology.



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

In order to protect those who are vulnerable effectively forces need to understand comprehensively the scale of vulnerability in the communities they police. This requires forces to work with a range of communities, including those whose voices may not often be heard. It is important that forces understand fully what it means to be vulnerable, what might make someone vulnerable and that officers and staff who come into contact with the public can recognise this vulnerability. This means that forces can identify vulnerable people early on and can provide them with an appropriate service.

### Understanding the risk

Forces define a vulnerable victim in different ways. This is because there is not a standard requirement on forces to record whether a victim is vulnerable on crime recording systems. Some forces use the definition from the government's *Code of Practice for Victims of Crime*,<sup>25</sup> others use the definition referred to in ACPO guidance<sup>26</sup> and the remainder use their own definition.

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

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

Data returned by forces to HMIC show that in the 12 months to 30 June 2016, the proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 3.9 percent to 44.4 percent. For the 12 months to 30 June 2016, 4.1 percent of all recorded crime in Leicestershire was identified as having a vulnerable victim, which is below the England and Wales figure of 14.3 percent.

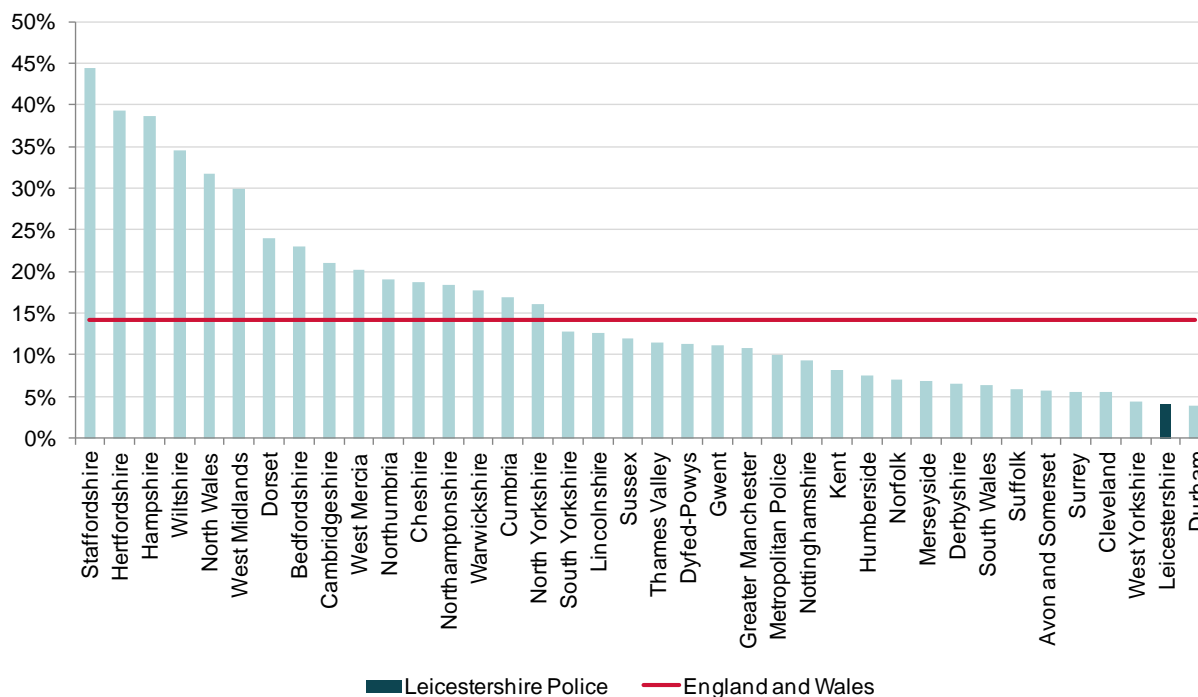
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<sup>25</sup> *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/254459/code-of-practicevictims-of-crime.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practicevictims-of-crime.pdf)

<sup>26</sup> The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults, NPIA, 2012. Available from: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/)

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**Figure 6: Percentage of police-recorded crime with a vulnerable victim identified, by force, for the 12 months to 30 June 2016<sup>27</sup>**



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

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

Leicestershire Police needs to do more to develop its understanding as to why such a low proportion of police-recorded crime identifies a vulnerable victim.

The force has several problem profiles for vulnerable people such as those at risk of domestic abuse, child sexual exploitation or online paedophile activity, and missing children at risk of sexual exploitation. A problem profile uses intelligence and information to better understand a particular crime type or emerging issue. Collating and analysing a broad range of information, including material from partner agencies, into a problem profile helps a force to identify potential victims, intelligence gaps and prevention opportunities. Leicestershire Police's problem profiles are detailed, but they are restricted in value by using largely only police-held information, leaving the force unaware of the full impact of these risks.

HMIC heard from all staff that protecting vulnerable people is a priority for the force, with examples given to us of training, awareness programmes and frequent messages from senior officers to reiterate this priority. However, the way in which staff interpreted the term 'vulnerability' varies. The force recognises that this inconsistency can affect the way staff recognise and react when a person is vulnerable. To rectify that, a force-wide vulnerability strategy is under development that will outline all of the factors to be considered when assessing if a person is

<sup>27</sup> City of London, Devon and Cornwall, Essex, Gloucestershire and Lancashire forces were unable to provide data for recorded crimes with a vulnerable victim identified. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

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vulnerable and it will set out the expectations for how staff will work in support of people who are vulnerable.

Awareness among the workforce about mental health and how it can lead people to be vulnerable to harm is good. A staff training programme has been developed by the force, entitled 'Protecting vulnerable people 4', that includes content relating to mental health and supplements the training on this subject given to sergeants and new staff joining the force during the past year. The force reported a relatively high proportion of incidents with mental health implications in the 12 months to 30 June 2016, with 7.8 percent of all incidents marked as such – compared with the 2.4 percent of incidents in England and Wales as a whole. This position is likely to be promoted by the proactive nature of the 'mental health triage car', that operates every day from 10.00am to 3.00am. A police constable and mental health worker carrying out triage on all incidents and provide either a practical response or guidance based on research of patients' health records whenever necessary.

Vulnerability can be recorded automatically at the first point of contact with Leicestershire Police by an automated flagging function within its incident-recording system. This is supplemented by contact handling staff following the THRIVE model to question a caller carefully and assess if they should be considered as vulnerable. The same system also uses automatic incident flags for calls from repeat victims and people thought to be at risk of child sexual exploitation. In addition, flags can be assigned when a specific action or response is necessary for a person, based upon previous incidents or circumstances of the caller. The flags contain a message that prompts the contact- handler to reviews more detailed information in other systems. All of these flags are designed to ensure that the needs of callers are more readily understood by contact-handlers, and that the service provided is in line with their immediate circumstances.

