



Lincolnshire Police Authority

Volume Crime Scrutiny

Report for the Scrutiny & Audit Committee
31 July 2008

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1.0 Introduction

1.1 Purpose

The purpose of scrutiny is to contribute to the achievement and maintenance of high levels of performance, efficiency and effectiveness of the Force and Authority.¹ The Full Authority agreed that 'scrutiny work comprises detailed, evidence-based assessment of particular services or issues of local concern that can be developed or improved'².

1.2 The Scrutiny and Audit Committee (5 March 2008) approved the subject of 'Volume Crime' for scrutiny on 31 July 2008.

1.3 Rationale

The rationale behind the selection of the Scrutiny of Volume Crime is detailed below:

- The Force allocates a significant amount of resources (£20,090,360, around 20% of overall spend) into volume crime.
- There are a number of considerable risks associated with volume crime that are referenced in detail in the Sustainable Funding Case for Change document³, in brief they relate to: crime and suspect management, leadership and capacity, and investigation of priority crime.
- In previous years (2004/5 and 2005/6) Her Majesty's Inspectorate of Constabulary (HMIC) have considered the Force's performance to be Poor in volume crime investigation, but this has improved in 2006/7 to Fair. Despite performance strengthening in this area, there are still some areas that would benefit from closer scrutiny.
- The Force is committed to improving the investigation of crime as evidenced in the priority (2007/08) to achieve 14,181 sanctioned detections and a 25% sanctioned detection rate.
- Volume crime, by its very nature has a relatively large impact on local communities.
- Volume crime has not been subject to a recent or planned HMIC core inspection in the 2007/09 programme.
- In relation to National policy, there are two key Public Service Agreements (PSAs) for 2008–11 for crime reduction and community safety. Volume crime is highlighted in the Home Office 'Cutting Crime' strategy. ACPO have published an Investigation of Volume Crime Manual.
- In addition, the topic of volume crime is considered to be strategic and significant, it will add value, it will not duplicate any other work, it is an issue of concern to stakeholders and partners, it is timely and ethical and can be effectively resourced.

1.4 ACPO state that approximately 20% of a patrol officer's time is spent dealing with volume crime. Therefore, it is vital to ensure that this time is used productively and effectively.⁴

¹ Lincolnshire Police Authority Scrutiny and Audit Committee - Scrutiny Protocol

² Lincolnshire Police Authority (25 January 2008) New Approach to Scrutiny

³ Lincolnshire Police. (2007) Sustainable Funding: Options for Change – The Business Case. Option 1

⁴ ACPO. (2002) Investigation of Volume Crime Manual. P7

1.5 Refining the scope

Volume crime is a large business area within the Force. The Panel have considered the following aspects of volume crime in order to assess the specific business area that would benefit from closer scrutiny:

a) The link between volume crime and fear of crime

Investigate the anomaly in the county that the fear of crime is going up but actual volume crime is going down (this links to the loss of feeling of security, negative disproportionate impact on public perception of safety, lack of reporting crime, communications, highlighting success stories, raising awareness).

b) File quality

Examine the ability of the Force to quality assure the reports of crime, monitor progress of investigations and build files to arrest standards.

c) User satisfaction

Volume crime management relies on a number of different people in the Force at different stages of the process. This can lead to inconsistency in the level of service provided to victims and witnesses.

d) Prolific and other priority offenders

One of the most efficient ways to reduce volume crime is to tackle the prolific and priority offenders. Within the policing environment, it is recognised that a small number of offenders are responsible for a disproportionately large amount of crime.

e) Public access to reporting crime

Scrutinise the access that the public has in reporting volume crime. There are currently a number of routes available; ringing the Force Command and Control Centre (FCCC), speaking to an officer on the street or in a station or ringing the Criminal Justice Information Unit (CJIU). There are issues relating to quality control and consistency associated with this varied approach.

1.6 Following a general overview of the processes, issues and current initiatives relating to volume crime, the Panel believed that most benefit and added value could be gained from closer investigation of issues relating to file quality aspects of volume crime.

1.7 Objectives

The Scrutiny of Volume Crime aims to address the following key areas:

- Examine the ability of the Force to:
 - quality assure crime files (including the quality of the file being prepared, the quality of investigation and the quality of prosecution file)
 - monitor progress of investigations and
 - build files to arrest standards.
- Identify any areas of improvement that would reduce the number of files submitted to the Crown Prosecution Service (CPS) that are subsequently rejected⁵ (due to poor file quality).

⁵ During the period October 2006 – October 2007, 380 crime files were submitted to the CPS, of these 171 (45%) were returned as there was insufficient evidence to charge the person.

- Carry out process mapping across the three Force divisions of the volume crime investigation process, from report to detection and finalisation. Highlight any good practice, gaps in services, weaknesses in processes or any particular areas for development.
- Consider the role of partner organisations in tackling volume crime (e.g. the CPS) and make any appropriate suggestions for improvement.
- Identify evidence based good practice.
- Ascertain through consideration of activity analysis of Crime Management Units and Volume Crime Units if any recommendations relating to efficiency or productivity can be made.

1.8 The Panel is mindful not to duplicate any work detailed in the Sustainable Funding Project (SFP), but will draw on any relevant information contained within this report. The SFP contains a comprehensive assessment of the risks relating to volume crime if no remedial action is taken.

1.9 At the time of writing this report, the Authority and Force were awaiting the funding decision from central government. This report will focus on the current position of the Force as noted in the period May - June 2008.

1.10 The terms of reference, scope and methodology of this scrutiny are detailed in Appendix 1.

1.11 Definitions

Within the context of this scrutiny, the Panel will use the following ACPO definition of Volume Crime:

“the majority of offences which are committed in England and Wales, and as such have a significant impact on many victims”⁶.

1.12 The ACPO Working Party identified that the following crime types should be included within this category:

- Street Robbery,
- Burglary – Dwelling,
- Burglary Non-Dwelling,
- Theft (including shoplifting),
- Vehicle Crime - Theft of,
- Vehicle Crime - Theft from,
- Criminal Damage,
- Drugs (link with acquisitive crime).

1.13 A full list of acronyms that have been used in this scrutiny report are provided at Appendix 2.

1.14 Questions for consideration

Members are invited to consider the following questions and ask any relevant queries on strategic issues relating to Volume Crime – File Quality.

Planning/Resourcing

- What are the particularly vulnerable areas that require development? How does the Force plan to ensure that these issues are addressed?

⁶ ACPO. (2002) Investigation of Volume Crime Manual. P2

- Does the Force have robust planning arrangements in place to address the issues highlighted by the scrutiny?
- Is the Authority confident that the Force has identified the key areas for improvement and can implement change (to a lesser or greater extent) with or without the sustainable funding money?
- Has the Force made sufficient longer-term plans?
- Are the current resources being used and managed effectively?
- What criteria are used to determine funds allocated to volume crime (file quality) work as opposed to other areas of activity?

Process and Structure

- Is the Authority assured that the Force has the appropriate structures in plan to deliver improvements?
- Does the Authority feel that the processes and working arrangements are adequate and appropriate for the Force to do their job?

Performance

- Given the resource constraints, are the Force addressing the performance issues adequately?
- What corporate decisions can be taken to improve and align the performance of the Divisions?
- Is there any good practice from other rural Forces facing similar challenges to Lincolnshire that could be adopted to bring about improvement? (Does C/Supt Langley have any ideas that were successful in Devon and Cornwall Constabulary?)
- Is the Force making adequate changes to ensure effective operations?

1.15 The National Policing Improvement Agency (NPIA) Volume Crime Manual includes a self-assessment for Division commanders and managers to use as a self-diagnostic health check regarding volume crime practices. This self assessment is available for Members via the Secretariat.

2.0 Background

2.1 Literature review

The purpose of the literature review within the context of this scrutiny is to identify good practice, to identify any national guidelines, to highlight key issues and to avoid duplicating effort. The review involved desk research of the internet (including websites such as the Home Office, HMIC, NPIA, ACPO, the CPS, Audit Commission, Police Professional, Jane's Police Review) and the Force intranet.

2.2 An annotated bibliography of the key documents that relate to volume crime is attached at Appendix 3.

2.3 The NPIA Volume Crime Management Model conducted a review of the highlighted sources (indicated by * in Appendix 3) and concluded that there are a number of common factors which have an adverse impact on performance when investigating volume crime:

- Random response;
- Lack of clarity as to when the investigation process begins;
- Lack of continuity throughout the investigation;
- Confused lines of command;
- Limited and/or inadequate training;
- Inexperienced investigators;
- Excessive workload;
- Lack of managerial support;
- Lack of a performance regime;
- No clear investigative direction given to officers.

2.4 Partner Organisations

There are a number of partner organisations involved in the investigation and reduction of volume crime. The role of partner organisations in relation to volume crime is as follows:

2.4.1 Crown Prosecution Service (CPS)

The CPS was set up in 1986 to prosecute criminal cases investigated by the police in England and Wales. In undertaking this role, the CPS:

- advises the police on cases for possible prosecution
- reviews cases submitted by the police for prosecution
- where the decision is to prosecute, determines the charge in all but minor cases
- prepares cases for court; and
- presents those cases at court.

The Crown Prosecution Service decides whether there is enough evidence to take a case to court, and whether it would be in the public interest. After the decision to prosecute has been taken, the CPS employs the lawyers who represent the prosecution at court.

Source: <http://www.crimeinfo.org.uk/dictionary/>

2.4.2 Lincolnshire Criminal Justice Board (LCJB)

The LCJB includes representatives from Lincolnshire Police, the Crown Prosecution Service, Her Majesty's Courts Service (Magistrates' Courts and Crown Court), Lincolnshire Youth Offending Service, National Probation Service and Lincolnshire's Her Majesty's Prison Service.

2.4.3 These agencies work together to improve and maintain a high quality of life in Lincolnshire and to make the local communities they serve, feel safer, stronger and satisfied with the Criminal Justice System. The Board's aim is to improve public confidence in the Lincolnshire Criminal Justice System, including the confidence of ethnic minorities, and to increase year-on-year the satisfaction of victims and witnesses, whilst respecting the rights of defendants.

2.4.4 Lincolnshire Youth Offending Service (YOS)

The YOS is a County Council service. The purpose of the YOS is to

- Prevent crime and reduce the fear of crime
- Identify and deal effectively with young people who commit criminal offences
- Reduce re-offending.

2.4.5 Probation Service

The National Probation Service for England and Wales (NPS) is a law enforcement agency which supervises offenders in the community – those subject to a court order and those released on licence from prison.

2.5 National issues

Issues relating to file quality are not limited to Lincolnshire Police; they are widespread across the country and acknowledged in the Crown Prosecution Service 'Narrowing the gap' publication.

2.6 The chart overleaf illustrates the criminal justice process and gives an indication as to the reasons why cases fall out of the system⁷.

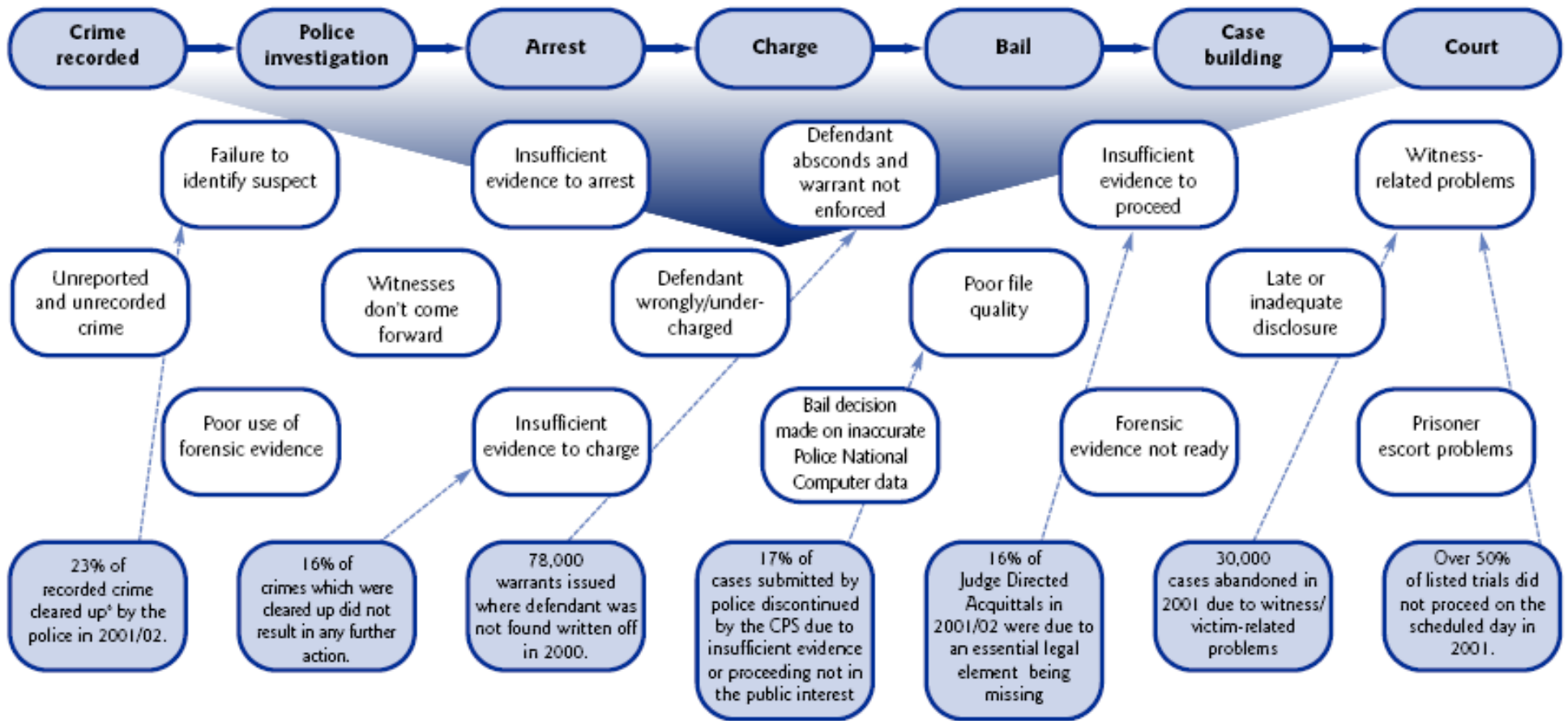
2.7 ACPO published the Volume Crime Management Model in 2006 and the driving factors behind this development included concerns about falling detection rates, high acquittal rates, and 'leakage' or 'attrition' at key points in the investigative process.

2.8 It has been acknowledged⁸ that the problems have been put down partly to a decline in the investigative skills, knowledge and experience of frontline officers but also exacerbated by shortcomings in supervision and quality control.

⁷The recent Audit Commission report, *Route to Justice*, assesses some of the blockages in the system, which may cause a case to fail, while the Criminal Justice White Paper, *Justice for All*, provides further analysis of why an offender may not be brought to justice.

⁸ *Narrowing the Justice Gap* (Criminal Justice Service 2001), *Routes to Justice* (Audit Commission 2002) and the *Policing Bureaucracy Taskforce* (O'Dowd 2002).

