



# PEEL

## Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Leicestershire Police



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# What this report contains

This report is structured in four parts:

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

## Our inspection approach

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

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

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

We inspected all forces in four areas:

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

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

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

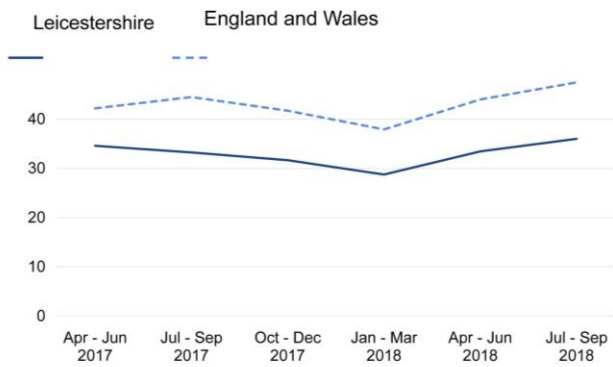
<b>IPA area</b>	<b>Inspected in 2018/19?</b>
Preventing crime and anti-social behaviour	No
Investigating crime	Yes
Protecting vulnerable people	Yes
Tackling serious and organised crime	No
Armed policing	Yes
Meeting current demands	Yes
Planning for the future	Yes
Treating the public fairly	No
Ethical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

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

# Force in context

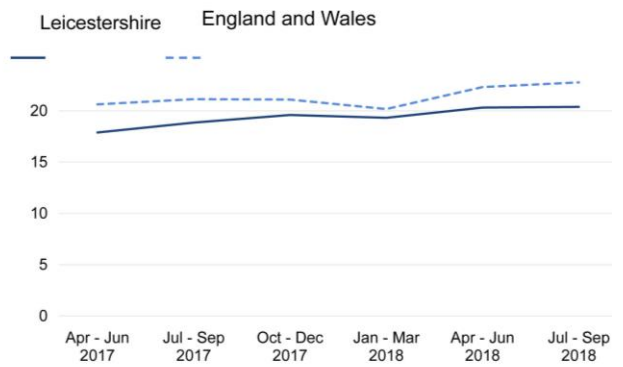
## 999 calls per 1,000 population

1 April 2017 to 30 September 2018



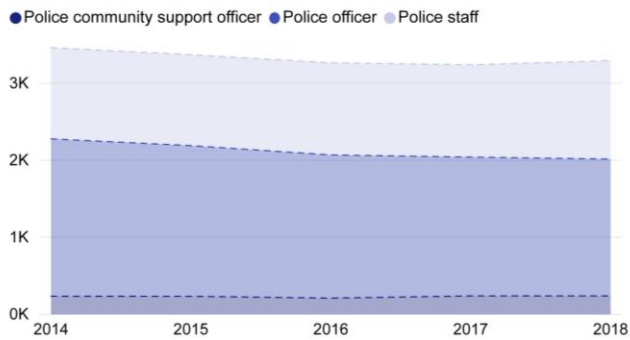
## Recorded crime per 1,000 population

1 April 2017 to 30 September 2018



## Leicestershire workforce

in post on 31 March, 2014 to 2018













## Leicestershire spend per head of population

2018/19 projection

£164

## Overall summary

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

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

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## HM Inspector's observations

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

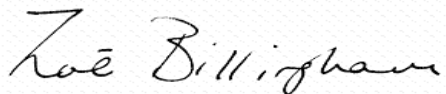
Since our last inspection the force has improved how it handles victims' reports of crime. It now receives and investigates these better. It has also improved the services and support it gives [vulnerable people](#). The force has very good skills and technology to tackle cyber-crime.