HMIC found that contact-handling staff routinely search police databases while receiving calls for assistance in order to inform their judgment about the best next steps for each incident. All the staff whom we spoke to were familiar with the THRIVE process and its purpose. However, and as described earlier, the rationale to support assessments based on THRIVE are not being recorded consistently. While this shortcoming might not itself prevent an appropriate response, it does prohibit the full nature and depth of vulnerability being understood by other staff later in the response and investigation processes.

At the time of inspection, a force-wide operation was under way that effectively bolstered frontline response capacity, increased the number of staff assigned to attend scheduled appointments, and helped to clear the backlogs that we have criticised the force for in our previous inspections. Operation Tiger-Lightened had been in place for three weeks before our inspection started and was staffed by neighbourhood officers who were taken off their normal duties as well as officers working on overtime and re-rostered rest days. In addition, an experienced officer

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was deployed to the control room to review all incidents for signs of potentially vulnerable victims and to ensure those incidents received the correct level of response. While this operation was undoubtedly enhancing the service to the public in the short term, and addressing concerns raised in our previous inspection, it is not clear how sustainable this practice is in the longer term, or what organisational changes will be put in place to insure that this activity becomes 'business as usual'.

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

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

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

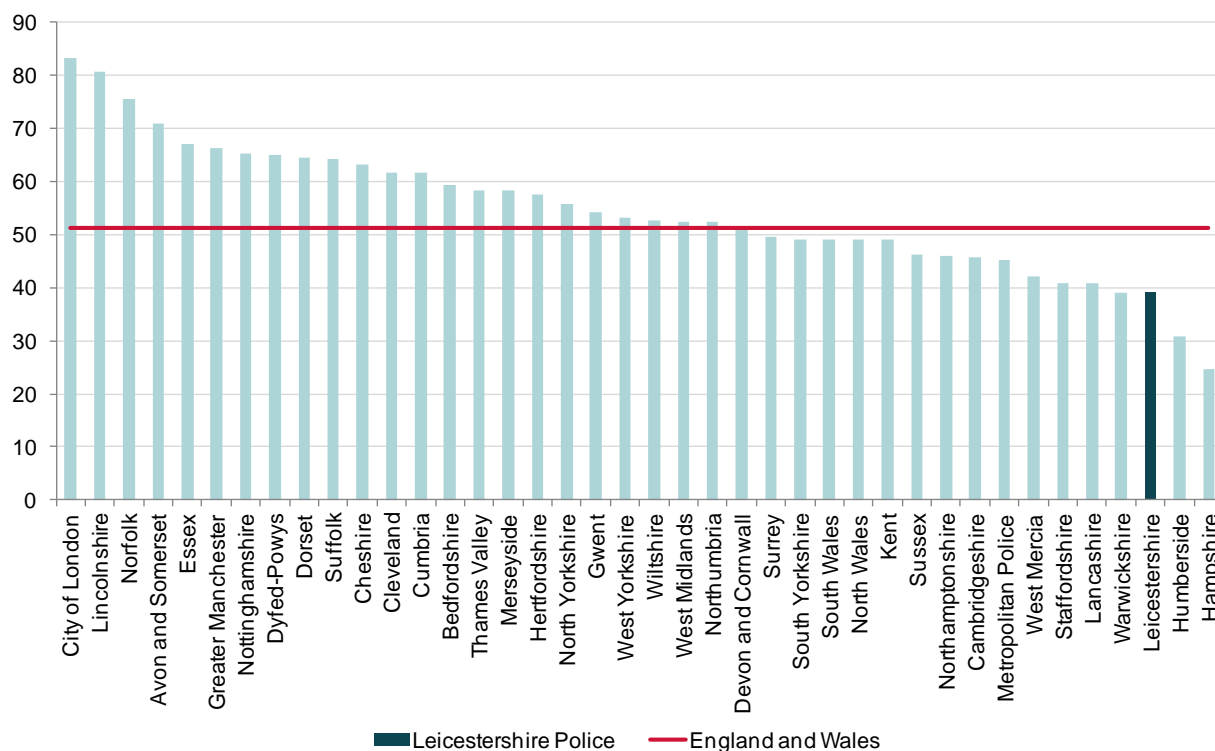
The Home Office has shared domestic abuse related offences data, recorded in the 12 months to 30 June 2016, with HMIC. These are more recent figures than those previously published by Office for National Statistics. These data show that in the 12 months to 30 June 2016, police-recorded domestic abuse in Leicestershire increased by 9 percent compared with the 12 months to 31 March 2015. This compares with an increase of 23 percent across England and Wales. In the same period, police-recorded domestic abuse accounted for 11 percent of all police-recorded crime in Leicestershire, compared with 11 percent of all police-recorded crime across England and Wales.

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

In Leicestershire Police, for every 100 domestic abuse related offences recorded in the 12 months to 30 June 2016, there were 39 arrests made in the same period.

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**Figure 7: Domestic abuse arrest rate (per 100 domestic abuse crimes), by force, for the 12 months to 30 June 2016<sup>28</sup>**



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

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

Leicestershire Police's frontline staff are good at carrying out assessments of risk during the initial response to an incident. Supervisors scrutinise all domestic abuse, stalking, harassment and honour-based violence (DASH)<sup>29</sup> risk assessments before submission to specialist domestic abuse teams. A small sample of DASH risk assessments were reviewed during fieldwork and were found to be fully completed, with accurate assessments of risk recorded and included consideration of the impact upon children when at the scene of domestic incidents.

While staff carry out effective assessments once at an incident, backlogs of incidents in the incident management unit are not always prioritised for action on the basis of the vulnerability of the victim. Among the incidents we reviewed were reports of domestic abuse, graded as not requiring an immediate response, waiting several days for police attendance. This is of concern as a full understanding of the incident, and therefore risk to the victim, cannot be achieved until the caller is seen by the police.

<sup>28</sup> Derbyshire, Durham and Gloucestershire forces were not able to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

<sup>29</sup> DASH is a risk identification, assessment and management model adopted by UK police forces and partner agencies in 2009. The aim of the DASH assessment is to help frontline practitioners identify high risk cases of domestic abuse, stalking and so-called honour-based violence.