Figure 1 Criminal Justice Process Chart



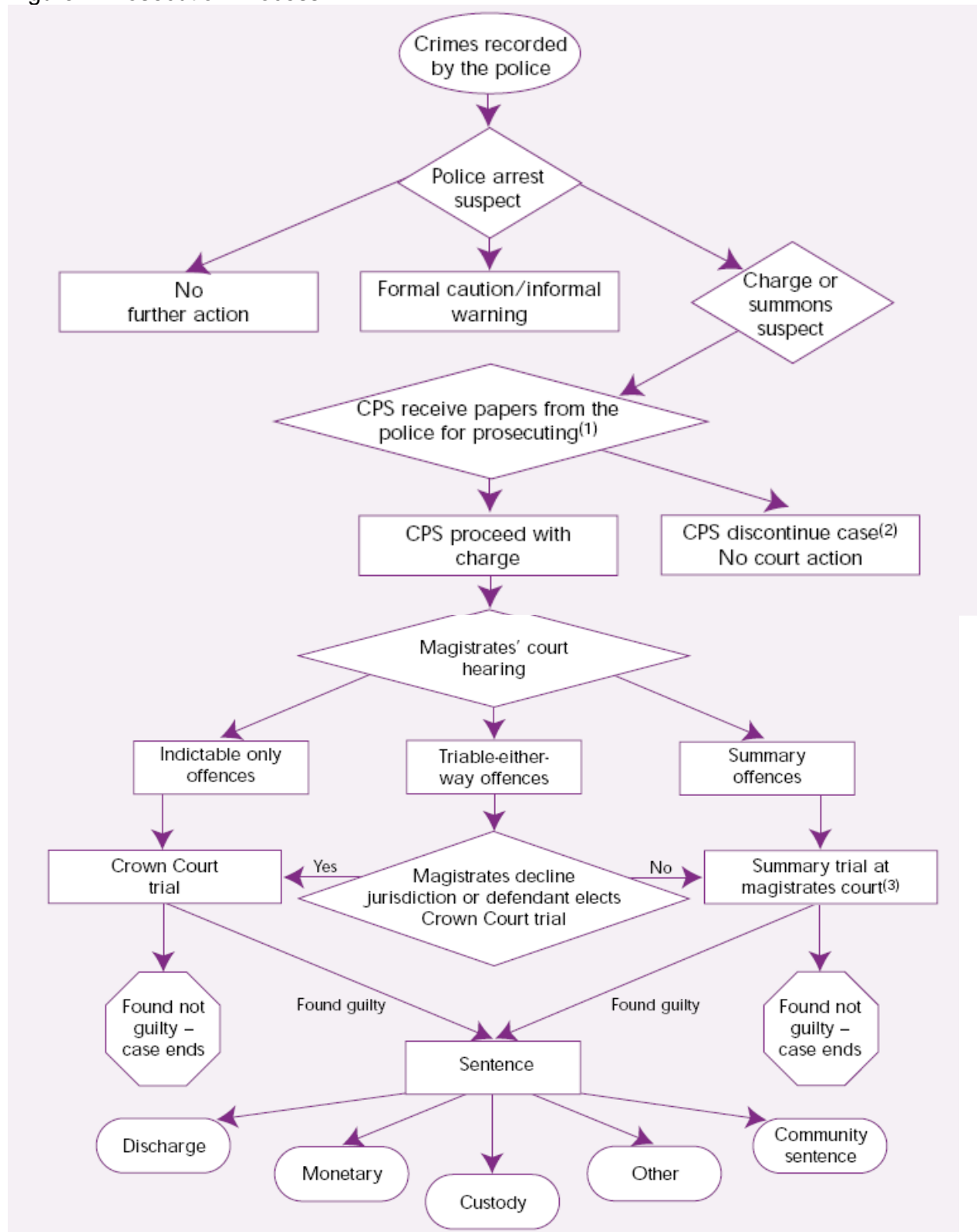
Source: <http://www.cps.gov.uk/Publications/prosecution/justicegap.html>

3.0 Processes and Procedures

3.1 Prosecution Process

An overview of the prosecution process is also shown below:

Figure 2 Prosecution Process



¹ this also includes the CPS Charging Unit

Source: Home Office, *A Guide to the Criminal Justice System of England and Wales*
 Available at <http://www.homeoffice.gov.uk/rds/pdfs/cjs2000.pdf>

3.2 Once a crime is reported, the Force has carried out investigations and if a suspect is arrested; a decision is made, based on the available evidence, to take the next possible steps:

- | | |
|--|--|
| 1. No further action: | Suspect is released and no further police action. |
| 2. Bail to return to the police station: | Due to further enquiries needing to be made or the requirement for referral to others for decision. |
| 3. Caution: | Formally cautioned by a senior police officer for the offence, provided certain criteria are met. |
| 4. Summons: | Informed that the person will be summoned to appear at Court at a later date. |
| 5. Charge: | Charged with the offence and either released on bail to appear at Court at a later date, or kept in custody to appear at the next available Court. |
| 6. Conditional Caution | If a suspect meets the criteria a conditional caution may be administered. There are presently 3 types of condition. Compensation, Drugs referral and alcohol referral. Any of these may also have a restrictive condition added but a restrictive condition cannot be imposed in isolation. |
| 7. Youth disposals of reprimand | Where a youth has no previous convictions or reprimands a reprimand may be administered. This is the equivalent to a caution for an adult. |
| 8. Youth Final warning | This is the second stage of out of court disposals for youths. Following a reprimand, for a second offence a final warning may be considered. The YOS team will conduct an assessment and may undertake some additional work with the young person. |

Source 1- 5 : ACPO Volume Crime Manual
http://www.acpo.police.uk/asp/policies/Data/volume_crime_manual.doc

3.3 If the Force believes that there is sufficient evidence to charge the suspect, the police cannot charge until a CPS prosecutor has reviewed the case file and decided on the correct charge. The police forward the case file, which includes witness statements and other evidence, to the Crown Prosecution Service. In most cases of volume crime, the case files require clearance by the CPS lawyers – the police can only make a sole decision on low level, minor crime types such as drunk and disorderly.

3.4 Once a suspect has been charged they must appear before a Magistrate's Court. The police have to decide whether to release the suspect on bail or be taken to court in custody. In England and Wales a person is innocent until proven guilty in a court and so should not be kept in custody before trial unless there are good reasons for doing so.

3.5 The CPS is the independent public authority responsible for prosecuting people in England and Wales who have been charged by the police with a criminal offence. The CPS is responsible for how the case should be conducted, which includes deciding whether the prosecution should continue. The CPS prosecutes on behalf of the public at large and not just in the interests of one person.

3.6 The prosecutor will read the papers in the file and consider the two tests laid down in the Code for Crown Prosecutors, which sets out the basic principles that Crown Prosecutors must follow when making prosecution decisions.

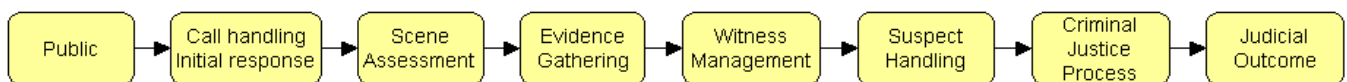
3.7 *Deciding whether to Prosecute*

The CPS prosecutors must first decide whether or not there is enough evidence against the defendant for a realistic prospect of conviction. This means that the

magistrates or jury are more likely than not to convict the defendant of the charge alleged. If there is not a realistic prospect of conviction, the case must not go ahead, no matter how important or serious it may be.

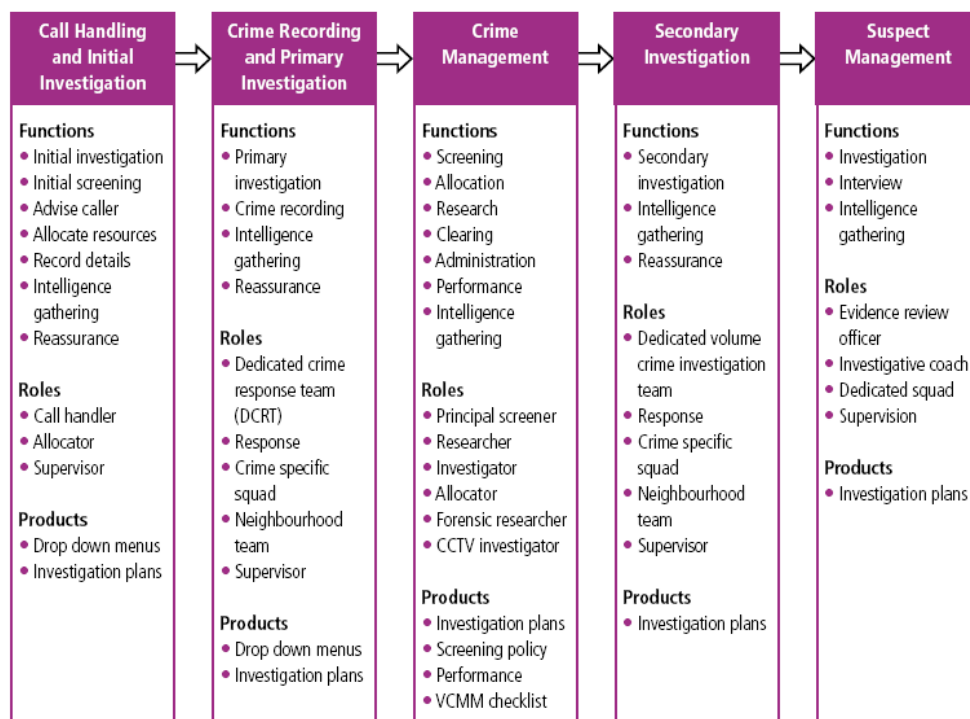
- 3.8 If the prosecutor decides that there is a realistic prospect of conviction he or she must then consider whether it is in the public interest to prosecute the defendant. While the public interests will vary from case to case, broadly speaking the more serious an alleged offence the more likely it will be that a prosecution is needed in the public interest.
- 3.9 On the other hand, a prosecution is less likely to be needed if, for example, a court would be likely to fix a minimal or token penalty or the loss or harm connected with the offence was minor and the result of a single incident.
- 3.10 If a Crown Prosecutor decides that a prosecution should not go ahead, the case will be stopped, usually by what is called 'discontinuance' (after charge). Unless there are special circumstances which mean that it is not appropriate to do so, all concerned will be told the reasons for the decision to stop the case.
- 3.11 A simplistic flow chart of the Volume Crime investigation process is provided below to give an overview of the key stages relating to reporting, detection and finalisation within the Force.

Figure 3 Flowchart of Volume Crime Investigation Process



- 3.12 The NPIA provides the following *Volume Crime Management Model* that focuses on the process from the Police Service point of view.

Figure 4 Volume Crime Management Model



3.13 File Quality

File quality is a crucial part of the criminal justice process. If file quality is substandard, i.e. if files are incomplete and are sent back from the local gatekeeper (supervisors on division), the centralised gatekeeper (based in the 2 Charging Units in Grantham and Lincoln) or the CPS lawyer, it is an acutely inefficient use of time and resources as:

- it involves more officer time and effort
- there is duplicated effort from CPS lawyers (as they see the files twice) which increases their workload and results in a back log
- suspects may not be processed as fast
- operationally, it risks having 'cracked or ineffective trials' (a cracked trial happens when a case is concluded without a trial and an ineffective trial happens when a hearing is cancelled on the day it was due to go ahead and has to be delayed to a later date). This has knock on effect with partners (plus staff).

3.14 When the case file is sent to the CPS for consideration, there are three options available to the CPS prosecutor with regard to the next steps:

- a) Decide to Charge
- b) Return the file to the Police for further work
- c) Advise that there is not enough evidence to charge (i.e. the charge is refused or 'no further action' due to insufficient evidence or not being in the public's interest).

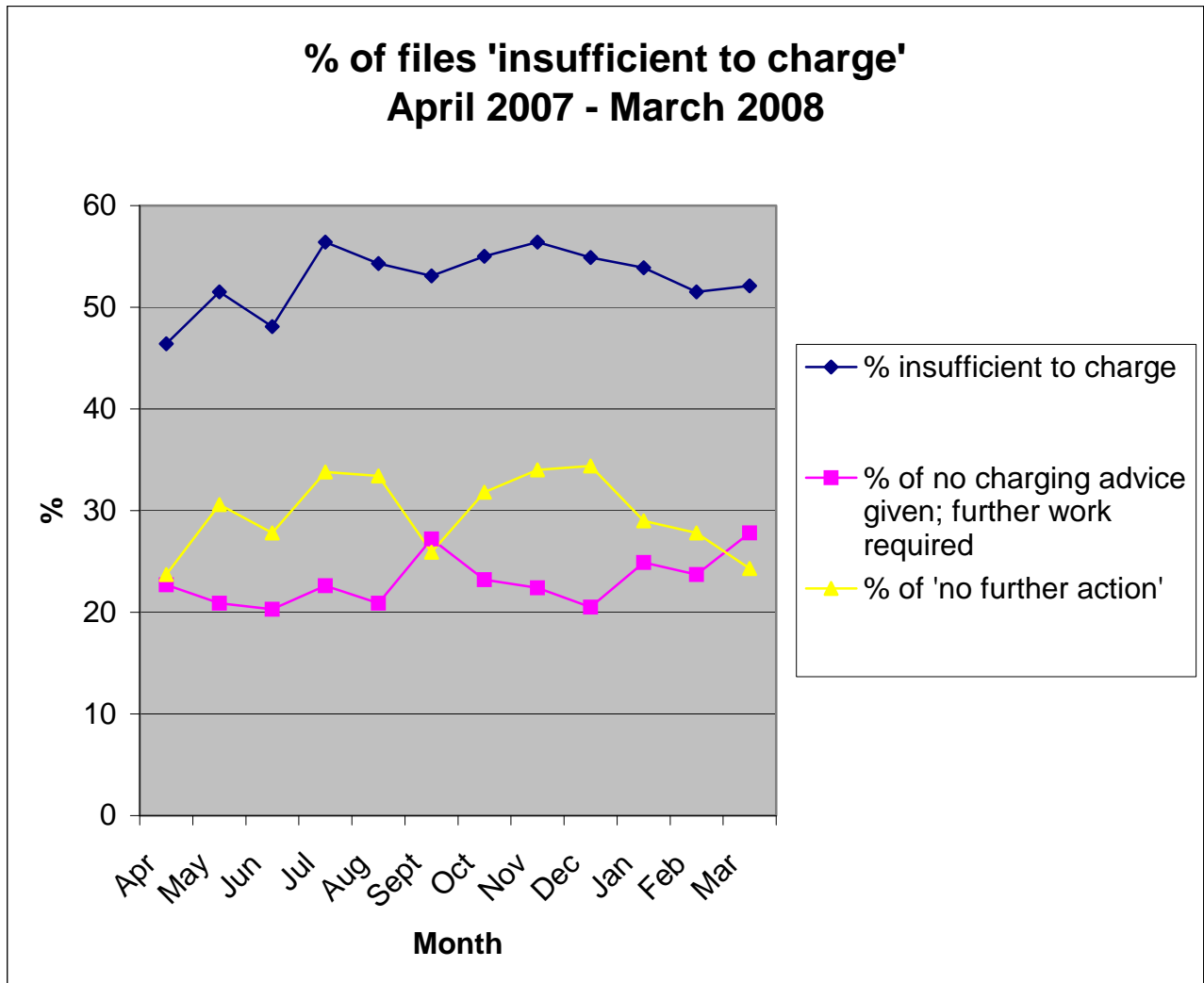
3.15 It is clear to see that the Force would aim to avoid or limit the frequency of options b and c.

3.16 The charts overleaf (figure 5 and figure 6) shows the number of files that were sent to the CPS, the number that were sufficient to charge and more importantly, given the context of this scrutiny, the number that were insufficient to charge (this includes files being returned for further work and those that were insufficient to charge).

Figure 5 Crime File Quality April 2007 – March 2008

	Apr		May		Jun		Jul		Aug		Sep		Oct		Nov		Dec		Jan		Feb		Mar		Total Numbers	Total %
	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%	Number	%		
Total Crime files (MG3) received in Charging	291	100	343	100	280	100	328	100	320	100	294	100	380	100	317	100	288	100	265	100	266	100	259	100	3631	100%
Number/% sufficient to charge	156	53.6	166	48.4	145	51.8	143	43.6	146	45.6	138	46.9	171	45.0	138	43.5	130	45.1	122	46.0	129	48.5	124	47.9	1708	47%
Number/% insufficient to charge	135	46.4	177	51.5	135	48.1	185	56.4	174	54.3	156	53.1	209	55	179	56.4	158	54.9	143	53.9	137	51.5	135	52.1	1923	53%
Number/% of no charging advice given; further work required	66	22.7	72	20.9	57	20.3	74	22.6	67	20.9	80	27.2	88	23.2	71	22.4	59	20.5	66	24.9	63	23.7	72	27.8	835	43%
Number/% of 'no further action'	69	23.7	105	30.6	78	27.8	111	33.8	107	33.4	76	25.9	121	31.8	108	34.0	99	34.4	77	29.0	74	27.8	63	24.3	1088	57%

Figure 6 File Quality



- 3.17 The charts above demonstrates the crux of the issue: on average, the CPS rejects 53% of crime files. This is a poor use of both police and CPS time and resources.
- 3.18 Appendix 4 provides a full assessment of file quality statistics from April 2007 to March 2008.

Recommendation 1
 The Panel recommends that the Force carry out additional analysis to identify any trends, themes or patterns that are linked to poor file quality in order that improvements can be made to reduce the number of files that are submitted to the Crown Prosecution Service and are subsequently returned for further work.