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

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

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

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



**Zoë Billingham**

HM Inspector of Constabulary



# Effectiveness



# Force in context

## Proportion of officers in a neighbourhood or response function

in post on 31 March 2018

Leicestershire



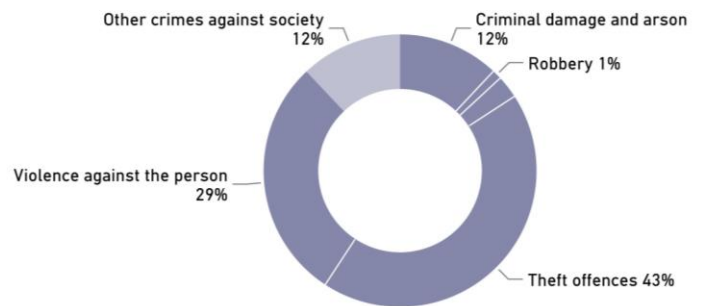
England and Wales



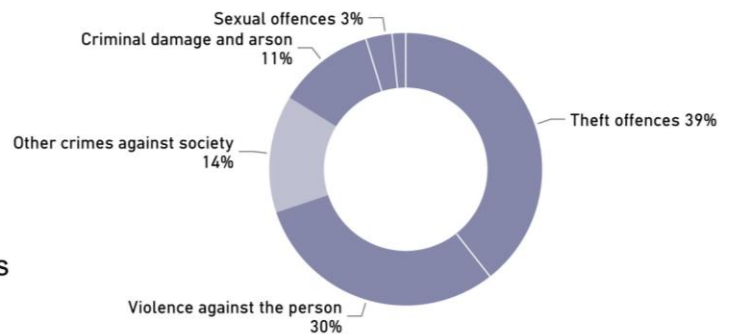
## Victim-based crime

12 months ending 30 September 2018

Leicestershire

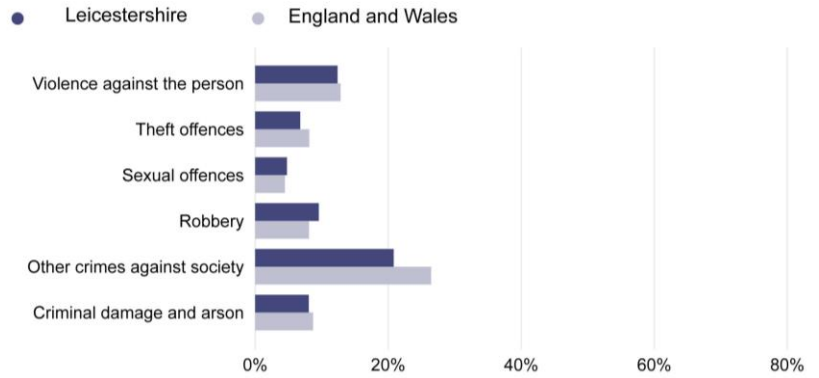


England and Wales



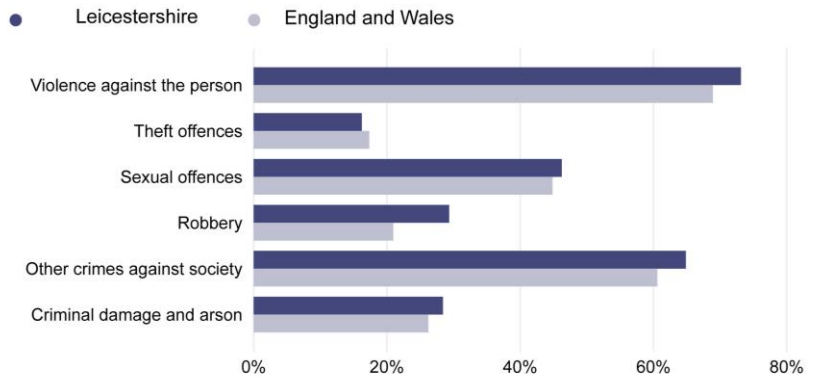
**Proportion of crimes where action was taken**

12 months ending 30 September 2018



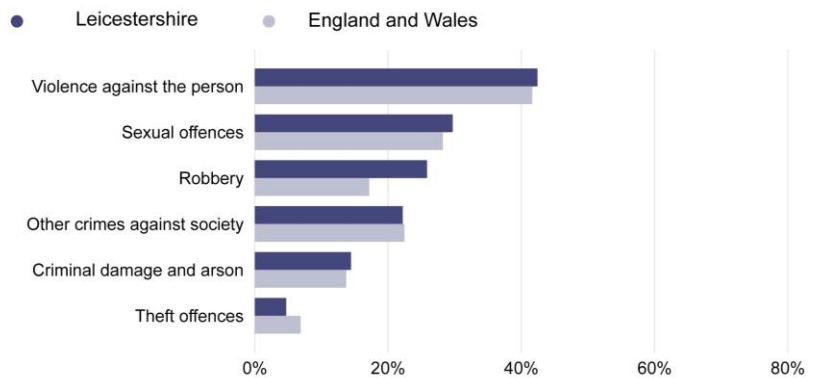
**Proportion of crimes where suspect was identified**