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HMIC's 2015 effectiveness (vulnerability) report found that the force needed to clarify its expectations of frontline staff to use body-worn video cameras at the scene of domestic incidents. We found this year that the use of cameras by frontline staff has improved and that the force is adhering to national guidance in relation to the use of cameras at the scene of domestic incidents. Officers described examples of using body-worn video footage to support investigations, including those when the victim has declined to support police action. It is commendable that the force has also adopted a dip-sampling programme to review footage from domestic incidents to assure compliance.

The link between young people being missing from home and their increased risk of becoming subject to sexual exploitation is well understood by staff. This form of vulnerability has been the subject of significant activity by the force. A dedicated team carries out analysis and research in relation to missing and absent people of all ages. The team works alongside specialists from the local authority which encourages information to be shared to identify and react to signs of child sexual exploitation as early as possible. Following work by this team, contact-handling staff now follow a specific script when receiving the initial report of a missing young person, and the attending officers also follow a prescribed set of actions and questions, each geared around recognising signs of child sexual exploitation. Supervisors must also oversee and endorse the actions of contact-handling and response staff.

The force has introduced a new role for 30 staff as a safeguarding PCSO. Safeguarding describes the actions taken by the police, or other agencies, to protect vulnerable victims and reduce risk faced by other vulnerable people. Working within neighbourhood teams exclusively on vulnerability issues, the safeguarding PCSOs carry out tasks in support of domestic abuse safeguarding plans in medium and standard risk cases and work with young people who are repeatedly reported as missing from home.

A practical step to achieve safeguarding is the arrest of perpetrators, either at the scene of a crime or following an allegation, in order for criminal justice or civil outcomes to be sought by the police in the best interests of the victim. The figure supplied by the force about arrests for domestic abuse in the 12 months to 30 June 2016 was 39.0 percent, which is notably below the 51.4 percent arrest rate for England and Wales as a whole. This figure is a fall from the figure for the 12 months to 31 March 2015 which was 43.1 percent. Similarly, the rate for suspects being charged for offences related to domestic abuse has fallen from 25.0 percent to 18.1 percent over the same period. These figures are of concern not least because the force does not have a sound understanding as to why there has been a decline in such an important area of policing. Until the force has that understanding it will not be in a position to take steps to improve the position, and to serve victims of domestic abuse better.

The DASH risk assessments that are completed by frontline officers are scrutinised by their supervisors prior to submission to the specialist domestic abuse unit. In HMIC's 2015 effectiveness (vulnerability) report, we raised concerns that a secondary assessment was taking place for DASH assessments initially graded as high risk, which frequently led to a downgrading to medium or standard risk. The force carried out a review of its management of domestic abuse risk assessments following our concerns last year. However, there has been no change in the frequency with which initial risk assessments are subsequently downgraded. During this inspection, we found that approximately half of cases where the victim is initially assessed as being at high-risk of serious injury or death are being downgraded. We examined a small sample of downgraded cases and found that the majority were reduced inappropriately. We received conflicting reasons from staff as to why so many high-risk assessments are downgraded, neither of which is acceptable. The first reason given is that frontline officers are poor at understanding and assessing risk, or may be unduly risk averse, leading to a deliberate overestimation of the risk. The second is that the specialist staff who review the initial risk assessment and take on the high-risk cases are unable to cope with their workloads and are therefore deliberately downgrading the risk to reduce the number of cases on their desks. It is important that the force gets to the bottom of why the downgrading practice is continuing and put in place measures to prevent this from happening in the future.

In order to provide the most effective safeguarding for domestic abuse victims, the force must take action to minimise potentially inaccurate initial assessments and to ensure high-risk cases receive the investigation and support as befits their circumstances. If risk is being misrepresented then the force is also likely to have an inaccurate understanding of the scale and nature of vulnerability related to domestic abuse. It needs to make certain that frontline staff are suitably equipped to make accurate assessments of risk and that any reassessments are made solely in the best interests of the victim.

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

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

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Leicestershire Police investigates offences involving vulnerable people to a variable standard. Investigations of high-risk cases are carried out well by specialist teams, but there is less consistency in the quality of investigations for cases assessed as presenting less risk.

HMIC's 2015 effectiveness (vulnerability) report found that the force had insufficient staff in place to manage the growing workload related to online child sexual exploitation. This has been rectified and matched by better use of technology to seek and investigate criminal activity. Data supplied by the force demonstrates a considerable increase in cases initiated, arrests, charges for offences relating to indecent images of children and safeguarding referrals for children that otherwise would not have been made.

The force is good at ensuring the maximum possible availability of specialist investigators to lead investigations, or give advice to colleagues, for crimes involving vulnerable people. The domestic abuse team operates between 8.00am and 10.00pm, Monday to Friday, and 8.00am to 7.00pm at the weekend. Investigators who are specifically trained to investigate sexual offences work similar hours, longer on Thursday to Sunday evenings. Outside these hours, a small number of qualified detectives are on duty throughout the night to respond to serious and complex cases, for instance reports of so-called honour-based violence.

Crimes involving vulnerable victims are investigated by other units, predominantly the force investigation unit, when the risk to victims is assessed as being medium or standard level – therefore including those domestic abuse cases that are downgraded. As described earlier, the general quality of investigations and the supervision of them is variable. The crime file review found some missing investigation plans for vulnerable victims and some were not well supervised. Similarly, some cases did not have all lines of enquiry identified and pursued, leading to an ineffective investigation.

HMIC also examined the force's use of legal powers to protect victims. Forces are encouraged to make use of preventative legislation in the form of Domestic Violence Prevention Notices (DVPNs)<sup>30</sup> and Domestic Violence Protection Orders (DVPOs).<sup>31</sup>

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<sup>30</sup> A DVPN is the initial notice issued by the police to provide emergency protection to an individual believed to be the victim of domestic violence. This notice, which must be authorised by a police superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim. A DVPN may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the individual has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the intended recipient of the DVPN.

<sup>31</sup> DVPOs are designed to provide protection to victims by enabling the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a



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These prohibit an offender from contacting a victim or returning to their home. In the 12 months to 30 June 2016, 80 DVPNs were authorised, and the force applied for 71 DVPOs, with 63 being granted by the courts. A total of 14 DVPOs were breached. The comparative rate for use of these powers by the force is consistent with the rates across England and Wales. The force's use of DVPOs has increased slightly since HMIC's 2015 effectiveness (vulnerability) report, which means that more victims are being afforded protection.