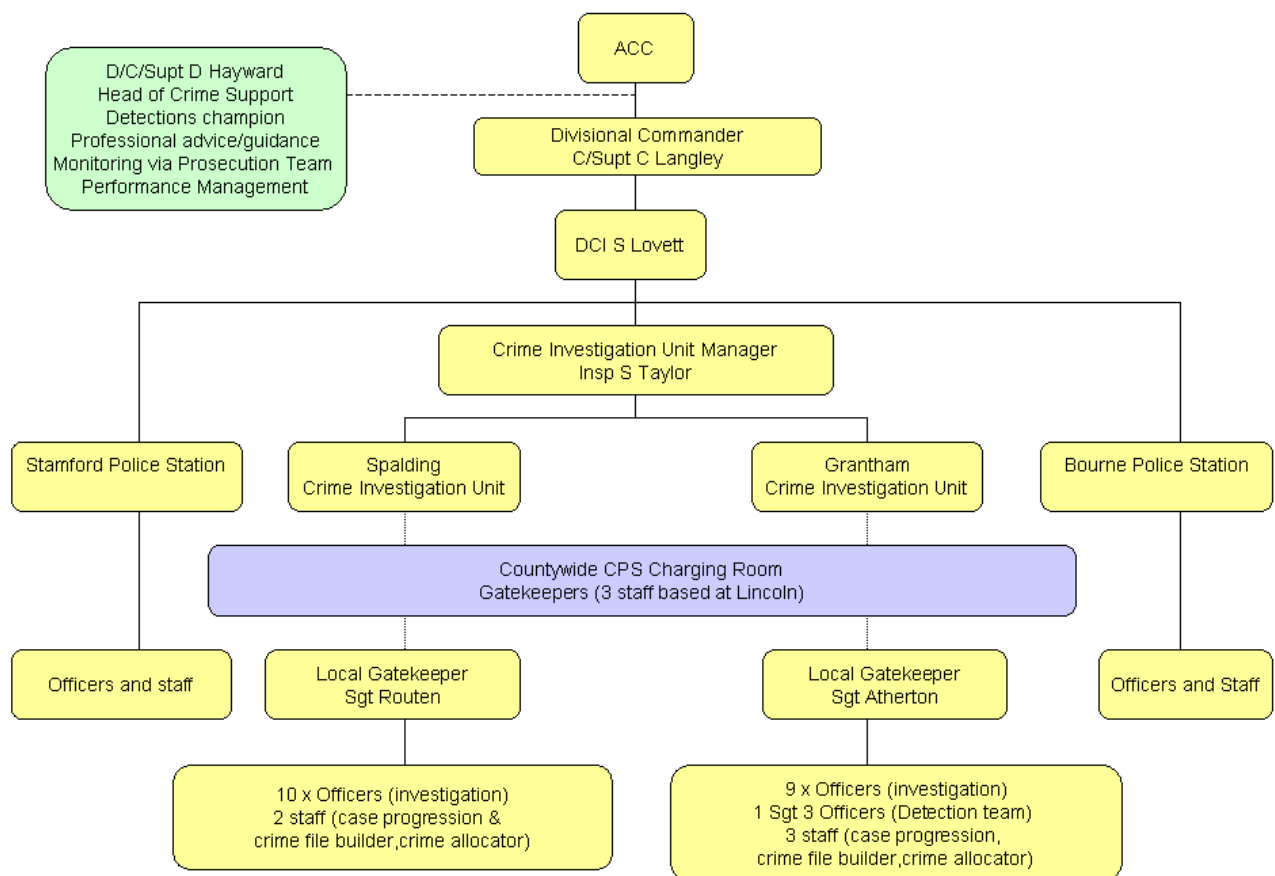
3.19 Process Mapping Divisional Approaches

The Scrutiny Panel has met with representatives from each Basic Command Unit (BCU) to understand the volume crime investigation process and the issues relating to file quality, case preparation and case building in each division.

3.20 South Division

There are two Crime Investigation Units (CIU) in the South that are managed by Inspector Taylor. The structure chart below shows the lines of accountability and the way the Crime Investigation Units are set up in the South.

Figure 7 South Division Volume Crime Organisational Structure Chart



3.21 Further details about the CIU posts are available for Members via the Secretariat.

3.22 The Panel noted that in addition to the countywide 'CPS Charging Room' resource of 'gatekeepers' (3 police civilian staff based at Lincoln) whose role it is to:

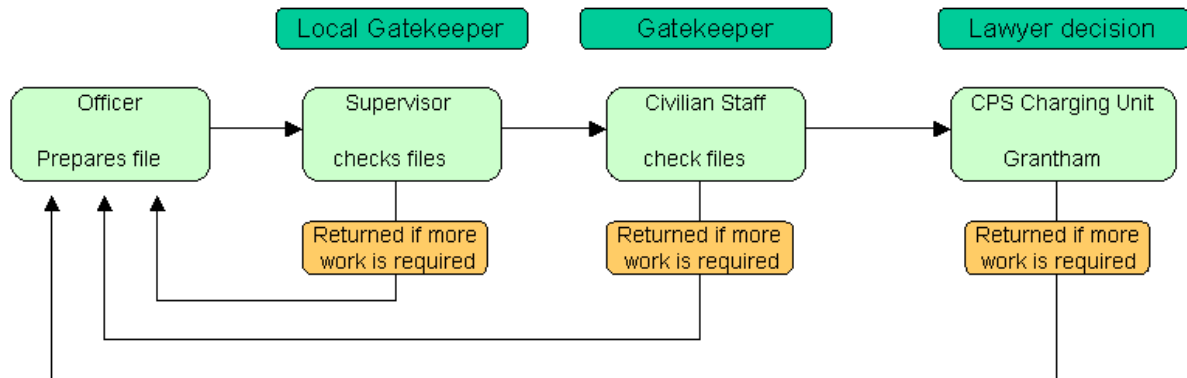
- check crime files from all Force officers involved in the process,
- act as a 'buffer' between the Police and CPS and
- offer advice on files,

the South Division has also developed a 'local gatekeeper' role. Both CIUs in Grantham and Spalding have developed a filtering process whereby two sergeants (known as 'local gatekeepers') check the crime files for quality and give advice and suggestions to officers for any improvement. The aim of the local

gatekeeper is to reduce the number of files being returned from the centrally based gatekeepers and ultimately the CPS lawyers for more work.

3.23 The specific process relating to file checking in the South is as follows:

Figure 8 – South Division File checking process



3.24 When building case files, officers have access to legal databases to check the case law and latest legislation.

3.25 The local gatekeepers assess the files to ensure they are in good order and check that they pass two quality standards tests (the threshold test and full code test). Gatekeepers in South implement the ‘get it right or get it back’ approach.

3.26 The South Division consider that their ‘local gatekeeper’ system demonstrates efficiency and value for money as the role encompasses both gatekeeping and managing/co-ordinating the CIU of 10 – 12 staff.

3.27 The local gatekeepers only deal with certain files and offences, not all cases. The Force’s Criminal Investigation Department (CID) deals with complex cases; the department includes specialist roles to build files. CID files account for approximately 5% of the overall files put through to CPS.

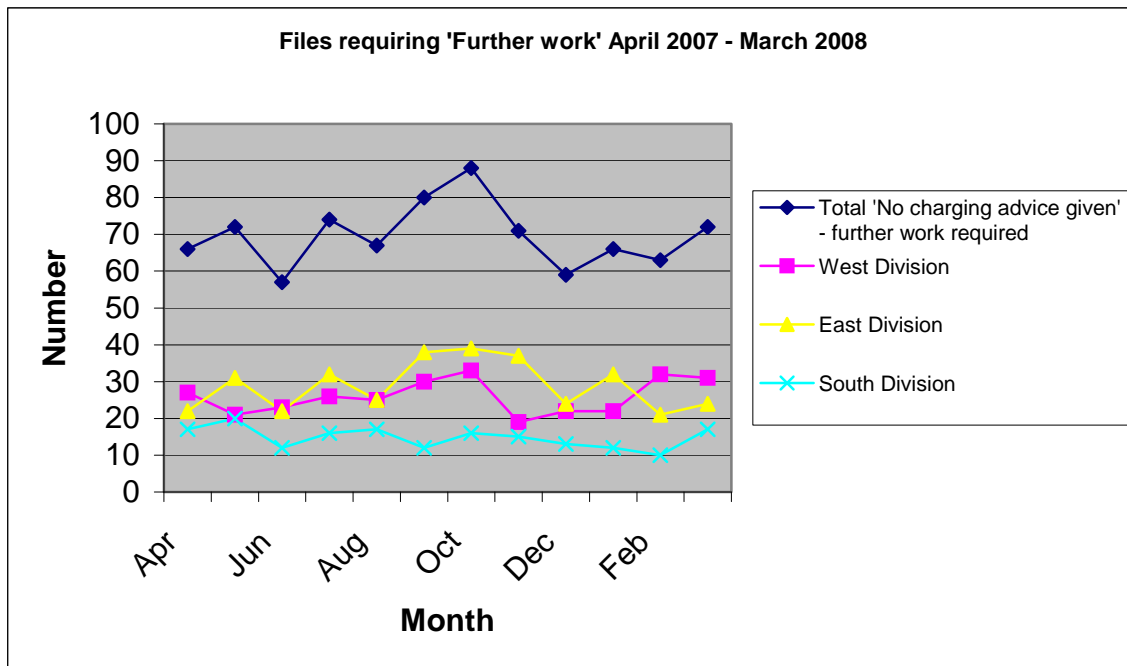
3.28 Officers in the South division explained to the Panel their interpretation of success criteria of the ‘file quality process’ in South, this included the need to have:

- the right staff in the unit (with the appropriate skills)
- local gatekeepers in place to filter files
- staff who are appropriately trained, mentored and involved.

3.29 Good practice

The Panel noted that the local gatekeeper filtering process in the South division is working and performing well (as highlighted in the line graph overleaf) and it is recommended that the Force consider sharing this good practice with the other divisions.

Figure 9 – Files requiring 'Further Work' April 2007 – March 2008



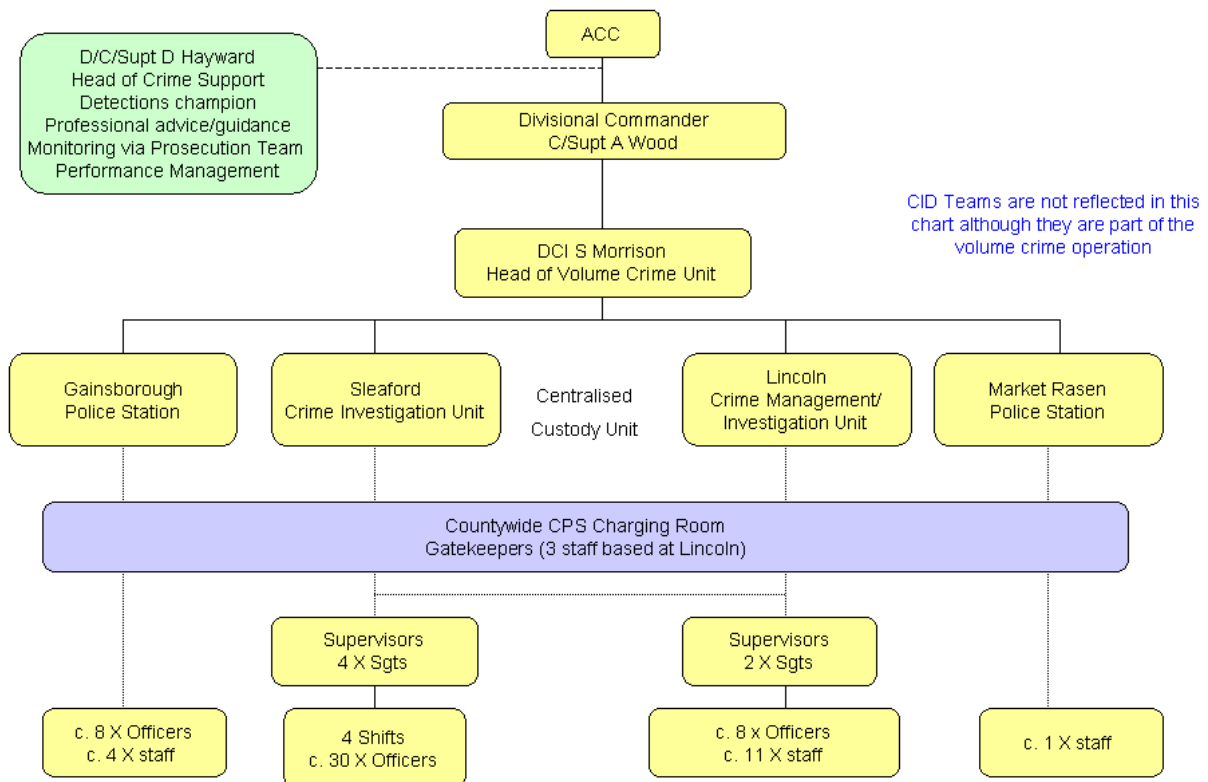
Recommendation 2

The Panel recommends that the Force consider sharing the good practice identified in the South where appropriate in the East and West Divisions.

3.30 West Division

The Panel met with representatives from the West Division to understand how the division approaches volume crime management. The NPIA Volume Crime Management Model suggests that good practice would involve the use of a specialised volume crime unit. In 2003, the West division was restructured and resulted in a centralised custody facility based at Lincoln, a Crime Investigation Unit at Sleaford and a Crime Management/Investigation Unit in Lincoln.

Figure 10 West Division Volume Crime Structure Chart



- 3.31 The Panel noted that Lincoln Crime Management/Investigation Unit consists of a total (including CID) of about 50 staff, headed up by DCI Morrison. However, despite this relatively large number of staff, the unit faces challenges as the staff change on a regular basis due to the unit taking recuperating officers. This can be limiting due to restrictions in function, restrictions in hours and has an effect on the continuity of cases.
- 3.32 It was also noted that when the Force deal with *serious* crime, investigations are planned, methodical, structured, well timed/resourced with effective training and supervision, and as a result the file quality is of a high standard. However, with regard to volume crime, there is less time and fewer resources. This is a challenge to the Force not only in terms of reducing and investigating crime but also in terms of maintaining a satisfactory level of victim/users' customer satisfaction.

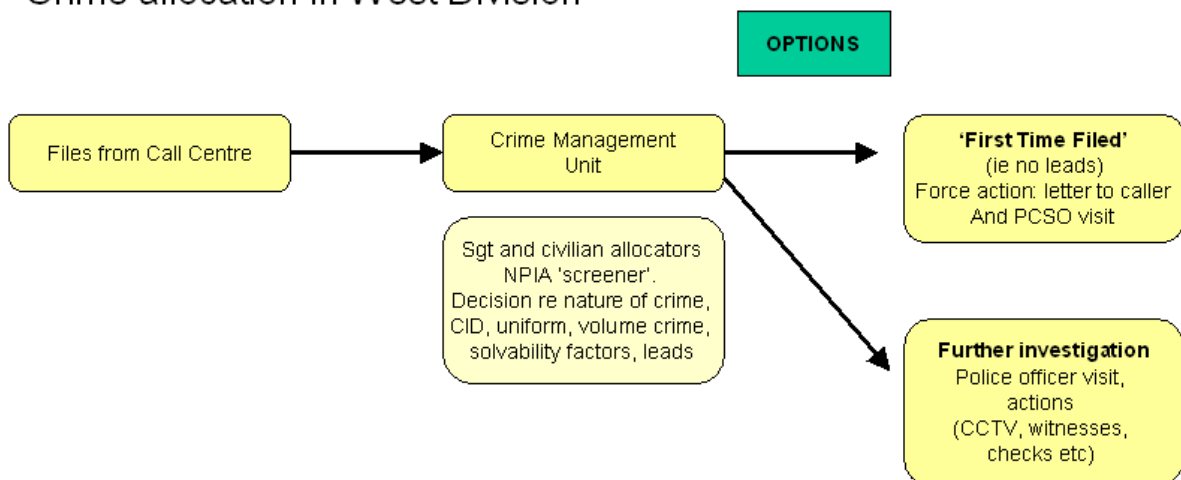
3.33 Example: Vehicle Crime

- In the West division, there are approximately 4 – 10 vehicle crime incidents to deal with on an average day. The volume of the incidents is a challenge to the Force as the administration associated with the incidents is time consuming and resource intensive. The 'firefighting' approach makes any effort for improvement a difficult one.