12 months ending 30 September 2018



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

12 months ending 30 September 2018



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



**Good**

### Summary

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

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

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

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

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

### Preventing crime and tackling anti-social behaviour



**Good**

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

## Investigating crime



### Good

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

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

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

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

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

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

### Area for improvement

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

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

### Investigation quality

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **Catching criminals**

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

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

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

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

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



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

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

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

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

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

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

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

## Protecting vulnerable people



### Good

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

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

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

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

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

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

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

### Understanding and identifying vulnerability

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

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

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

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

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

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

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

## Responding to incidents

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

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

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

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

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

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

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

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

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

### **Supporting vulnerable victims**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### Tackling serious and organised crime



#### Good

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

## Armed policing

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

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

### Understanding the threat and responding to it

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

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

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

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

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



## Working with others

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

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

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

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

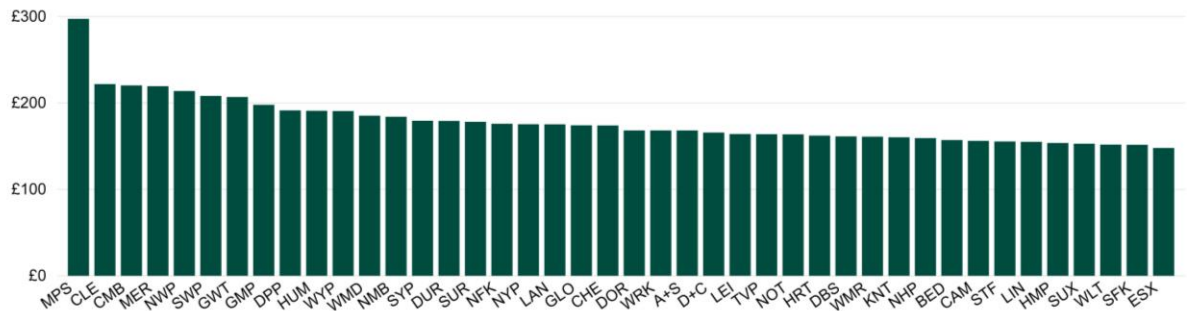
# Efficiency



# Force in context

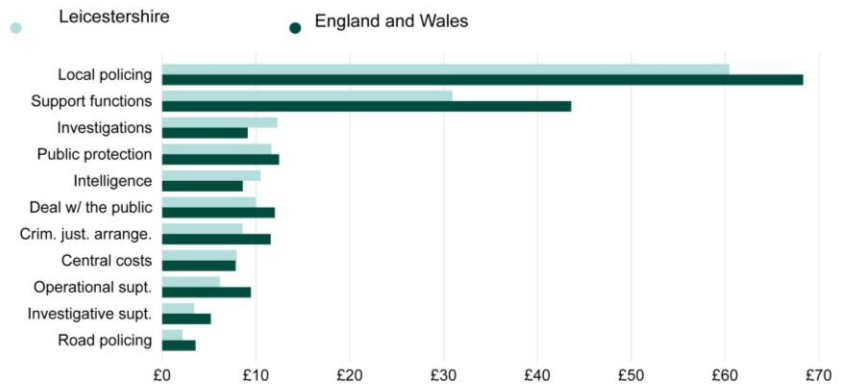
## Spend per head of population

2018/19 projection



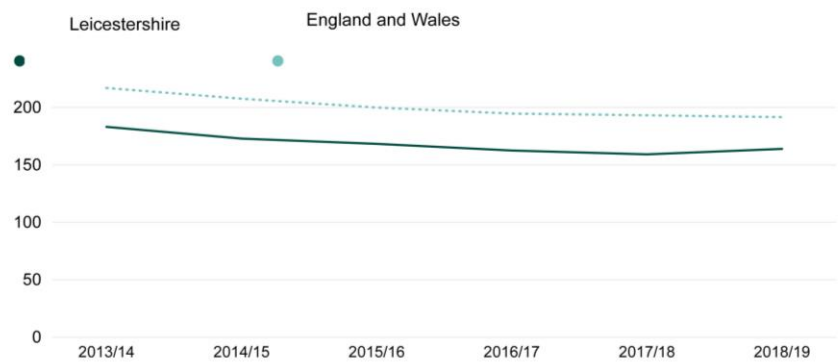
## Spend per head of population by Police Objective Analysis category

2018/19 projection



## Spend per head of population

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



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



**Good**

### Summary

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

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

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

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

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

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

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

### Meeting current demands and using resources



**Good**

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

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

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

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

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

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

#### **Areas for improvement**

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

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

#### **Assessing current demand**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **Innovation and new opportunities**