Leicestershire Police also uses the domestic violence disclosure scheme (Clare's Law).<sup>32</sup> This legislation allows disclosure of a perpetrator's violent past to their partners to make them more aware of the level of violence they may face. Disclosure can be made, either when a victim asks for this information – 'right to ask' – or when domestic abuse professionals are of the belief that an individual should be notified as a precautionary measure – 'right to know'. In the 12 months to 30 June 2016, the force used the right to ask if a partner has a violent past 54 times and the right to know 65 times. Their rate of use is in line with the rate for forces across England and Wales.

The force has a comprehensive policy on stalking and harassment. The policy is fit for purpose, outlining all relevant areas including the local arrangements for formally warning offenders to stop harassing victims of harassment incidents. The policy closely reflects national guidance and instructs officers to issue an oral warning to perpetrators of harassment only when there is a single incident reported. If more than one incident happens and is considered to be a continuing course of conduct, a criminal offence is committed and the officer must set an investigative plan.

The force contributes effectively to multi-agency safeguarding arrangements with many partner agencies, such as education and health, working beside police staff in the same building. A 'central referral desk' principle is in operation whereby all notifications are received and distributed to partner agencies from a single point, thereby providing better oversight and monitoring of cases.

The force does not operate a formal multi-agency safeguarding hub (MASH)<sup>33</sup> but all the constituent elements are present. Working relationships are good with all three

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DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days, allowing victims time to consider their options and get the support they need.

<sup>32</sup> The domestic violence disclosure scheme (DVDS), also known as Clare's Law, increases protection for domestic abuse victims and enables the police to better identify domestic abuse perpetrators. For more information, see: [www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/leadership-strategic-oversight-and-management/#domestic-violence-disclosure-scheme-clares-law)

<sup>33</sup> A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all

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local authorities and this was reflected by the positive comments made by staff from a variety of partner organisations with whom we spoke during fieldwork.

The force is working with local authorities and education services to establish formally enhanced safeguarding of children following incidents of domestic abuse (known as Operation Encompass).<sup>34</sup> The scheme has been used in conjunction with Leicestershire County Council and following a successful evaluation will be used across Rutland and the city of Leicester in 2017.

### **Victims of domestic abuse**

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse.<sup>35</sup>

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

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appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

<sup>34</sup> Operation Encompass aims to safeguard and support children and young people who have been involved in or affected by incidents involving domestic abuse. Following such an incident, a school's 'key adult' is contacted by 9am the next day and made aware. Arrangements can then be put in place to support children during their school day.

<sup>35</sup> Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

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**Figure 8: Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences in Leicestershire Police<sup>36</sup>**

Outcome type / group	Leicestershire Police	England and Wales
Charged / Summoned	18.1	23.2
Caution – adults	2.0	5.6
Caution – youths	0.3	0.3
Community resolution	2.1	1.4
Evidential difficulties prevent further action; victim supports police action	30.7	24.1
Evidential difficulties prevent further action; victim does not support police action	34.3	35.4

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

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

Leicestershire Police is participating in the Ministry of Justice's out of court disposals pilot. This means it is not using, 'Simple Cautions', 'Penalty notices for disorder' or 'Cannabis/khat warnings' as disposal options for adult offenders, as part of that pilot. Therefore, its outcomes data should be viewed with this in mind. Also, any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how it deals with offenders for different crimes.

Officers from the domestic abuse investigation unit apply safeguarding measures to victims of domestic abuse who are assessed as high risk. HMIC reviewed a small sample of cases under the management of this unit and found detailed and effective safeguarding plans in place that combined practical measures with support from partner organisations. While the activity in support of victims in those cases was of a high standard, the volume of cases subject to that degree of management is relatively low.

The practice of reviewing initial DASH risk assessments reduces the number of high-risk cases held by that unit and the number of cases referred for consideration by the multi-agency risk assessment conference (MARAC).<sup>37</sup> In the 12 months to 31 March 2016, 798 cases were referred to the MARAC by all agencies involved. This was an increase from 595 cases in the preceding 12 months. However, this only equates to 19 cases per 10,000 adult females in Leicestershire, which is significantly below the

<sup>36</sup> Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

<sup>37</sup> Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

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England and Wales rate of 34 cases per 10,000 adult females. It should also be noted that only 395 of the referrals were made by Leicestershire Police with the remainder from other agencies. It is unusual for police referrals to be fewer than those from partner agencies; the ratio for England and Wales being 1.8 police referrals to each partner referral. With these factors in mind, the force needs to assure itself that the best possible service is being afforded to victims of domestic abuse who are at the highest risk of harm. Our evidence would suggest that this is not currently the case. It is extremely disappointing that we have found little improvement since our 2015 inspection.

Safeguarding in medium and standard-risk domestic abuse cases is carried out by the force investigation unit and neighbourhood staff. During reality testing, we spoke with neighbourhood staff who understood their responsibility to manage and provide support in cases assessed as standard risk, which will be increasingly carried out by safeguarding PCSOs.

## Summary of findings



**Requires improvement**

Leicestershire Police requires improvement in protecting those who are vulnerable from harm, and supporting victims. The force needs to do more to develop its understanding of the nature and scale of risk faced by vulnerable people in the community. It uses several problem profiles but they are restricted in value by using only police-held information, leaving the force unaware of the full impact of these risks.

Staff consider that dealing with vulnerability is a priority for the force; however, the way in which staff interpret the term 'vulnerability' varies. The force recognises that this inconsistency can affect the way staff recognise and react when a person is vulnerable.

Frontline staff are good at carrying out assessments of risk during the initial response to an incident. However, backlogs of incidents in the incident management unit are not always prioritised for action on the basis of vulnerability, meaning that delays in carrying out a full risk-assessment can occur.

The force persists with making secondary assessments of those DASH (domestic abuse, stalking, harassment and so-called honour-based violence) risk assessments initially graded as high risk, frequently resulting in them being downgraded to medium or standard risk. It is not clear why this happens but to achieve effective safeguarding for domestic abuse victims, the force must take action to minimise inaccurate initial assessments and ensure that all high-risk cases receive the investigation and support that befit the circumstances.

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Leicestershire Police investigates offences involving vulnerable people to a variable standard. Investigations of high-risk cases are carried out well by specialist teams, but there is less consistency in the quality of investigations for cases assessed as presenting less risk.

Good multi-agency safeguarding arrangements are in place with many partner organisations working alongside police staff in the same building. However, the force's referral rate of cases to the multi-agency risk assessment conference (MARAC) is notably below the rate for England and Wales, and this is directly linked to the volume of domestic abuse cases that are being downgraded. This position has not improved since last year and remains a concern.