3.34 In the West, a decision was taken about how crimes are allocated. When the crime management unit receive a file from the call centre, a sergeant or civilian allocator carries out a 'screening' procedure to determine the next steps of the process, to deploy resources and pursue further investigation or not. The flow chart below gives a basic overview of the process.

Figure 11 Flow chart to illustrate crime allocation in the West Division.

Crime allocation in West Division



3.35 DCI Morrison explained that there were process and system improvements that could be implemented. He highlighted an outstanding issue in relation to the 'Files from Call Centre' that comprise the following concerns:

- The call may not actually be a crime and should never have been allocated as a crime.
- The call may have been recorded as a crime initially, but after investigation, determined that it was not a crime.
- The call taker has not received any specific training about the process of crime investigation (such as the PIP) or is aware of the geography of Lincolnshire.

There is also an unresolved question about training PCSOs in recording and investigating crime – would this be a useful or potentially damaging action to take.

Definitions

Queries/Incidents/Crimes

- Queries - not every query into the FCCC is allocated an incident number. Call takers decide if the call is an incident or a crime or neither.
- Incident Number – an incident number is created for every incident into Force. The Operational FCCC Inspector monitors incidents.
- Crime Number – a crime number is established if it is considered to be a crime, then it is recorded on the Force's Crime Information System (CIS). The Call takers decide if a query or an incident is a crime. Sometimes, a query can be added to the CIS directly as a crime.

- 3.36 The Panel recognise that there is a major issue relating to the early stages of the volume crime investigation process. This relates to the question ‘who is deciding if the query is an ‘incident’ or ‘a crime’? The answer is a number of different roles, including call takers in FCCC, PCSOs, Officers, Traffic Wardens and Town Enquiry Officers. There is a need for the decision makers to have the appropriate experience/expertise and effective supervision to ensure that the judgement is right. Unfortunately, the issue is compounded by the high turnover of staff in FCCC and the demand/pressures on FCCC civilian supervisors. The Force is aware of this issue and Supt Ginty has carried out work in this area.
- 3.37 The NPIA Volume Crime Management Model cites research from the Office for Criminal Justice Reform⁹ that states that the skill level of call takers should be at Professionalising the Investigation programme (PIP) level 1.

Recommendation 3

The Panel recommends that the Force consider delivering training for call takers to Professionalising the Investigation Programme (PIP) level 1 or equivalent.

3.38 Good practice

The panel noted an approach used at the West Division regarding updating crime information on the CIS. Officers are asked to update electronic records, not paper records, as any follow up queries from the public can be answered quickly through an easy check on the CIS which is not only timely but also auditable.

Recommendation 4

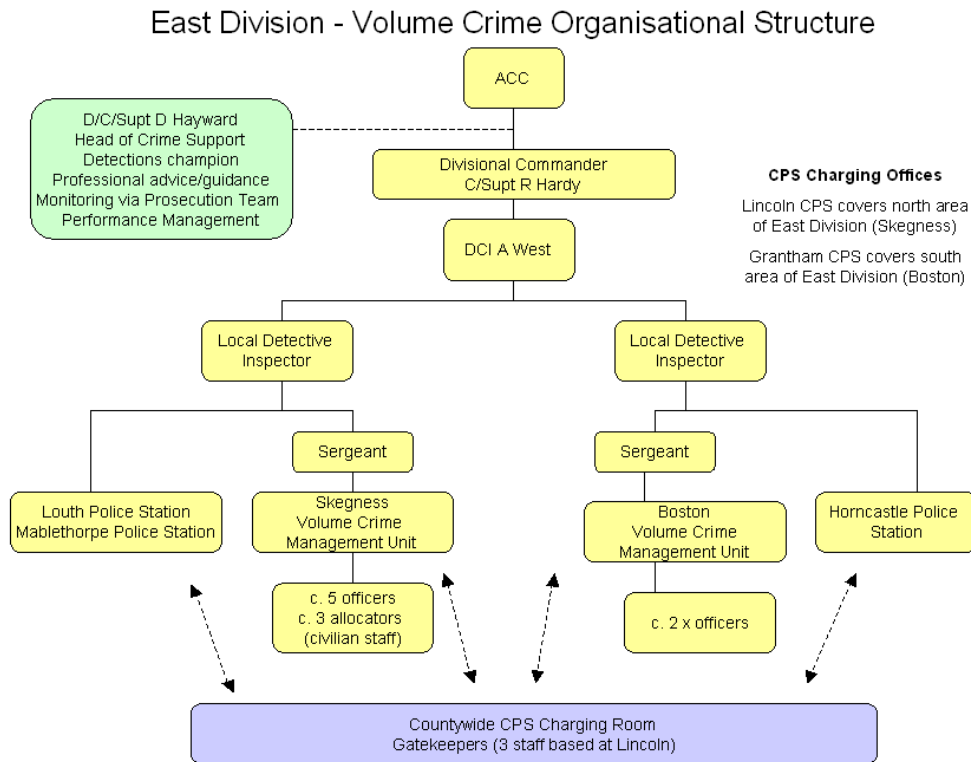
The Panel recommend that the Force consider sharing and implementing good practice regarding the electronic updating of crime information on the Crime Information System (CIS) across the Divisions.

⁹ Office for Criminal Justice Reform (2006) Redefining Screening

3.39 East Division

The Panel met with DCI West who gave an overview of the processes and concerns in the East Division. There are two Crime Management Units in the East that are managed by two local Detective Inspectors with Detective Chief Inspector West having overall responsibility for this section. The structure chart below shows the lines of accountability and the way the Crime Management Units are set up in the East.

Figure 12



3.40 The Panel noted with concern that there are no centrally provided CPS resources in the East Division. The north part of the division relies on the Lincoln CPS Charging Office and the south part of the division uses Grantham CPS Charging Office.

3.41 The East Division is moving towards the West Division model but faces challenges in implementing the model as West Division has only one central administration, whereby the demography in the East means that there is a need to run two units at Skegness and Boston. Neither units have CJIU or CPS staff on site and the Division faces significant issue because of this. The implementation of the 'gatekeeping' approach is in its infancy at the East Division.

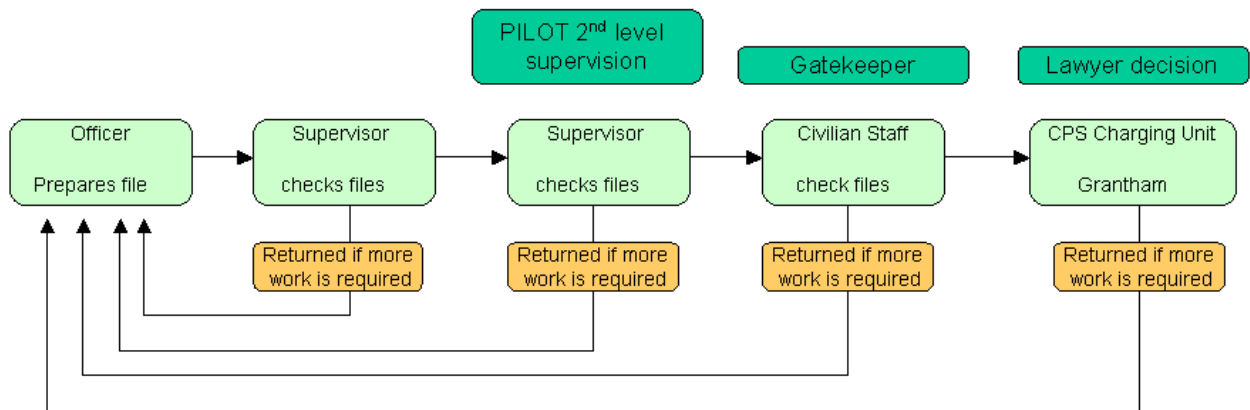
3.42 In addition, the Panel noted that the Division faces two major issues in relation to levels of supervision.

- The East Division currently has the lowest rates of supervision (1:22 or 1:23) across the force.

- A recent audit showed that only 1 crime report in 30 was properly signed by a Sergeant. There are similar issues relating to crime files and supervision on the front line.

3.43 In acknowledgement of a supervision (poor standard of files) issue that exists in the Boston area, the Division has introduced a pilot scheme to address the concerns. As such, the Division is monitoring the impact of a second level of supervision as illustrated below, to check files and minimise wastage.

Figure 13 File checking process in East Division (Boston)



3.44 The NPIA Volume Crime Management Model is not fully implemented in the East and this is a concern to senior staff in the Force.

3.45 The Panel were particularly concerned about the issues that the East Division face compared with the conditions in the West and South Division. As illustrated above, the East experience distinct problems relating to:

- the gatekeeping approach not being well developed,
- poor levels of supervision,
- two charging stations,
- the use of two CPS charging units and
- resourcing constraints.

The above issues are compounded by the geography and demography of the East Division.

3.46 The Panel expressed concern that a combination of these issues had resulted in added difficulties in addressing Volume Crime management in the East.

4.0 Management Arrangements

- 4.1 The Assistant Chief Constable (ACC) provides the overall strategic lead for Volume Crime and takes overall responsibility for this business area. Divisional Commanders are held to account for BCU performance in relation to volume crime in their sectors.
- 4.2 The Head of Crime Support, D/C/Supt Hayward is the Force's detections champion and has a role to monitor and improve performance relating to volume crime through the Prosecution Team Performance Management (PTPM) meeting held on a monthly basis. The PTPM is a joint meeting with the CPS and includes the review of performance data (provided by the LCJB) as part of its remit; the group's terms of reference are provided at Appendix 5.
- 4.3 The group has recently refreshed their agenda and have implemented some improvements such as transferring all serious crime out of the charging centres to the central unit in Lincoln (based at Crosstrend House, Newport, Lincoln) and providing the Divisions with a single point of contact at the CPS.
- 4.4 There are also plans in place to review the performance data in conjunction with the Force's Performance Management department to make the data more meaningful and useful to Divisional Commanders. The Panel agree that this review is necessary and would recommend that it would be useful to include consideration, where appropriate, of the number of crimes and the number of offenders in relation to the existing performance data. This will provide a context in order to make judgements about performance and how to manage improvements.

Recommendation 5

The Panel support the review of PTPM performance information and recommend that the number of crimes and the number of offenders are included as part of the analysis.

- 4.5 The Head of Crime Support does not have any direct line management responsibilities in relation to volume crime, although the role has overall responsibility for the Professionalising the Investigation Programme. The role also provides professional advice and guidance to senior staff at HQ and on division.
- 4.6 There are a number of management issues that are common to all the Divisions that require resolution if improvements are to be sustained. These relate to:
- Corporate approach
 - Training
 - Supervision
 - CPS capacity

4.7 Corporate approach

At present, there is a lack of a corporate approach to managing volume crime over the three Divisions e.g. differences in the implementation of local gatekeepers, structures of Crime Management Information Units, supervision policy and job role/job descriptions/salaries. This may be due to the variation in levels of criminal activity and the geography/demography of each division, but the

inconsistent approach makes strategic management and continuous improvement difficult to implement.

- 4.8 The Panel understands that the Volume Crime Management Model suggests one large centrally based unit from which volume crime is managed, however, this would not be appropriate to a rural county such as Lincolnshire. There are two charging stations in both East and South Division at present and there would be major travelling/timeliness issues if there were a move to one centralised unit in each Division.
- 4.9 However, the Panel and Force agree that corporacy is vital to the successful development of volume crime. The Sustainable Funding Project Option 4 (the contracted district model) provides the detail about how the Force would create a corporate crime management approach across the Force with the development of specialised units. It also enables the Force to fulfil its commitment and responsibility to the Victim's Charter. Option 4 suggests that the volume crime management model be aligned to the seven District Councils with a Chief Inspector in place in each area to take responsibility for all resources based in their district.
- 4.10 The Force acknowledges that efforts should be made to equalise the three levels of performance across the Divisions in relation to volume crime. If the funding decision results in a reduced amount of financial support than originally planned for, it is anticipated that a smaller corporate crime management system would be implemented accordingly.
- 4.11 The Panel would suggest that the Force review their approach to managing volume crime to consider if a holistic approach to the crime process is required (models from South Yorkshire are available).

Recommendation 6

The Panel recommend that the Force introduce a corporate approach to managing volume crime that is commensurate with the outcome of the sustainable funding decision.

4.12 Training

As previously highlighted, the lack of crime training can lead to poor investigation, poor file preparation and poor levels of confidence in staff. The Force acknowledges that there has been a lack of crime training over a significant period of time and that despite being resource intensive, it is a crucial requirement.

- 4.13 The Force is in the early stages of implementing the Professionalising the Investigation programme (PIP). The scheme is a national programme that was initiated in the Force in November 2007. The aim of the programme is to improve the investigation process at all levels within the force. The programme sets out to provide investigators with the skills and knowledge they require to conduct investigations in a competent manner, inspiring confidence in the investigator and the wider criminal justice system. The PIP programme will clearly have an impact on the investigation skill level and performance of officers.

- 4.14 The Panel noted that there is no corporate approach to training student officers with regard to file quality. Gathering evidence is a key skill and at present, for example in the South Division, students spend just one day at the CIU. This has been highlighted to senior managers in the Force with a request for officers to receive a minimum of a six-week attachment to receive solid training. Although this would require a significant investment in the short term, it would lead to a more efficient system of processing files in longer term.
- 4.15 It is suggested that student officers receive training that would demonstrate the types of evidence officers should be capturing and the implications of not getting it right. In order to further support the training, it is vital that sergeants are approachable and able to give informal advice and guidance to inexperienced officers.
- 4.16 The Panel noted a particular issue that was highlighted during the initial research that relates to one instance where an officer believed the gatekeeper to be the CPS. This misunderstanding may be an isolated case, but the Panel suggest that further 'reality checking' is carried out to ascertain if there is a fundamental gap in officers' training.
- 4.17 Despite the PIP programme being in place to address some aspects of these gaps in training, the Panel recommend that the Authority receive regular update reports on the volume crime related training plans that the Force implement. The Panel acknowledge that the outcome of the Sustainable Funding Project will determine the type and extent of training delivered.

Recommendation 7

The Panel suggest that the Authority monitors the Force plans to deliver additional training related to volume crime.

4.18 Supervision

Linked to effective training is the need for effective supervision as a means to ensure good file quality. As highlighted in the Sustainable Funding Project 'Case for Change' document, there are currently low levels of supervision in the Force, which means that files are not being routinely checked for quality. Ultimately the inadequate levels of supervision lead to inefficiencies in that resources and time are wasted.

- 4.19 The Panel noted that officers who are not preparing files on a regular basis become de-skilled and ineffective (e.g. response and patrol officers). Quality assurance is a difficult process to achieve involving time to check work and ensuring skills are at appropriate standard (although the PIP scheme assists with this).
- 4.20 The Panel also noted that there were some issues with newly promoted, inexperienced Sergeants who are often learning on the job and unwittingly passing on their failings to others.
- 4.21 The NPIA Volume Crime Management Model advises that 'once the investigation plan has been set, regular reviews should be conducted by individual supervisors and those responsible for crime management. Time parameters must be specific to the crime and not simply provide twenty-eight day chunks between updates.

Desired disposal outcomes and review periods should be determined at the outset and incorporated in the investigation plan according to crime type. It is necessary to be aware at all times of the need to bring offenders to justice and reassure victims’.

- 4.22 The ACPO Investigation of Volume Crime Manual details the role of first line supervisors (normally Sergeants) to ‘ensure that crime recording procedures are accurate and ethically sound and that all crimes are fully investigated before finalisation. Supervision must ensure that investigators are given sufficient time to conduct enquiries and that individuals are given the training, support and guidance necessary to enable them to fully develop their investigative potential. Sergeants should understand that the role of crime desks in respect of volume crime investigation is an administrative one; they are not the supervisors of investigators and sergeants must not place supervisory responsibilities on crime desk staff’.¹⁰
- 4.23 The ACPO manual continues to explain that second line supervisors, normally Inspectors, are also an important part of the process. Their role includes the responsibility for ensuring the quality control of all aspects of the crime investigation process by utilising an agreed dip sampling process. This process should include a physical check on the quality, accuracy and ethics of crime recording, as well as contact with victims to ensure the appropriate quality of service is being delivered.
- 4.24 The Sustainable Funding Project recognises the need for improved levels of supervision. The Panel also acknowledges that capacity issues and workload pressures are related to the current situation of inadequate supervision. Without adequate supervision, the Force will struggle to improve the quality of files submitted.