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

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

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

### **Investment and benefits**

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

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



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

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

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

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

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

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

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

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

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

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

### **Workforce capabilities**

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

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

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

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

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

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

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

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

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

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

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

### **Working with others**

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

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

### **Using technology**

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

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

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

## Planning for the future



### Good

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

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

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

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

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

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

#### Area for improvement

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

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

## **Assessing future demand for services**

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

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

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

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

## **Understanding public expectations**

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

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

## **Prioritising**

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

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

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

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

### **Future workforce**

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

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

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

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

## Finance plans

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

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

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

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

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

## Leadership and workforce development

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

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

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

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

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

### **Ambition to improve**

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

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



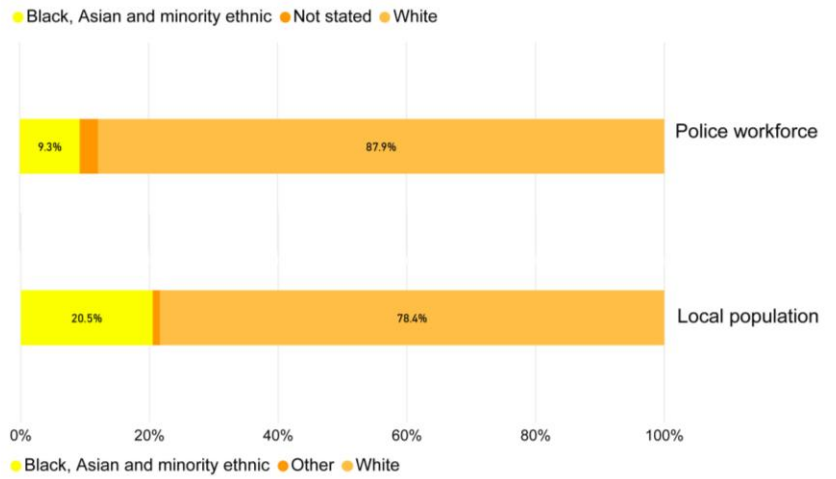
# Legitimacy



# Force in context

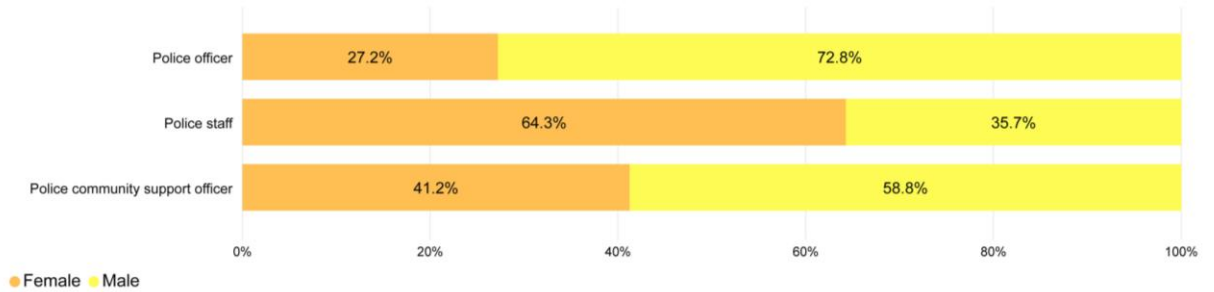
## Comparison of Leicestershire workforce ethnicity with local population

as of 31 March 2018



## Leicestershire workforce

in post on 31 March 2018



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

as of 1 April 2018

19%

**Stop and search by  
ethnicity**

12 months ending 31 March  
2018

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

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

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

12 months ending 31  
March 2018

Leicestershire

3.2

England and Wales

9.6

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



## Good

### Summary

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

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

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

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

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

### Treating the public fairly



## Good

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

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

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

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

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

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

## Ethical and lawful workforce behaviour



### Good

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

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

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

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

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

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

## Maintaining an ethical culture

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

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

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

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

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

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

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

## Tackling corruption

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

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

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

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

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

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

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

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

## Treating the workforce fairly



**Good**

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

## Annex A – About the data

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

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

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

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

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

### Methodology

#### Data in the report

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

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

#### Population

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



## Survey of police staff

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

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

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

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

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

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

## Review of crime files

We reviewed police case files for these crime types:

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

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

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

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

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

## Force in context

### 999 calls

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

### Recorded crime and crime outcomes

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

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

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

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

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

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

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

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

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

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

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

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

### **Stop and search**

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

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

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