The proportion of arrests made in domestic abuse related crimes is notably below the England and Wales rate and has fallen since last year. The proportion of domestic abuse investigations leading to a charge or summons has also decreased over the last year. The force needs to understand why there has been a decline in such an important area of policing. Until the force has that understanding it will not be in a position to take steps to improve the position, and to serve victims of domestic abuse better.

#### **Areas for improvement**

- The force should continue to develop its understanding of the nature and scale of vulnerability within its local area through the use of partners' data.
- The force must identify why arrest and charge rates in domestic abuse rates have declined and take action to improve both.
- The force must make certain that frontline staff are suitably skilled for, and then do make, accurate assessments of risk and that any re-assessments are made solely in the best interests of the victim.
- The force should review the referral process to multi-agency risk assessment conferences to ensure that victims of domestic abuse are not being placed at risk as a result.

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

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

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

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

As at 1 July 2016, Leicestershire Police was actively disrupting, investigating or monitoring 20 organised crime groups (OCGs) per one million of the population. This compares to 46 OCGs per one million of the population across England and Wales.

Leicestershire Police is good at tackling serious and organised crime and does so in collaboration with the East Midlands Special Operations Unit (EMSOU), a specialist unit comprised of police officers and staff drawn from five neighbouring forces in the region.<sup>38</sup> The force is good at assessing the threat posed by serious and organised crime, identifying OCGs and assessing the impact of each one upon on people in local communities.

The force is using the MoRiLE<sup>39</sup> process to evaluate risk fully and inform decisions about which investigations to prioritise. The force has taken steps to understand emerging and developing threats, specifically in respect of organised child sexual

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<sup>38</sup> EMSOU provides specialist crime services related to major crime investigation, organised crime group management, forensic services and intelligence to five police forces: Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire.

<sup>39</sup> The 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

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exploitation, foreign national offenders, modern slavery and people trafficking, with work also under way to develop a revised profile in respect of cyber-crime.

The force maintains a serious and organised crime local profile, which was being refreshed at the time of HMIC's inspection fieldwork. The force has recognised that insufficient information from partner organisations featured in earlier versions of that profile. Through increasing co-operation with other agencies, both at senior and frontline levels, the force intends that the local profile will become both more reflective of the effects of serious and organised crime and the basis for how organisations will work together to tackle it. The force has identified 70 partner agencies that can contribute to the development of the local profile and involvement with them is being managed via the serious and organised crime strategic partnership board, at chief officer and police and crime commissioner level. In parallel, neighbourhood police teams are increasingly submitting information relevant to the local profile that has been gathered through their joint working with partner agencies.

HMIC found that the force draws from a wide range of intelligence sources to tackle serious and organised crime. New approaches and techniques are being used, particularly in terms of digital, online and social media research. It routinely seeks and shares intelligence with other organisations. There is a quarterly multi-agency intelligence analysts' meeting and a productive relationship with the National Ballistics Intelligence Service (NABIS) that helps to inform assessments made by the force about criminal access to firearms.

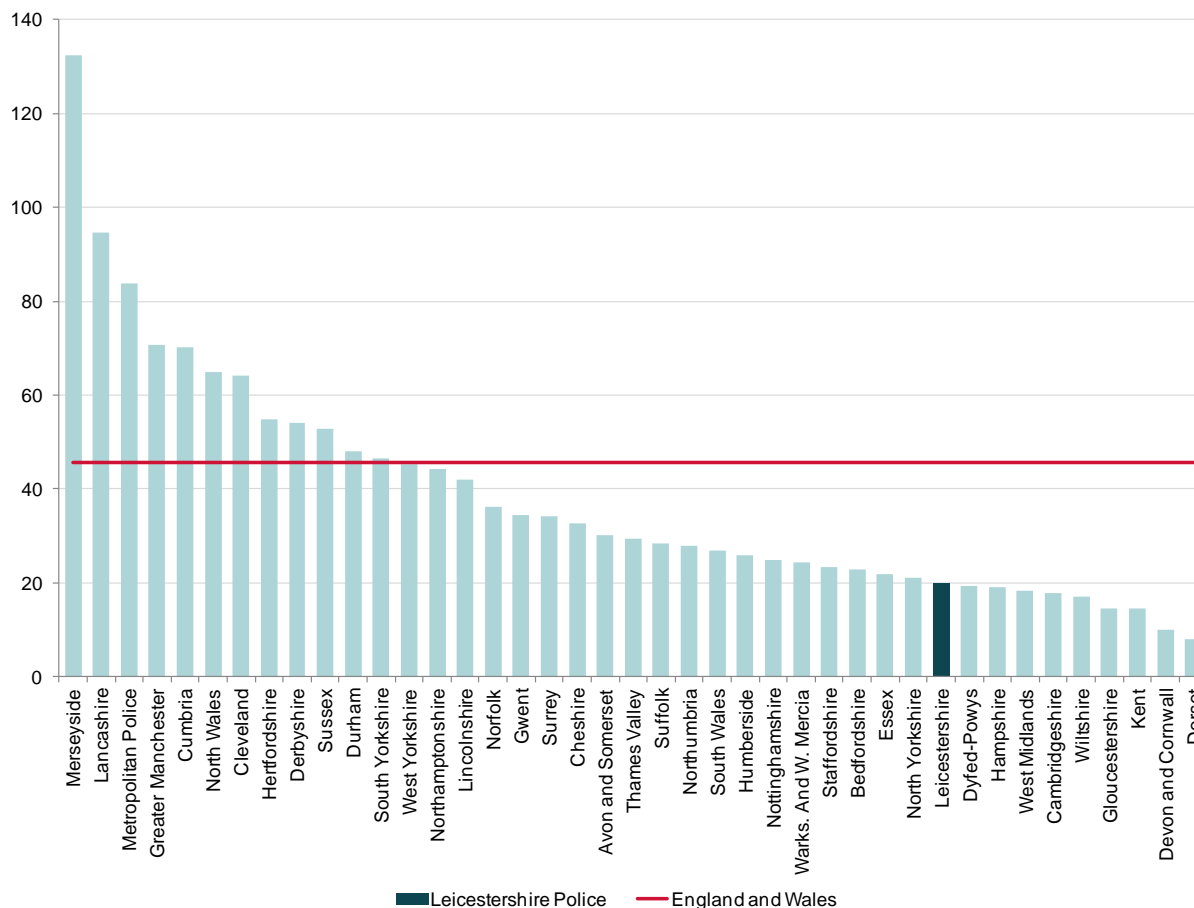
The general awareness about serious and organised crime among frontline staff is varied and largely dependent on whether staff have been directly assigned tasks or otherwise involved in activity relating to serious and organised crime. Neighbourhood and response staff gather intelligence or carry out disruption activity when directed by the force intelligence bureau (FIB) who oversee all investigations of serious and organised crime. We spoke to neighbourhood and response staff across the force finding that whenever an OCG is under investigation in their patrol area, they are familiar with the locations and people involved. However, in areas without active investigations, looking for signs of serious and organised crime did not feature as part of daily activity for frontline staff. The force should consider raising awareness of the signs of serious and organised crime among all frontline staff.