Recommendation 8

The Panel recommend that further work is undertaken to improve the Force’s approach to supervision and that the opportunity to implement change is accepted, to a lesser or greater extent relative to the sustainable funding bid.

4.25 CPS Capacity

The CPS Pre Charging Advice Scheme was piloted in Lincolnshire in June 2004 and became a statutory scheme in Autumn 2005.

- 4.26 The Panel noted that the CPS Pre charging advice scheme is facing significant capacity issues and are struggling to cope with the volume of demand from the Force. The Force have been in discussion with the CPS and unfortunately, there is no additional ‘lawyer time’ available.
- 4.27 The less efficient filtering from some parts of the Force compounds the problem of the limited lawyer time available and results in a system that is overburdened and inefficient.
- 4.28 The Force also face frustrations in that Lincolnshire based CPS lawyers work Monday – Friday 9.00am – 5.00pm. When CPS advice is required out of office

¹⁰ ACPO (2002) Investigation of Volume Crime Manual p 28

hours, officers have to use a national telephone system called CPS Direct, whereby officers have to wait for lawyers to read files before advice is given.

- 4.29 As stated earlier in the report¹¹, there are no centrally provided CPS resources in the East; the north part of the division relies on the Lincoln CPS Charging Office and the south part of the division uses the very recently developed Grantham CPS Charging Office. Although the CPS has a long-term vision to address this issue and develop the CPS services in the East Division, there are no plans to create a distinct CPS Charging unit in the foreseeable future.
- 4.30 Members will note that indictable only cases go to the CPS for review and not through the Charging Units.
- 4.31 There is a commitment from both the Force and the CPS to address the geographic challenges that Lincolnshire faces through the increased use of technology such as video conferencing.

4.32 Possible Resolutions

During the course of the scrutiny research, the Panel noted that there are a number of ways that Forces can improve their approach to volume crime. The NPIA Volume Crime Manual provides a model for Forces to adopt, however successful implementation is clearly dependent on available resources. The Manual provides 25 recommendations to ensure the effective implementation of the model.

- 4.33 The Panel also noted two specific ways to address the issue of poor file quality that relate to the implementation of a new policy and the introduction of an IT system:
- One potential resolution would be to implement a policy that officers do not leave the custody suite until skeleton files are completed (through the use of admin support and simple, coloured in and out boxes).
 - One other possibility would be to purchase an electronic crime file system (COTS) that provides IT support from the 'cradle to grave' of a crime, which would help to address the issues related to file quality. However, these systems are expensive in terms of cost of software, training and support.

¹¹ Chapter 3 Process mapping in the East Division

5.0 Performance Management

5.1 Police Performance Assessments

For the last two years, the Police and Crime Standards Directorate (PCSD) and HMIC have published Police Performance Assessments. The assessments cover all the 43 regular Forces in England and Wales across seven performance areas and bring together assessments based on data with those based on professional judgement.

5.2 There are two assessments for each component which are then aggregated to form a pair of assessments in each the seven performance areas. The first assessment concerns the performance delivered by a force over the last year. Typically, this judgement is made by comparing the performance achieved by a force to that achieved by a group of similar forces (peers) in the previous year of assessment. Police forces are not identical but this 'like for-like' comparison helps identify any forces which are performing better or worse relative to their peers. For each performance area, four 'delivery' grades are possible:

- *excellent* - if a force performs significantly better than its peers;
- *good* - if a force performs better than its peers;
- *fair* - if force performance is similar to its peers; and
- *poor* - if a force performs much worse than its peers.

5.3 A second assessment is made on direction by comparing the performance of a force in one year to that achieved by the same force in the previous year. For each performance area, three 'direction' grades are possible:

- *improved* - if performance is much better than previously;
- *stable* - if performance is much the same; and
- *deteriorated* - if performance is much worse than previously.

5.4 As the tables below show, overall, the Force has demonstrated improved performance in relation to investigation volume crime since 2004/05 and 2005/06 when the Force's delivery was assessed to be 'poor'.

Figure 14 Police Performance Assessments 2006/07 (covering period 1 April 2006 – 31 March 2007)

Performance Area	Delivery	Direction
Tackling Crime	Good	Improved
4a Comparative risk of personal crime	Fair	Stable
4b Comparative risk of household crime	Fair	Stable
5b Violent crime rate (excluding harassment PNDs)	Good	Stable
5f Acquisitive crime	Good	Improved
6b Percentage of offences brought to justice	Fair (b)	Stable (b)
7a Percentage of sanction detections	Excellent	Improved

The following comments were made in relation to volume crime; "volume crime investigation has improved, with the rates for both offences brought to justice and sanction detections increasing. Volume crime reduction has remained stable for life-threatening, gun and violent crime, but the acquisitive crime rate has shown a significant decrease".

Source: *Police Performance Assessments 2006/07*

<http://police.homeoffice.gov.uk/performance-and-measurement/performance-assessment/assessments-2006-2007/lincolnshire>

Figure 15 Police Performance Assessments 2005/06 (covering period 1 April 2005 – 31 March 2006)

Performance Areas	Delivery	Direction
Reducing Crime	Good	Improved
Volume Crime reduction	Fair	Stable

Performance Areas	Delivery	Direction
Investigating Crime	Fair	Improved
Volume Crime investigation	Poor	Stable

<http://police.homeoffice.gov.uk/performance-and-measurement/performance-assessment/assessments-2005-2006/lincolnshire>

Figure 16 Police Performance Assessments 2004/05 (covering period 1 April 2004 – 31 March 2005)

Performance Areas	Delivery	Direction
Reducing Crime	Fair	Improved
Reducing Volume Crime	Fair	Improved

Performance Areas	Delivery	Direction
Investigating Crime	Fair	Improved
Volume Crime investigation	Poor	Stable

Source: <http://police.homeoffice.gov.uk/performance-and-measurement/performance-assessment/assessments-2004-2005/>

5.5 HMIC Baseline

HMIC Baseline Assessment is an important strategic-level performance review of policing activity.

5.6 The table below indicates the overall grades and, where applicable, the direction of travel, between 2003/4 – 2005/6. The assessment of Volume Crime fits under the 'Reducing Crime' and 'Investigating Crime' domains.

Figure 17 HMIC Baseline Assessment 2003/4, 2004/5 and 2005/6

HMIC Baseline Assessment Framework	April 2003 – March 2004 ¹²	April 2004 – March 2005 ¹³		April 2005 – March 2006 ¹⁴	
	Grade	Grade	Direction of travel	Grade	Direction of travel
Volume Crime Investigations	Fair	Poor	Stable	Poor	Stable

5.8 Due to the Home Office changes to the performance framework in 2006, the HMIC Baseline Assessment in 2006/07 has been replaced with a thematic approach to inspection that is based on risk. This programme is included in the Police Performance Assessments as a joint approach (with the Police Crime Standards Directorate) to inspection.

5.9 The Inspection Report for 2006/07 assessed the Force to be Fair/Improved in relation to Volume Crime Investigation.

¹² HMIC Baseline Assessment (Revised) Lincolnshire Police, published October 2004

¹³ HMIC Baseline Assessment Lincolnshire Police, published October 2005

¹⁴ HMIC Baseline Assessment Lincolnshire Police, published October 2005

5.10 Information about Force performance monitoring and comparisons with MSG performance is attached at Appendix 6.

5.11 Prosecution Team Performance Monitoring

The LCJB produces a monthly performance information Snapshot document that enables the Prosecution Team Performance Management team (PTPM) to monitor performance of both the Force and CPS. Whilst the PTPM has a primary focus on the performance relating to offences brought to justice, there are 10 other key performance indicators that are monitored. There are two indicators that are of particular significance to this scrutiny; the performance of the Force in relation to 'carried forward' files and the proportion of 'No further action'.

5.12 Carried Forward

The Snapshot includes monitoring information relating to the number of files that are carried forward (i.e. the case files have been rejected by CPS for further investigation or file building and have not returned for a decision to charge or 'no further action').

5.13 The LCJB suggests an acceptable level for ongoing work would be 10 – 20% of monthly receipts with a stable non-rising profile. A high percentage would suggest that cases are not being well prepared prior to consultation with CPS lawyers. In recent months, the Force has shown high percentages of carried forward files¹⁵ (55% in December 2007, 50% in January 2008, 35% in February 2008 and just below 25% in March 2008).

5.14 No Further Action

CPS Lawyers can decide that on consideration of the case file presented by the Force that 'No further action' is necessary i.e. that there is not enough evidence to charge due to insufficient evidence or not being in the public's interest.

5.15 The relative proportion of 'No Further Action' to 'Charge' is monitored via the Snapshot. The expected proportion of 'No Further Action' to 'Charge' is advised by LCJB to be between 1:3 and 1:2. The chart below shows where the proportion was on target or not.

Figure 20 - Proportion of No Further Action to Charges

Month	% NFA	% Charges	Ratio	Target met/not met
April 2007	63	27	1: 2.33	Target Met
May 2007	67	28	1: 2.38	Target Met
June 2007	60	36	1: 1.65	Target Not Met
July 2007	62	32	1: 1.94	Target Not Met
August 2007	60	34	1: 1.77	Target Not Met
September 2007	60	31	1: 1.92	Target Not Met
October 2007	68	29	1: 2.38	Target Met
November 2007	61	32	1: 1.92	Target Not Met
December 2007	54	42	1: 1.30	Target Not Met

¹⁵ The formula to calculate the % is: Carried forward monthly total – Monthly Receipts (number of files received by CPS lawyers) over the Monthly Receipts x 100.

January 2008	64	29	1: 2.18	Target Met
February 2008	48	46	1: 1.05	Target Not Met
March 2008	59	31	1: 1.88	Target Not Met

5.16 The reasons for No Further Action are detailed in the report but the main reasons for lawyers deeming case files to be NFA are:

Essential legal element missing	39.6%
Conflict of evidence	27.2%
Other indictment/sentence	7.4%
Caution more suitable	6.9%
All others	18.9%

NB These figures are based on 419 responses from lawyers over figures from the last quarter December 2007 – March 2008 as cited in the PTPM Snapshot for March 2008.

5.17 NPIA Volume Crime Management Model

The NPIA Volume Crime Management Model provides clear direction with regard to performance management as follows:

‘In order to drive performance regarding crime reduction and offences brought to justice, managers must have a clear understanding of volume crime trends and how to combat specific issues. Establishing benchmarks as part of the operational review will provide a check on performance in tackling volume crime and the effectiveness of the tactics used’.¹⁶

5.18 The areas where benchmarks are required include:

- Number of offences brought to justice;
- Quality of crime reports;
- Turnover rate of investigations from report to finalisation;
- Number of ongoing investigations;
- Officers’ crime loads;
- Cases discontinued by the CPS;
- Attendance at relevant crime scenes;
- Capture of forensic and physical evidence;
- Detections by way of offences taken into consideration.

5.19 National Good Practice

HMIC gave an indication of other forces around the country that are particularly strong and provide examples of good practice. For HMIC’s purposes, volume crime is split into two distinct areas: reducing crime and investigating crime. The national force leaders in these areas are as follows:

Investigating volume crime	Lancashire, North Wales
Reducing volume crime	Northumbria, West Mercia, West Yorkshire

5.20 HMIC highlighted the importance of the NPIA Volume Crime Management Model and provided the following areas of good practice:

- Quick turnaround regarding DNA and fingerprint identification

¹⁶ National Policing Improvement Agency (NPIA) (2006). *Volume Crime Management Model*. P25

- Rapid turnaround of intelligence packs and good analytical work to support arrest teams
- Force champions for particular aspects of volume crime
- ACPO lead on resources for volume crime.

6.0 Funding and Costs

- 6.1 It is hard to quantify the resource implications that relate to file quality as the process from the initial reporting of the crime through to judicial outcome involves many different people and functions across a number of organisations. However, it has been illustrated in this report and in the Force's Sustainable Funding Project that there are major inefficiencies when files are returned for further work or 'no further actioned' (i.e. insufficient evidence or not in the public's interest and the case and charges are dropped). As noted earlier, the average number/percentage of files that are deemed 'insufficient to charge' is 52.9%.
- 6.2 It is also clear to see that additional evaluation is required to understand the reasons why files are returned. For example, to examine the reasons why up to 500 files/month are classed as 'carried forward', meaning that the case files have been rejected by CPS for further investigation, or file building resulting in the suspect's bail being extended in order to implement changes and make improvement.
- 6.3 The Sustainable Funding Project Option 4 provides the detail about the extra resources that would be required to implement a corporate approach. The report states that 22 police officers and 69.5 police staff would be required to deliver improvements in line with the Contracted District Model with regard to Custody Support Units and Crime Management Investigation Units.
- 6.4 Activity Based Costings (ABC)**
ABC is a method of measuring the cost and performance of the organisation based on the detailed analysis of activities carried out. Via the use of computer software it is then possible to track activities within the organisation by creating causal links between the activity and the cost. The model allows costs to be broken down to Division level and the specialist unit (if applicable), thus providing a greater level of management information in the planning and allocation of future resources.
- 6.5 The Force has carried out Activity Based Costing analysis over 14 days in October 2007 for the Crime Investigation and Volume Crime Units. The information gathered in the sample has been added to that obtained from the 2007/8 Basic Command Unit operational officers and Operational Support Department for the annual data return to the Home Office.
- 6.6 The model measures what is being done, not how it is done. Staff record the activity that they believe most accurately describes what they are doing at the time. Activities were recorded on an 80:20 basis, i.e. the activity that takes up the largest proportion of the fifteen-minute time interval, which is the basis of the time record.
- 6.7 The number of officers who completed at least one form is shown in figure 21 overleaf. It should be noted that some officers did not complete forms during the whole sampling period. This was for various reasons including abstractions to major incidents, on non-operational duties, sick leave or annual leave.

Figure 21

Division	No of Officers
East	8
South	20
West	54
Total	82

6.8 In terms of evaluating the analysis in order to extrapolate useful and meaningful information, the analysis is fairly limited given the sample size. However, the highlights from the report (and as detailed in figure 22 below) in relation to file quality are as follows:

- Force wide, paperwork and case file preparation takes on average, nearly 25% of officers' time in the Crime Investigation/Volume Crime Units.
- South Division allocated substantially more time to paperwork and case file preparation (a total of 33%) than the other 2 Divisions (14% in the East and 23% in the West). This perhaps is a result of the South having the lowest rates of files being returned for more work as more time is spent preparing files in the first instance.
- The vast majority of management related activities in the South relate to checking paperwork (supervisory) 6% of the total 7.8%, compared to West 3.9% out of 7.5% and none in the East.

Figure 22 - Activity based costing (crime investigation/volume crime units)

Activity description	Force		East Division		South Division		West Division	
	Hours	%	Hours	%	Hours	%	Hours	%
Incident related								
NAREY ¹⁷ paperwork/case file preparation – other	637.5	12%	24.75	6%	234.5	17%	378.5	11%
Clerical file preparation	656.75	12.5%	31.25	8%	218.75	16%	406.75	12%
All other activities that are incident related	1935.75	37%	174.75	43%	415	30%	1346	39%
Sub total incident related	3230.25	62%	230.75	57%	868.25	64%	2131.25	62%
Non incident related								
Sub total non incident related	1410.5	27%	127	31%	326.75	24%	956.75	28%
Management related								
Checking paperwork (supervisory)	218.5	4%	0	0	83.75	6%	134.75	4%
All other	186.75	4%	40.5	10%	22.5	2%	123.75	3%

¹⁷ NAREY file - Basic initial file that goes to the CPUs under the fast track Narey system. NAREY files no longer exist; the Force is now CJSSS compliant and builds files accordingly.

Activity description	Force		East Division		South Division		West Division	
	Hours	%	Hours	%	Hours	%	Hours	%
activities that are management related								
Sub total Management related	405.25	8%	40.5	10%	106.25	8%	258.5	7%
Other related								
Sub total Other related	183	3.5%	6.5	2%	65.25	5%	111.25	3%
Total hours logged	5,229		404.75		1,366.5		3,457.75	

6.9 The analysis also identifies the activity data in relation to the rank held and provides comparisons with previous years across the Force and Division. There is no additional information that would prove useful or particularly significant in the context of this scrutiny.

6.10 The full Activity Based Costing on Volume Crime report is available via the Secretariat.

7.0 Challenges

- 7.1 It is clear to see from the Sustainable Funding Project that the Force recognise Volume Crime is a key risk area that requires additional resourcing and development.
- 7.2 Depending on the outcome of the funding situation, the Force may face challenges with regard to the allocation of appropriate resources to enable the Force to improve.
- 7.3 Strong leadership and effective management are required to develop and implement plans for future success and stability. The NPIA Volume Crime Management Model emphasises the need for strong support from a chief officer. It also states the need for divisional commanders to undertake the necessary changes to structures and processes to enable implementation and appoint a dynamic and credible project lead in each division to act as the champion for change and tackling volume crime in all aspects of division business¹⁸.
- 7.4 Any changes made to the management of volume crime following the sustainable funding decision will involve significant cultural change to staff practices and responsibilities. The NPIA states that the 'early identification of champions within the force who believe in the improvement to current processes and have the credibility to win over less enthusiastic staff, is an invaluable contribution to change management'.¹⁹
- 7.5 The Force face a challenge to constantly search for and eradicate waste. This can be defined as any activity which consumes resources that are not essential to the delivery of excellent customer service.

8.0 Risks

- 8.1 The risks relating to file quality aspects of volume crime are detailed in the Sustainable Funding Project and are as follows:
- 10 risks related to crime and suspect management
 - 7 risks related to leadership and capacity
 - 23 risks related to investigation of priority crime.
- 8.2 The Force maintains a 'living' risk register that is managed by the Strategic Development Group (chaired by the Deputy Chief Constable). The Group last reviewed the register in October 2007 and the Scrutiny and Audit Committee received this update on 7 November 2007. The Strategic Risk Log does not contain any open risks that relate to Volume Crime.

¹⁸ National Policing Improvement Agency (NPIA) (2006). *Volume Crime Management Model*. P40

¹⁹ Ibid p40

9.0 Recommendations

- 9.1 The recommendations arising from the review of Volume Crime – File Quality are as follows:

Recommendation 1

The Panel recommends that the Force carry out additional analysis to identify any trends, themes or patterns that are linked to poor file quality in order that improvements can be made to reduce the number of files that are submitted to the Crown Prosecution Service and are subsequently returned for further work.

Recommendation 2

The Panel recommends that the Force consider sharing the good practice identified in the South where appropriate in the East and West Divisions.

Recommendation 3

The Panel recommends that the Force consider delivering training for call takers to Professionalising the Investigation programme (PIP) level 1 or equivalent.

Recommendation 4

The Panel recommend that the Force consider sharing and implementing good practice regarding the electronic updating of crime information on the Crime Information System (CIS) across the Divisions.

Recommendation 5

The Panel support that the review of Prosecution Team Performance Management (PTPM) performance information and recommend that the number of crimes and the number of offenders are included as part of the analysis.

Recommendation 6

The Panel recommend that the Force introduce a corporate approach to managing volume crime that is commensurate with the outcome of the sustainable funding decision.

Recommendation 7

The Panel suggest that the Authority monitors the Force plans to deliver additional training related to volume crime.

Recommendation 8

The Panel recommend that further work is undertaken to improve the Force's approach to supervision and that the opportunity to implement change is accepted, to a lesser or greater extent relative to the sustainable funding bid.

10.0 Conclusion

- 10.1 The Panel recognise the severe resource constraints that the Force has faced in recent years. In addition, it has been acknowledged that the outcome of the Sustainable Funding Project will have a great impact on how the Force manages volume crime in the future.
- 10.2 The Panel are aware of the national issues that face both the Police Service and Crown Prosecution Service with regard to file quality.
- 10.3 It is apparent from the file quality data referenced in Appendix 4, that a significant number of crime files are of an inadequate standard and are returned for further work; the implications relating to the continual waste of resources, time and effort is clear.
- 10.4 However, given the common problems highlighted nationally and the funding limitations locally, overall, the Panel has been reassured that the Force are aware of the current weaknesses in the processes and management of volume crime and believe that there is a commitment to address these areas to drive improvement. It is hoped that this scrutiny has gone some way to confirming the critical issues that relate to file quality aspects of volume crime.
- 10.5 The Panel has met with a number of personnel over the last two months and have not only been impressed with the commitment and calibre of Force officers, but have appreciated the full and frank discussions.
- 10.6 The NPIA Volume Crime Manual states:²⁰
'If performance is to be improved, there is a need to manage the way in which volume crime is tackled, with the emphasis being on clarity of role, accountability and output. This should result in increases in sanctioned detections, effective targeting of prolific offenders, improved problem solving and public reassurance.'
- 10.7 The Panel believes that with or without the sustainable funding project resources, there is an opportunity for the Force to review its current practices and implement change in line with the recommendations outlined in this report that will improve the management and quality control of crime files which in turn will ultimately led to improvements in bringing offenders to justice.

²⁰ National Policing Improvement Agency (NPIA) (2006). *Volume Crime Management Model*. P10

11.0 Appendices

Appendix 1	Volume Crime – Scope and Terms of Reference
Appendix 2	Acronyms
Appendix 3	Literature Review
Appendix 4	File Quality Statistics April 2007 – March 2008
Appendix 5	Prosecution Team Performance Management – Terms of Reference
Appendix 6	Force Performance & MSG performance

Appendix 1

Volume Crime – Scope and Terms of Reference

Title

Scrutiny of Volume Crime: File Quality

Purpose

The purpose of scrutiny is to contribute to the achievement and maintenance of high levels of performance, efficiency and effectiveness of the Force and Authority.

The Panel is conducting a scrutiny into Volume Crime due to the following reasons:

- **The Force allocates a significant amount of resources (£20,090,360, around 20% of overall spend) into volume crime.**
- There are a number of considerable **risks** associated with volume crime that are referenced in detail in the Sustainable Funding Case for Change document²¹, in brief they relate to: crime and suspect management, leadership and capacity and investigation of priority crime.
- In previous years (2004/5 and 2005/6) HMIC have considered the Force's **performance** to be Poor in volume crime investigation, but this has improved in 2006/7 to Fair. Despite performance strengthening in this area, there are still some areas that would benefit from closer scrutiny.
- The Force is committed to improving the investigation of crime as evidenced in the **priority** (2007/08) to achieve 14,181 sanctioned detections and a 25% sanctioned detection rate.
- Volume crime, by its very nature has a relatively large impact on **local communities**.
- Volume crime has not been subject to a recent or planned HMIC core **inspection** in the 2007/09 programme.
- In relation to **National policy**, there are two key PSAs for 2008–11 for crime reduction and community safety. Volume crime is highlighted in the Home Office 'Cutting Crime' strategy. ACPO have published an Investigation of Volume Crime Manual.
- In addition, the topic of volume crime is considered to be **strategic and significant**, it will **add value**, it will not **duplicate** any other work, it is an issue of concern to **stakeholders and partners**, it is **timely** and **ethical** and can be effectively **resourced**.

ACPO state that approximately 20% of a patrol officer's time is spent dealing with volume crime. Therefore, it is vital to ensure that this time is used productively and effectively.²²

Objectives

The Panel hopes to achieve the following:

- Examine the ability of the Force to:
 - quality assure crime files (including the quality of file being prepared, the quality of investigation and the quality of prosecution file)
 - monitor progress of investigations and
 - build files to arrest standards.
- Identify any areas of improvement that would reduce the number of files submitted to the Crown Prosecution Service (CPS) that are subsequently rejected²³ (due to poor file quality).

²¹ Lincolnshire Police. (2007) Sustainable Funding: Options for Change – The Business Case. Option 1

²² ACPO. (2002) Investigation of Volume Crime Manual. P7

²³ During the period October 2006 – October 2007, 380 crime files were submitted to the CPS, of these 171 (45%) were returned as there was insufficient evidence to charge the person.

- Carry out process mapping across the three Division of the volume crime investigation process, from report to detection and finalisation. Highlight any good practice, gaps in services, weaknesses in processes or any particular areas for development.
- Consider the role of partner organisations in tackling volume crime (e.g. the CPS) and make any appropriate suggestions for improvement.
- Identify evidence based good practice.
- Ascertain through consideration of activity analysis of Crime Management Units and Volume Crime Units if any recommendations relating to efficiency or productivity can be made.

The Panel is mindful not to duplicate any work detailed in the Sustainable Funding Project (SFP), but will draw on any relevant information contained within this report. The SFP contains a comprehensive assessment of the risks relating to volume crime if no remedial action is taken.

Scope

In order to maximise the benefits from the scrutiny process, the Panel plan to explore the following specific areas relating to file quality issues within the context of volume crime:

- The processes relating to file preparation and file quality (aiming to reduce duplication and minimise the waste of time/efforts/resources).
- Supervision requirements.
- Training requirements.
- Crown Prosecution Service Capacity, how they are affecting the process and the Force's perception of successful prosecution.
- Corporate consistency/Division differences – are the approaches fit for purpose? What are the reasons for them, would a county approach be feasible or desirable?
- Explore timeliness issues of dealing with offenders.

Approach

The Chair of the Scrutiny and Audit Committee, the Scrutiny Panel, Chief Executive, Treasurer and Assistant Chief Constable will confirm the rationale, brief and scope of the scrutiny.

The Panel have considered the following aspects of volume crime in order to assess the specific business area that would benefit from closer scrutiny:

1. The link between volume crime and fear of crime

Investigate the anomaly in the county that the fear of crime is going up but actual volume crime is going down (links to loss of feeling of security, negative disproportionate impact on public perception of safety, lack of reporting crime, communications, highlighting success stories, raising awareness).

2. File quality

Examine the ability of the Force to quality assure the reports of crime, monitor progress of investigations and build files to arrest standards.

3. User satisfaction

Volume crime management relies on a number of different people in the Force at different stages of the process. This can lead to inconsistency in the level of service provided to victims and witnesses.

4. Prolific and other priority offenders

One of the most efficient ways to reduce volume crime is to tackle the prolific and priority offenders. Within the policing environment, it is recognised that a small number of offenders are responsible for a disproportionately large amount of crime.

5. Public access to reporting crime

Scrutinise the access that the public has in reporting volume crime. There are currently a number of routes available; ringing the FCCC, speaking to an officer on the street or in a station or ringing the CJIU. There are issues relating to quality control and consistency associated with this varied approach.

Following the general overview of the processes, issues and current initiatives relating to volume crime, the Panel believe that most benefit and added value can be gained from closer investigation of issues relating to ***file quality aspects of volume crime***.

Methodology

The scrutiny will be carried out using the following methodology:

- Undertake a literature review and conduct desk research.
- Carry out any relevant analysis and assessment of Force performance information and compare performance against peers through Most Similar Forces (MSF) data.
- Research any good practice and take advice from HMIC.
- Identify the processes, issues and areas for improvement through engagement with appropriate Force staff (face-to-face meetings, telephone discussions, email).
- Gather data and consider evidence-based research from Force staff/officers and carry out reality checking in order to produce a report that outlines suggestions for improvement.
- Produce a draft scrutiny report to the Scrutiny and Audit Committee on 31 July 2008. Consider the findings and recommendations from the Panel at the meeting, which will include questions to relevant Force staff (maximum one hour time slot within Committee agenda).
- Arrangement of a follow up meeting 6 – 8 weeks following the Scrutiny and Audit Committee to assimilate and rationalise information following the Committee's consideration of the scrutiny report.

Derivation

- Information and evidence will be sourced from Force staff and officers at both strategically and operationally. On a strategic level, the ACC is the ACPO lead on volume crime; the Head of Crime is the Force detections champion. There are a number of officers with responsibilities relating to volume crime on an operational level, including officers in Crime Management Units and Crime Investigation Units. The Panel will consult with the Officer responsible for producing the volume crime information within the Sustainable Funding Project.
- Consultation with relevant regional and national Force/Authority colleagues.
- Source information through the National Policing Improvement Agency (NPIA) e.g. Volume Crime Management Model.
- Source information through the Association of Chief Police Officers (ACPO) e.g. Volume Crime Investigation Manual.
- Source information through the Crown Prosecution Service.
- Source information through the Her Majesty's Inspectorate of Constabulary (HMIC) (D/C/Supt Tim Stephens lead staff officer on volume crime)
- Research information from Crown Prosecution Service such as Narrowing the Justice Gap (increasing the number of crimes that result in the perpetrator being brought to justice).

Composition

The scrutiny report will include the following chapter headings:

- Introduction
- Background
- Processes and working practices
- Management Arrangements (Strategic/Operational)
- Funding and costs
- Performance Management (comparisons with MSFs)
- Challenges
- Risks
- Recommendations
- Conclusion
- Questions for consideration
- Appendices

Format

The Scrutiny Panel will produce a report for submission to the Scrutiny and Audit Committee. The Force will provide a presentation.

Limitations

To ensure that the scrutiny remains focussed and deliverable within the time constraints, the report will concentrate on **file quality** and the following areas of work will be limited:

- Customer satisfaction will not be specifically addressed in this scrutiny as the Panel considers that customer satisfaction is a theme that runs through all Force volume crime activity.
- The Panel recognise that the Professionalising the Investigation Programme (PIP) is a key scheme to improving the investigation skills of officers. The programme has only been in operation since June 2007 and as such, the Panel feel it is too early to specifically comment on the scheme in the scrutiny. The impact of the programme however is significant with respect to the quality aspects file preparation and case preparation.
- The speed and quality of the Force's response to incidents has a significant impact on the local community's fear of crime, feelings of security and confidence and their perceptions of safety. The Panel would expect that any improvements relating to file quality that result in a more efficient and effective service would have a positive impact on the levels of fear of crime within the county. However, this is a difficult area to measure and as such, fear of crime will not be a specific focal point of the scrutiny.
- The Prolific and Priority Offender (PPO) Scheme is an important programme that addresses locally defined prolific and priority offenders. The scrutiny will not specifically focus on detailed issues relating to the PPO Scheme however it will provide some commentary following the initial research/discussions with the PPO Scheme Co-ordinator.
- The scrutiny will not focus specifically on the victims or 'users' of volume crime (this could include local businesses, residents from particular high crime geographic areas of the county or particular minority groups such as the elderly).

Timescales

Action	Deadline
Panel formed	12 March 2008
RPO produce scope and background research (including initial meeting with ACC)	28 March 2008
Conduct preparatory scoping work	April/early May 2008
Agree terms of reference and work plan with Panel	May 2008
Agree terms of reference and work plan with Authority and Force	May 2008
Conduct field work	May/early June 2008
Write up report	May/early June 2008
Finalise paper within the panel	23 June 2008
To CE to comment	30 June (DM on hol 3 – 11 July)
To COG/Treasurer to comment/clear	14 July 2008
Despatch of papers	23 July 2008
Scrutiny & Audit Committee meeting	31 July 2008
Follow up meeting if necessary	6 – 8 weeks later

Membership of Panel

Mr Paul Przyszlak	Scrutiny and Audit Committee	Panel Lead
Dr Brian Wookey	Scrutiny and Audit Committee	
Mr Rod Must	Finance and Strategy Committee (Chair)	
Mr Brian Sumner	Scrutiny and Audit Committee	
Miss Ginny Mason	Research & Performance Officer	
Ms Deborah McGovern	Chief Executive	

Ms Julie Flint Treasurer (include in circulation of papers).

Additional Information

Definition of Volume Crime

Within the context of this scrutiny, the Panel will use the following ACPO definition of Volume Crime “the majority of offences which are committed in England and Wales, and as such have a significant impact on many victims”²⁴.

The ACPO Working Party identified that the following crime types should be included within this category:

- Street Robbery,
- Burglary – Dwelling,
- Burglary Non-Dwelling,
- Theft (including shoplifting),
- Vehicle Crime - Theft of,
- Vehicle Crime - Theft from,
- Criminal Damage,
- Drugs (link with acquisitive crime).