When the force identifies a group of individuals it suspects may be involved in organised crime, it applies a nationally standardised 'mapping' procedure. This involves entering the details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG and places each group into one of several bands to reflect the range of severity of harm the group can cause. We found that OCGs are scored and reviewed in accordance with national guidance and the process is carried out in co-operation with EMSOU. While there can be a delay of up to eight weeks for this formal process

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to be completed, the force carefully monitors activity and intelligence relating to that OCG and will take action in the intervening period whenever necessary. HMIC inspected some OCG management plans, which are the comprehensive plans developed for the investigation of OCGs. It is clear that reviews are undertaken at the correct intervals and that those plans follow the 4Ps structure.<sup>40</sup>

**Figure 9: Organised crime groups per one million population, by force, as at 1 July 2016<sup>41</sup>**



**Source: HMIC data return**

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

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality (for example groups supplying drugs may also be supplying firearms and

<sup>40</sup> 4Ps provides a national framework for tackling serious and organised crime that has been developed for national counter-terrorist work and has four thematic pillars, often referred to as the 4Ps:

- Pursue – prosecuting and disrupting people engaged in serious and organised crime
- Prevent – preventing people from engaging in serious and organised crime
- Protect – increasing protection against serious and organised crime
- Prepare – reducing the impact of this criminality where it takes place

<sup>41</sup> City of London Police data have been removed from the chart and the England and Wales rate as its OCG data are not comparable with other forces due to size and its wider national remit.

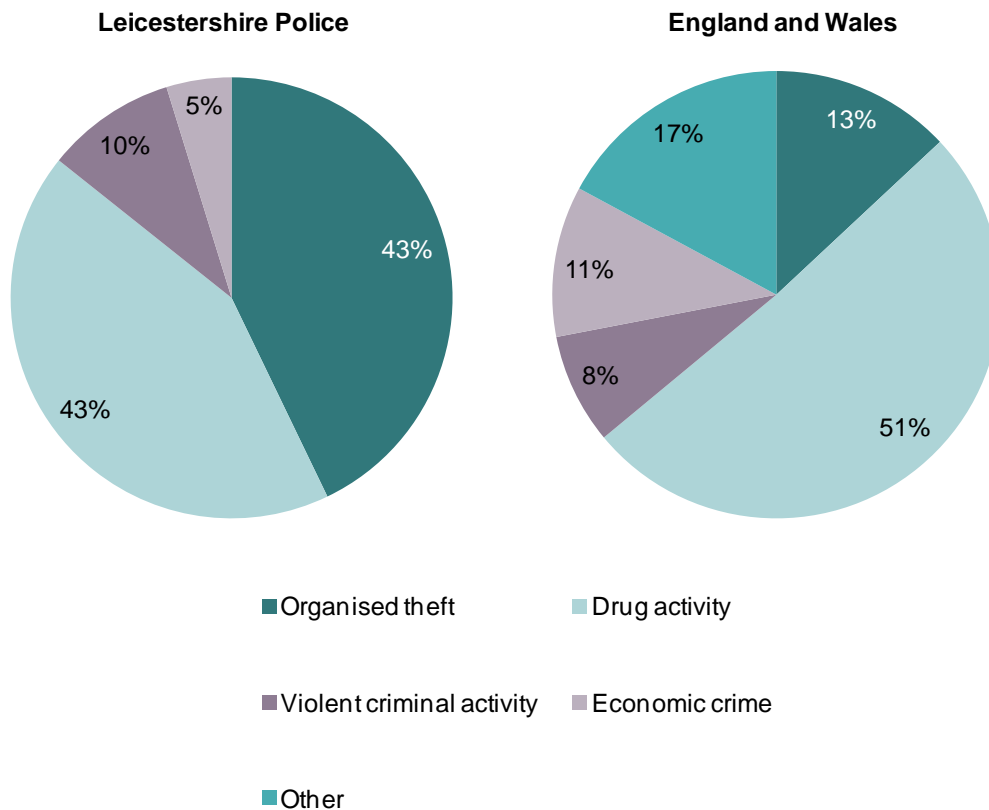


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be involved in money laundering), this indicates their most common characteristic. 'Drug activity' was the most common predominant crime type of the OCGs managed by Leicestershire Police as at 1 July 2016. This was also the most common OCG crime type recorded by all forces in England and Wales.

The nature of predominant criminality in the OCGs currently mapped by Leicestershire Police reflects the traditional approach of prioritising certain crime types that the force followed prior to the introduction of MoRiLE earlier this year, which is more sensitive to assessing risk of harm faced by the public. The force is investigating OCGs engaged in emerging crime types, such as human trafficking and cyber-enabled fraud. It has, until recently, mapped urban street gangs in the same way as OCGs but this is changing and will allow an approach that is more appropriate to the age and circumstances of people involved in urban street gang activity.

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



Source: HMIC data return

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

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

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

Leicestershire Police prioritises activity to tackle serious and organised crime objectively and systematically. A series of OCG management meetings happen at local, force and regional levels and they are attended by the appropriate staff, to keep track of progress in investigations and react to any changes in threat from OCGs. Prioritisation of activity is based wholly on assessments of threat, harm, risk and vulnerability. The involvement of EMSOU throughout investigations means that a wide range of covert and sophisticated tactics are constantly available to the force.

HMIC observed how lead responsible officers (LROs) secure resources and set tasks in respect of investigations at the daily management meeting. Every day, intelligence staff review and analyse data from within the force and elsewhere, such as the internet, social media and the news publications, for information about OCGs. New information is assessed and presented to LROs for consideration about whether urgent action is required. An example of this was the rapid escalation of police activity in response to an OCG that posed little risk to the wider community but preyed on highly vulnerable people subject to modern slavery and human trafficking. Comprehensive monitoring of this OCG meant that the force was well placed to respond when it learned of a kidnapping carried out by the group.

All LROs work in the FIB, and this centralised approach complements the force's operating model, making them the connection between EMSOU and neighbourhood teams. The LROs we spoke to have a clear understanding of their role and they have received suitable training. They work alongside officers from EMSOU and the National Crime Agency, which gives them immediate access to the specialist support available from those organisations.