Ginny Mason
E:\Scrutiny\Volume Crime\Scope doc Volume Crime.doc

²⁴ ACPO. (2002) Investigation of Volume Crime Manual. P2

Appendix 2 Acronyms

ABC	.....	Activity Based Costings
ACC	.....	Assistant Chief Constable
ACPO	.....	Association of Chief Police Officers
BCU	.....	Basic Command Unit
CID	.....	Criminal Investigation Department
CIS	.....	Crime Information System
CIU	.....	Crime Investigation Units
CJIU	.....	Criminal Justice Information Unit
CJS	.....	Criminal Justice Support
CMU	.....	Crime Management Unit
CPS	.....	Crown Prosecution Service
FCCC	.....	Force Command and Control Centre
HMIC	.....	Her Majesty's Inspectorate of Constabulary
LCJB	.....	Lincolnshire Criminal Justice Board
NFA	.....	No Further Action
NPIA	.....	National Policing Improvement Agency
NPS	.....	National Probation Service
PCSO	.....	Police Community Support Officer
PCSD	.....	Police and Crime Standards Directorate
PIP	.....	Professionalising the Investigation programme
PSA	.....	Public Service Agreement
PTPM	.....	Prosecution Team Performance Management
SFP	.....	Sustainable Funding Project
YOS	.....	Youth Offending Service

Appendix 3 Literature Review

External sources

Association of Chief Police Officers (2001) *Investigation of Volume Crime Manual*. Available at

http://www.acpo.police.uk/asp/policies/Data/volume_crime_manual.doc

The aim of the manual is to make a valuable contribution to best practice in the investigation of Volume Crime.

Audit Commission (2002) *Route to Justice – improving the pathway of offenders through the criminal justice system*, London: Audit Commission. Available at

<http://www.audit-commission.gov.uk/reports/NATIONAL-REPORT.asp?CategoryID=&ProdID=99EDE976-8893-44b3-8D1A-631B36174EE9>

This report focuses on the pathway of an adult offender through the CJS. It examines the issues encountered along this pathway that have an impact upon the efficiency and effectiveness of the process of bringing an offender to justice.

*Crown Prosecution Service (2002) *Narrowing the Justice Gap*. Available at <http://www.cps.gov.uk/Publications/prosecution/justicegap.html>

In 2000-2001, 5.17 million crimes were recorded, but only 19.8% of them resulted in an offender being brought to justice. This is the justice gap, the difference between the number of offences recorded and the number of offences for which an offender receives either a caution, a conviction or has the offence taken into consideration by the court. Between these two points, cases fall out of the system at every stage (this process is sometimes described as ‘attrition’).

Hampshire Police Force (2006) *OCU Volume Crime Investigation Policy*. Available at <http://www.hampshire.police.uk/NR/rdonlyres/7412920E-57E0-44A9-97A5-C17CF2AF3BA1/0/25300.pdf>

A sample policy from Hampshire Constabulary explaining how volume crime investigation is approached at the Operational Command Unit level.

Hertfordshire Constabulary and Hertfordshire Police Authority (2003) *Volume Crime Best Value Review*. Available at <http://www.herts-police-authority.org.uk/best%20value/Y4%20-%20Volume.pdf>

The objective of the report was to increase the detection of volume crime by ensuring that the processes are appropriate and effective from allegation of crime through to judicial outcome.

HM Crown Prosecution Service Inspectorate (HMCPIS) (2008) *Audit Report on CPS performance in the quality and effectiveness of file endorsements and the administration of cases*.

Available at http://www.hmcpis.gov.uk/reports/FEN_thm_report.pdf

HMCPIS's report of an audit of Crown Prosecution Service (CPS) performance in the quality and effectiveness of file endorsements and the administration of case files. It constitutes part of an ongoing series of scrutinies focusing on matters which are fundamental to the effectiveness of CPS casework handling.

Home Office (2002) *Justice for All*, London: Home Office. Available from <http://www.crimereduction.homeoffice.gov.uk/criminaljusticesystem6.htm>

A government white paper detailing the programme of reform for the Criminal Justice System (CJS). It sets out a coherent, long-term strategy to modernise the

CJS from end to end - from detection to rehabilitation of offenders - with a clear focus on fighting and reducing crime.

*Home Office HC 696 (2005-06) *Reducing Vehicle Crime*. Available at <http://www.publications.parliament.uk/pa/cm200506/cmselect/cm Pubacc/696/69602.htm>

Home Office Report from the Committee of Public Accounts that stated that 'Police detection rates for vehicle crimes are too low, with only 6% of thefts from vehicles and 13% of thefts of vehicles being resolved in 2003-04.'

*Jansson, K. (2005) *Volume crime investigations*

A review of the research literature that included the statement that 'detection rates for volume crimes are generally low compared with overall detection performance.'

Jones, T and Maguire, M (2005) *Evaluation of Volume Crime Model*. Available at <http://www.genesis.pnn.police.uk/genesis/Doc/0/SQ6BA5575B2K923OTRQ8JUV4D5/VCMM%20Evaluation%20Report%20Final%20.pdf>

The report presents an evaluation of the ACPO Volume Crime Management Model project.

Lincolnshire Crown Prosecution Service (2006) *Annual Report 2005 – 2006*
Available at

<http://www.cps.gov.uk/publications/docs/areas/2006/ar2006lincolnshire.pdf>

Annual Report that details the composition, purpose, achievements and key values of Lincolnshire CPS.

National Policing Improvement Agency (NPIA) (2006). *Volume Crime Management Model*. Available via the Force intranet at: <http://intranet/HQ/PIP/PIP%20WebSite%20Docs/Knowledge%20Docs/Management%20of%20Priority%20and%20Volume%20Crime.pdf>

ACPO commissioned research to identify the critical issues for effective volume crime management.

Internal sources

Lincolnshire Police. (date unknown) *Officer's Handbook Volume Crime Investigation*. Available via the Force intranet at:

http://intranet/General/guidance/volume_crime_investigation-officers_handbook.pdf

A document compiled by the Force to assist officers attending crime scenes and involved in the investigation of volume crime to maximise the opportunities to bring offenders to justice.

Lincolnshire Police. (date unknown) *PIP Crime Investigation Advice*. Available via the Force intranet at: <http://intranet/HQ/PIP/Invest%20Guidance.htm#V%20Index>

A comprehensive section on the Force providing links to key support documents and guidance.

Other online sources

ACPO Acquisitive and Volume Crime Website.

Available at www.genesis.pnn.police.uk

Aims to assist the police service in the reduction and detection of acquisitive volume crime by identifying, developing and sharing good practice.

Waltham Forest at www.walthamforest.gov.uk/index/safety/volume-crime.htm
The Borough of Waltham Forest established a Volume Crime Project Board to prevent/reduce volume crime in the area. The website provides details about ongoing work and action plans.

Crime Reduction Website at <http://www.crimereduction.homeoffice.gov.uk/>
Provides information and resources for people working to reduce crime in their local area.

I&DeA – Improvement and Development Agency at
<http://www.idea.gov.uk/idk/core/page.do?pagelId=448290>
The I&DEA is an initiative that works for local government improvement (Safer and stronger communities).

Crime Concern at <http://www.crimeconcern.org.uk/>
Crime Concern is a national charity working across England and Wales to reduce crime, anti-social behaviour and the fear of crime.

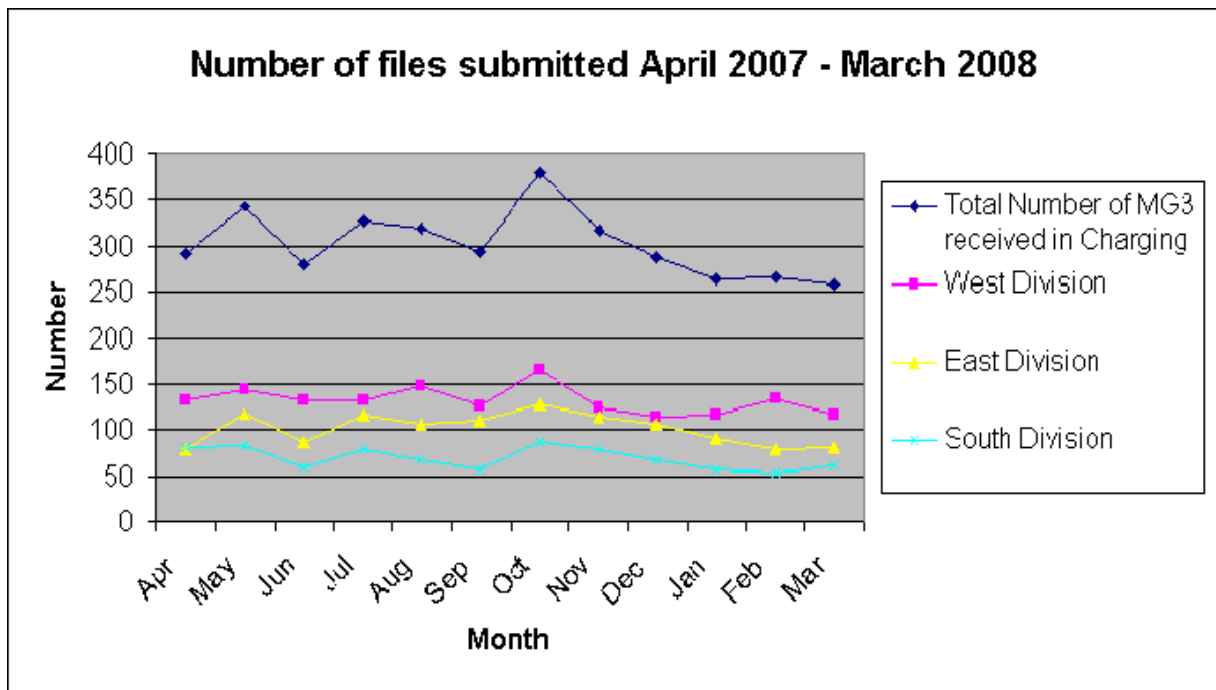
Prolific and priority offenders at
<http://www.crimereduction.homeoffice.gov.uk/ppo/ppominisite01.htm>
A mini site within the Home Office website that gives an introduction to the national Prolific and other Priority Offender (PPO) strategy.

Appendix 4 - File Quality Statistics April 2007 – March 2008

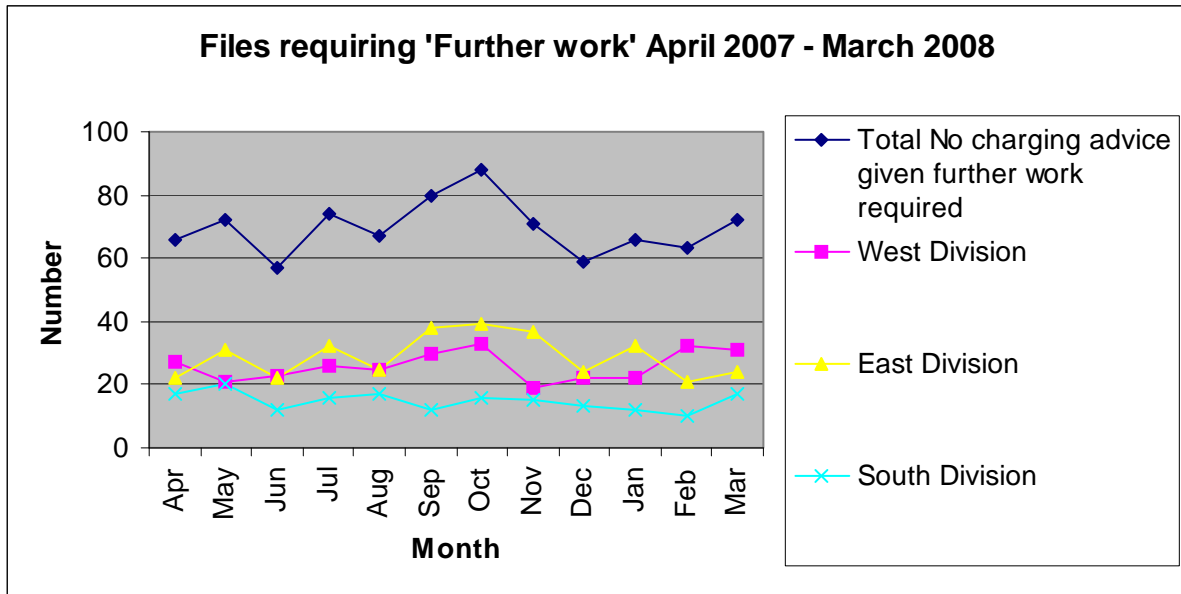
Source: LCJB performance snapshot March 2008

Charging	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Total Number of MG3 received in Charging	291	343	280	328	320	294	380	317	288	265	266	259	3631
West Division	132	143	133	132	147	126	166	124	115	117	134	116	1585
East Division	79	118	87	117	106	111	128	115	106	90	78	81	1216
South Division	80	82	60	79	67	57	86	78	67	58	54	62	830
Dealt with by Gatekeeper	86	113	94	114	112	113	173	109	95	110	118	84	1321
Passed to Lawyer	205	230	186	214	208	181	207	208	193	155	148	175	2310

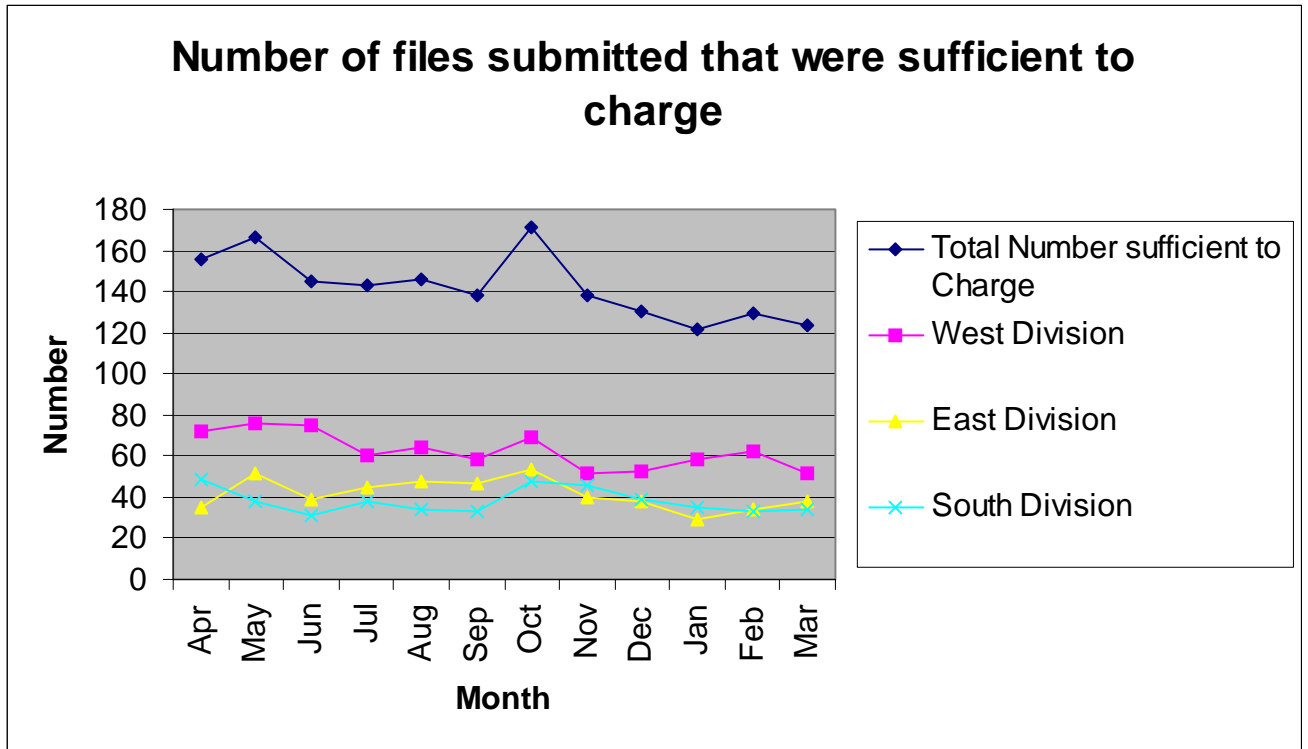
Note: MG3 – a crime file



Charging	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Total 'No charging advice given' - further work required	66	72	57	74	67	80	88	71	59	66	63	72	835
West Division	27	21	23	26	25	30	33	19	22	22	32	31	311
East Division	22	31	22	32	25	38	39	37	24	32	21	24	347
South Division	17	20	12	16	17	12	16	15	13	12	10	17	177

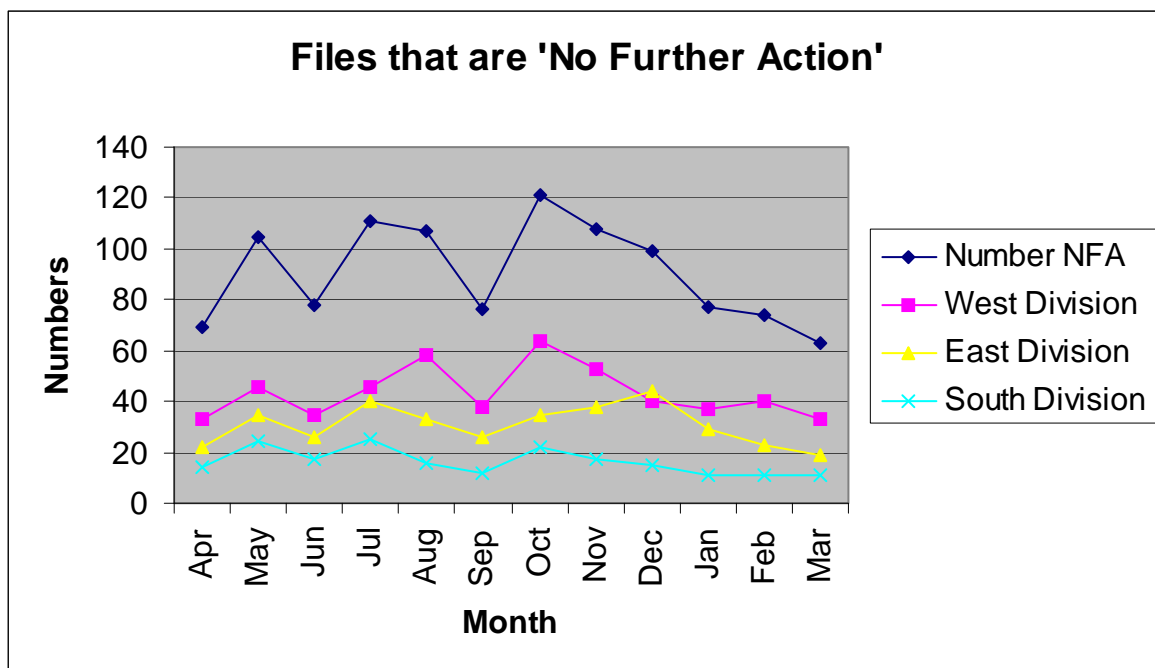


Charging	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Total Number sufficient to Charge	156	166	145	143	146	138	171	138	130	122	129	124	1708
West Division	72	76	75	60	64	58	69	52	53	58	62	52	751
East Division	35	52	39	45	48	47	54	40	38	29	34	38	499
South Division	49	38	31	38	34	33	48	46	39	35	33	34	458



Charging	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Total Number NFA	69	105	78	111	107	76	121	108	99	77	74	63	1088
West Division	33	46	35	46	58	38	64	53	40	37	40	33	523
NFA by Lawyer				21	31	14	20	24	27	9	19	13	178
NFA by GK				25	27	24	44	29	13	28	21	20	231
East Division	22	35	26	40	33	26	35	38	44	29	23	19	370
NFA by Lawyer				12	16	12	15	24	16	14	8	8	125
NFA by GK				28	17	14	20	14	28	15	15	11	162
South Division	14	24	17	25	16	12	22	17	15	11	11	11	195
NFA by Lawyer				13	8	7	7	12	11	7	7	7	79
NFA by GK				12	8	5	15	5	4	4	4	4	61

Charging	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
Number NFA	69	105	78	111	107	76	121	108	99	77	74	63	1088
West Division	33	46	35	46	58	38	64	53	40	37	40	33	523
East Division	22	35	26	40	33	26	35	38	44	29	23	19	370
South Division	14	24	17	25	16	12	22	17	15	11	11	11	195



Appendix 5 Prosecution Team Performance Management – Terms of Reference

TERMS OF REFERENCE

PTPM is the forum for working in partnership with the Crown Prosecution Service, to improve performance in all areas of the crime process, including witness and victim support, but with particular emphasis on the charging process and all work flowing there from.

To ensure Divisional Senior Management Teams understand PTPM, the following Terms of Reference have been prepared. It should be borne in mind that there is an expectation that PTPM will be fully supported by all Partners.

1. To discuss/review/update all ongoing serious cases, including homicides, rapes and fatal RTC cases, to improve performance and service to victims.
2. To discuss/review/update all ongoing rape cases, including review of KPI data to improve performance and service to victims.
3. To ensure that lessons learnt and best practice are communicated to all Partners to improve performance.
4. To examine Lincolnshire Criminal Justice Board (LCJB) performance and ensure that all opportunities to improve performance and detections are pursued.
5. To provide support to Divisions in the pursuit of offences brought to justice and sanction detection performance.

Appendix 6 - Force Performance & MSG performance

Force Performance Monitoring

The following charts indicate that the Force is performing well in 'volume crime' areas when compared to the same period last year:

- Personal robbery (down 31.6%),
- Robbery (down 28%),
- Burglary – dwelling (down 11%),
- Burglary – other (down 15.6%),
- Theft from person (down 8.1%),
- Theft of vehicle (down 8.9%),
- Theft from vehicle (down 21.6%),
- Criminal Damage (excluding threats) (down 8.2%).

However performance has deteriorated in Drugs – trafficking and other (up 11.4%) – this links with acquisitive crime.

Comparisons with MSG Performance

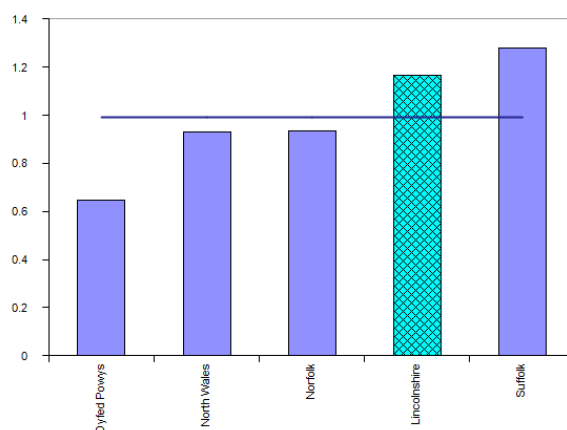
Most Similar Groups (MSGs) are an important element of the arrangements for monitoring and assessing policing and crime reduction performance. Force, BCU and CDRP groups are used in regular performance assessments, and have been in continuous use on iQuanta since 2003. From 1 April 2008, the Most Similar Group categories changed. Previously, Lincolnshire was grouped with Cambridgeshire, Gloucestershire, Norfolk, North Yorkshire, Suffolk, West Mercia and Wiltshire. The Force is now grouped with Suffolk, Norfolk and two Welsh forces Dyfed/Powys and North Wales. Members will note that the MSG benchmarking does not take into account any resource issues and the Welsh forces are governed differently.

However, the assessment against peers does highlight that the Force are consistently below the MSG average.

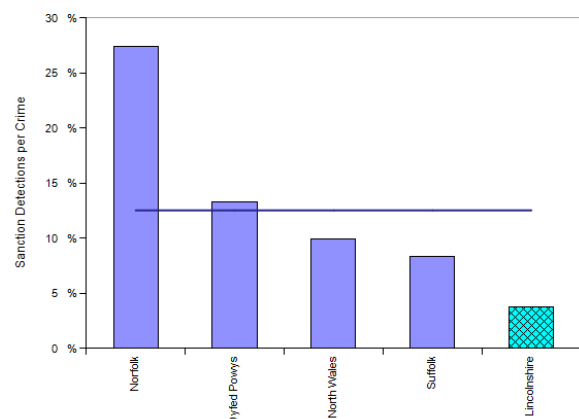
The Force's performance against MSG forces in crime areas classed as volume crime is as follows:

Figure 19

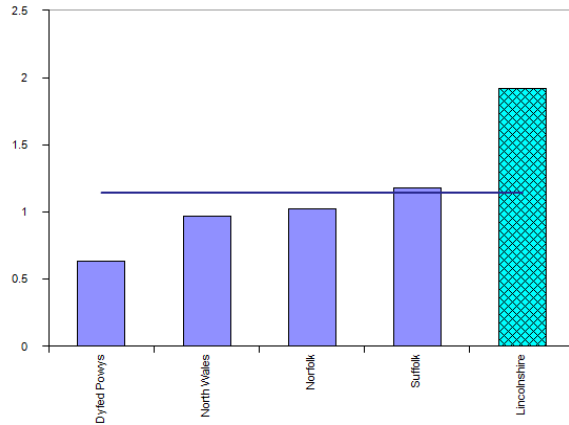
Crimes/1000 residents – theft from a vehicle
1 February 2008 – 30 April 2008



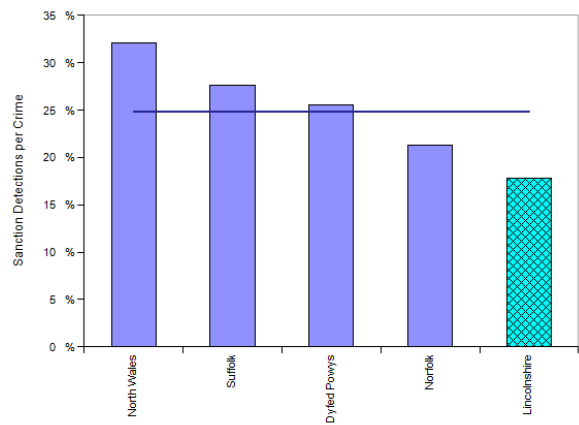
Sanction detections per crime – theft from a vehicle
1 May 2007 – 30 April 2008



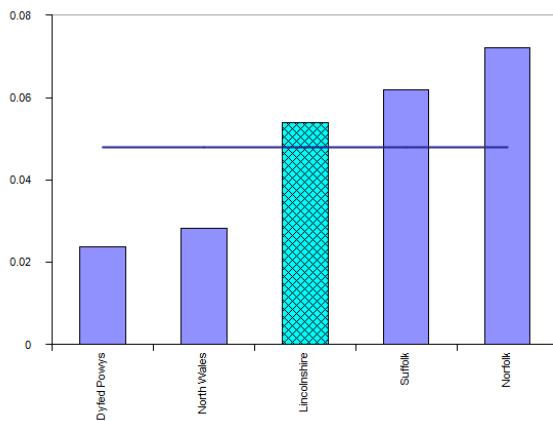
Crimes/1000 households – Domestic burglary
1 February 2008 – 30 April 2008



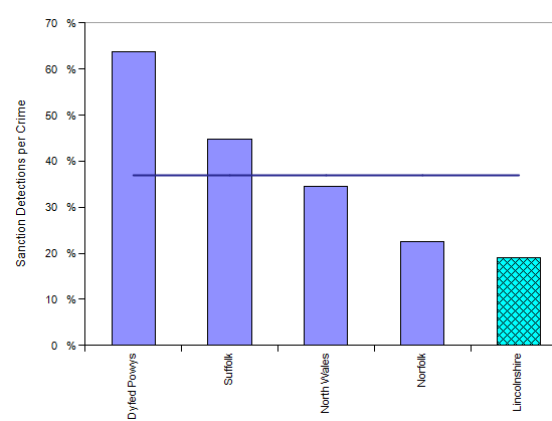
Sanctioned detections per crime – Domestic burglary
1 May 2007 – 30 April 2008



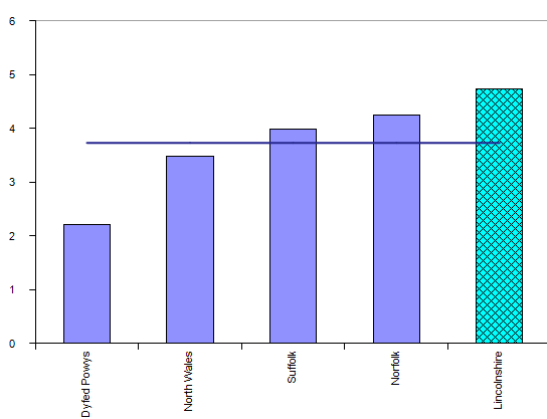
Crimes/1000 residents – Robbery
1 February 2008 – 30 April 2008



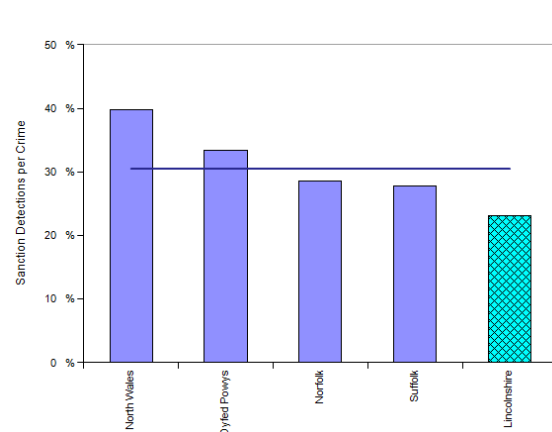
Sanctioned detections per crime – Robbery
1 May 2007 – 30 April 2008



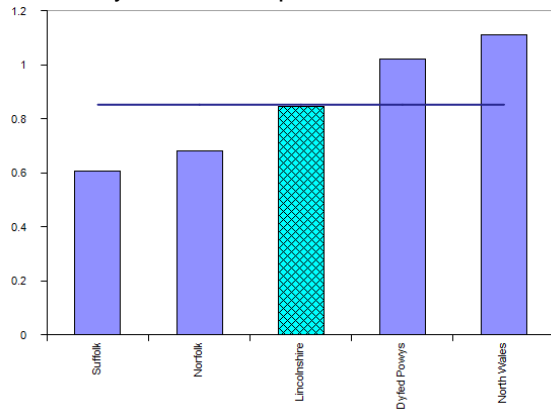
Crimes/1000 residents – Theft (other than from a vehicle) and handling stolen goods
1 February 2008 – 30 April 2008



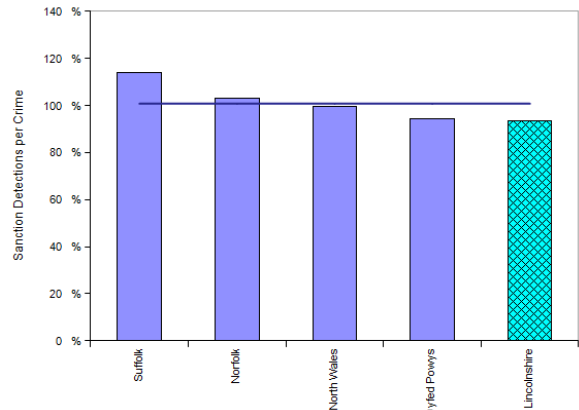
Sanctioned detections per crime – Theft (other than from a vehicle) and handling stolen goods
1 May 2007 – 30 April 2008



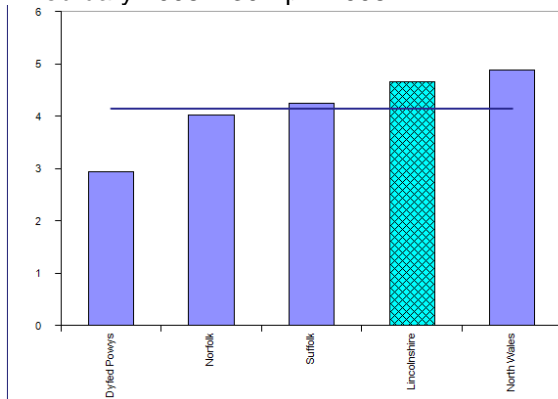
Crimes/1000 residents – Drug offences
1 February 2008 – 30 April 2008



Sanctioned detections per crime – Drug offences
1 May 2007 – 30 April 2008



Crimes/1000 residents – Criminal damage (excluding threats)
1 February 2008 – 30 April 2008



Sanctioned detections per crime – Criminal damage (excluding threats)
1 May 2007 – 30 April 2008

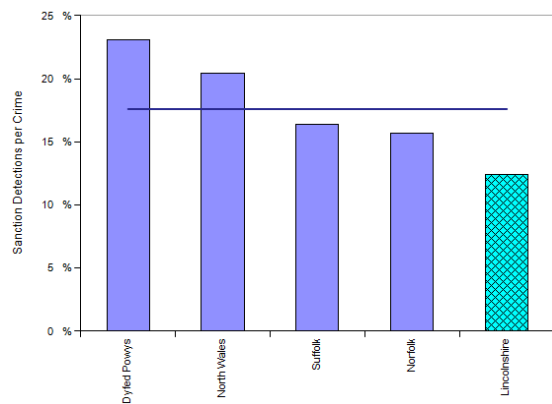


Figure 20 - Offences brought to justice per crime (all crime)
1 December 2006 – 30 November 2007