The force is using the 4P approach to tackling OCGs. We viewed five management plans in detail and all were fully up to date and of good quality, with intelligence plans, objectives and proposed activity for disruption. It is encouraging that among these plans there was good evidence of a multi-agency approach, consideration of safeguarding vulnerable people, strong links with neighbourhood staff and good operational co-ordination between the force and the partner organisations.

Leicestershire Police can demonstrate consistent investigation and regular disruption of organised crime in collaboration with other police and partner organisations. HMIC saw evidence of regular co-operation with EMSOU and the East Midlands

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operational support services (EMOpSS).<sup>42</sup> Most notably this was evident in Operation Invincible, which required the use of complex firearms and surveillance tactics across county borders in response to an OCG transporting illegally-held firearms and drugs.

Partner organisations routinely support investigations in disruption of OCGs. These include the Care Quality Commission, HM Revenue & Customs, the Gangmasters Licensing Authority, Border Force and the Driver and Vehicle Licensing Authority. A wide variety of government agencies have supplied intelligence in support of investigations via the Government Agency Intelligence Network (GAIN),<sup>43</sup> which was referenced in several OCG management plans.

The force makes effective use of prison intelligence, gathered via EMSOU, with daily briefings between the force's intelligence analysts and the prisoner intelligence unit. The strength of this working relationship was demonstrated when police intelligence indicated that a senior member of an OCG was continuing to organise his criminal activities while in prison. Within two hours of this disclosure, HM Prison Service had implemented effective measures to curtail his activities.

We found a clear commitment to including neighbourhood staff in disrupting serious and organised crime and in the activity that follows disruption to stop the activity recommencing. We also saw how LROs consider the role of neighbourhood staff in achieving safeguarding measures when vulnerable people have been identified. A bi-monthly meeting is now hosted by the FIB to brief neighbourhood inspectors about OCG investigations and explore how best to use local partnership arrangements to tackle serious and organised crime.

In January 2016, the force carried out a review to identify duplication of resources, how it uses specialist capabilities available via EMSOU and prioritises activity to tackle serious and organised crime. While the latter two issues are managed by the force and regional tasking arrangements, there is no detailed action plan to mitigate duplication of resources. The force has elected to retain capabilities similar to those at regional level in covert and digital policing, considering that these are appropriate to meet the force's needs.

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<sup>42</sup> The force is part of a collaboration with Lincolnshire, Nottinghamshire and Northamptonshire police forces. Specialist firearms, roads policing and dog patrol officers and staff from the forces work together as part of the East Midlands operational support services (EMOpSS), which started operating in May 2015.

<sup>43</sup> Government Agency Intelligence Network : GAIN helps the sharing of information between a range of public and private sector partners to build a better picture of organised crime.

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The force uses the national guidelines in respect of grading disruptions of OCGs,<sup>44</sup> as evidenced in OCG management plans and the tracker spreadsheets that were viewed by HMIC. By working with EMSOU, a consistent approach to tackling OCGs is achieved across the region, which increases the confidence of the force and its partners about the effectiveness of their response to serious and organised crime.

The force is working hard to ensure that the effect it has within communities is also measured – this was particularly well-evidenced in one operation, with street briefings and meetings with community leaders carried out to ensure that the community voice was heard both during and after the OCG was disrupted. To achieve this, police staff attended community events and surgeries, used social media, and shared the results from the police operation directly with community leaders and local councillors.

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

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

Leicestershire Police is good at preventing people being drawn in to serious and organised crime, with initiatives in place with partner organisations to deter people from becoming involved in serious and organised crime.

Neighbourhood staff and LROs work with Leicestershire County Council via the Troubled Families programme<sup>45</sup> in recognition of the risks associated to households linked with OCG activity. The force is also exploring innovative work in other parts of the country to introduce a new type of therapy<sup>46</sup> to support troubled families, in conjunction with the county council. A particular element of this work involves

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<sup>44</sup> Activity in response to OCGs is categorised into four tiers – tier 1 is comprehensive operational or investigative intervention; tier 2 is a limited plan or action that prevents or disrupts; tier 3 is proactive intelligence development and tier 4 is developing opportunities for action.

<sup>45</sup> Troubled Families is a programme of targeted-intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

<sup>46</sup> Multi-systemic therapy: an intensive, family-focused and community-based treatment programme intended to break cycles of anti-social behaviour.

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considering the wider families of IOM cohort members, particularly identifying younger siblings who are at risk of being drawn into crime, then working directly with them on diversionary activities.

Other partnership work takes place with Leicester City Football Club aimed at diverting young people who may be vulnerable to being drawn into serious and organised crime. The LCFC Community Trust 20/20 is an established initiative developed in partnership with the club, the police and a local business. Young people on the edge of criminality are referred and encouraged to engage in the activities arranged by the trust. The draw of sport and the association with the football club has been instrumental in the success of the initiative, which also enables access by local officers to provide safety and crime prevention advice.

Until recently, criminal activity by groups of young people that might have been defined as urban street gangs, was tackled by the force using the OCG management process as opposed to being separately categorised. This has now changed and its ability to recognise, tackle and prevent this type of criminal behaviour has been improved through the introduction of Operation Look. The aim of this operation is to identify young people that are susceptible to becoming involved in organised crime, such as siblings of OCG members, and then carry out activity as early as possible to prevent their migration towards becoming offenders themselves. Better co-ordination of activity between the force and partner organisations will improve early recognition of emerging urban street gangs and other forms of delinquency by young people, such as persistent anti-social behaviour that can lead to gangs forming. When urban street gangs are identified they will now be categorised as such and become the subject of full management plans.

The force has chosen to expand the eligibility criteria for people to join the IOM scheme to include OCG offenders, with five people currently part of the cohort. The structured approach offered by IOM is intended to give long-term support to offenders, deterring them from further criminal behaviour.

The force also seeks to use additional (formally known as ancillary) orders to monitor offenders' behaviour on a case-by-case basis. These orders are applied for when offenders are sentenced in court and impose restrictions upon offenders designed to prohibit further criminal activity, and form part of what is known as lifetime offender management. At the time of inspection, eight serious crime prevention orders (SCPOs),<sup>47</sup> one financial reporting order and three criminal behaviour orders (CBOs) were in effect for OCG offenders. EMSOU has agreed to manage SCPOs obtained

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<sup>47</sup> A serious crime prevention order (SCPO) is a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

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on behalf of the region and will use its capabilities to identify breaches and assign tasks to the force via the LROs to ensure compliance by offenders. We saw evidence within OCG management plans that SCPOs are being considered in all cases, but the force intends to apply for them against the most influential OCG members only.

The force publicises its successful disruptions of serious and organised crime via local and social media. However, it is increasingly seeking to communicate directly with the local community at meetings so that it can share more detailed information that is pertinent to local people. The force is working hard to reach members of the community who are at most risk from serious and organised criminal activity. Examples of this includes work with sex industry workers and migrant workers of Eastern European origin. Similar awareness activity is under way through the digital PCSOs, by sharing online safety messages among social media users and promoting access to police services among communities who are less likely to complain or take part in traditional forms of engagement.

## Summary of findings



**Good**

Leicestershire Police is good at tackling serious and organised crime, with effective processes in place to identify and then investigate organised crime groups (OCGs). The force is working well with partner organisations and increasingly drawing information from them to understand more fully the effects of serious and organised crime across all its communities. Senior officers lead this partnership approach, which we saw throughout the force in many examples of joint working with other police and partner organisations.

We found that among the workforce, awareness of serious and organised crime is varied. The force should consider raising awareness of the signs of serious and organised crime among all frontline staff as part of their main activities.

The force is good at reacting to information that indicates a new organised crime group (OCG) has formed. It works well with East Midlands Special Operations Unit (EMSOU) to analyse and understand how a new OCG is structured, who is involved and the nature of risk it presents to the public. The process it uses to achieve this is in line with national guidance. We found the force prioritises its use of resources to tackle serious and organised crime based on assessments of threat, harm, risk and vulnerability.

All investigations are under the control of lead responsible officers, who manage all aspects of investigations. They have all received the necessary training for that

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specialist role and have the benefit of working alongside experts from EMSOU and the National Crime Agency.

We found that the investigation plans for tackling organised crime groups followed the 4Ps structure of pursue, prevent, protect, and prepare. This approach has seen the force work with members of the local community to prevent serious and organised crime re-emerging after enforcement activity has taken place. The force supports several initiatives to divert young people from becoming involved in or returning to serious and organised crime. It has also widened the integrated offender management programme to now include offenders from OCGs, providing better long-term support and increasing the likelihood of them ceasing their criminal behaviour.

#### **Areas for improvement**

- The force should raise the awareness of OCGs among neighbourhood teams to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity.

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

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

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

The *Strategic Policing Requirement* (SPR)<sup>48</sup> specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

Leicestershire Police has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities that are predominantly managed in collaboration with EMOpSS and EMSOU. Senior leadership is provided by an assistant chief constable responsible for this business area, and the force is fully committed to the local resilience forum. HMIC found evidence of the force undertaking regular exercises and deployments to test, develop and evaluate plans to meet threats associated with the SPR, each of which has been subject to a strategic assessment. Contingency plans are tested by both live-play and desktop exercises in conjunction with 'blue light' emergency services and other partner agencies including the military. In addition to the examples of planning to meet national threats, we saw evidence of how the force has translated those to the local context, specifically reviewing plans with the recent elevation in profile of the city of Leicester as a sporting venue. Structured debriefing and organisational learning are effective, with examples shown to us relating to numerous exercises.

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<sup>48</sup> The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *Strategic Policing Requirement*, Home Office, March 2015. Available at:

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



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

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

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

The assessment was last reviewed in February 2016 in light of revised armed policing assumptions following the attacks in Paris in October 2015. There is an evidenced link between threats and the number of firearms officers and their capability. The number of armed response vehicles (ARVs) deployed in the EMOpSS policing area provides the armed capacity that the armed policing strategic risk assessment (APSTRA) identifies as being necessary. However, the assessment identifies that the actual number of firearms officers is below the establishment figure due to officers, including firearms instructors, leaving in the past six months to join neighbouring metropolitan forces. Recruitment began in April 2016 and a further intake in January 2017 will bring the number of firearms officers to the establishment number.

The EMOpSS policing area is well prepared to respond to a firearms attack and has formal arrangements in place with Derbyshire Constabulary and neighbouring forces to mobilise effectively. The threats posed by a marauding terrorist firearms attack (MTFA) are adequately assessed and EMOpSS has a comprehensive testing and exercising regime. The training unit is compliant with the national firearms training curriculum and officers from one force train at different sites with officers from the other forces in the collaboration. Table-top and live exercises involving the military and emergency services take place regularly to test skills and interoperability.

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HMIC spoke to initial firearms commanders in the force control room. We found them to be confident in their response to a potential MTFAs and know the requirements to provide mutual aid support to respond to regional and national threats. Equally, there is good awareness and testing of plans when resources are required from outside the EMOpsSS area.

Leicestershire Police, along with Nottinghamshire Police, is part of the national armed policing uplift programme. The EMOpsSS region is implementing an interim plan and has already increased its firearms capability with officers working overtime. As new officers are recruited, the need for overtime will be reduced to achieve the uplift by March 2017. There is sufficient weapons capability to meet the uplift requirements and EMOpsSS is working towards a common standard of weaponry, fleet and uniform requirements across the four forces.

## **Summary of findings**

### **Ungraded**

Leicestershire Police has good plans to mobilise in response to the threats set out in the *Strategic Policing Requirement* (SPR). The force regularly tests these plans and makes amendments following the lessons learned from such tests.

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

The force undertakes regular exercises to test and evaluate plans to meet threats associated with the SPR through both live-play and desktop events in conjunction with 'blue light' emergency services and other partner organisations including the military.

## Next steps

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

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

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

## Annex A – About the data

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

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

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

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

## Methodology

### Data in the report

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

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

### Population

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

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

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### **Survey of police staff**

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

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

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

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

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

### **Review of crime files**

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

### **Force in numbers**

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

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

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

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## **Recorded crime and crime outcomes**

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

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

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

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

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

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

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

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

### **Anti-social behaviour**

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

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

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

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

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

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

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

**Domestic abuse**

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

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

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

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

**Organised crime groups (OCGs)**

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

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

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



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

### **Victim satisfaction**

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

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

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

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

### **Figures throughout the report**

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

Please see 'Anti-social behaviour' above.

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

Please see 'Recorded Crime and Crime Outcomes' above.

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

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

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

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

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

Please see 'Domestic abuse' above.

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

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

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

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

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

Please see 'Domestic Abuse' above.

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

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

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

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

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

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

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

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

Please see 'Organised Crime Groups' above.

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

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

Numbers may not sum to 100 percent due to rounding.

**Delete as appropriate****Outstanding****Good****Requires improvement****Inadequate****Areas for improvement**

- XX

**Cause of concern**

XX

**Recommendations**

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