

PEEL: Police effectiveness 2015

An inspection of Lancashire Constabulary



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

Overall judgment¹



Good

Lancashire Constabulary is good at keeping people safe and reducing crime. The constabulary works well with partners to deal with the causes of individual and family problems, and prevent them from committing crime. The constabulary is good at identifying vulnerable people and responds well to them. The quality of crime investigation is generally good and the constabulary works well to stop re-offending. It has an effective approach with a wide range of organisations to disrupt the activity of organised crime groups. This is the first year HMIC has graded forces on their overall effectiveness so a year-on-year comparison is not possible.

Summary

Lancashire Constabulary is committed to preventing crime and anti-social behaviour and in making neighbourhood policing in Lancashire Constabulary ‘everyone’s job’. It has an effective range of prevention activity through an early action approach that works with individuals to prevent the longer term effect of them committing crime. It makes good use of problem-solving methods with partners and volunteers.

Lancashire Constabulary’s approach to investigating crime and managing offenders is good. While the constabulary prioritises the arrest of those offenders who are wanted for the most serious crimes, it could do more to assure itself of the timely arrest of offenders wanted for lower level offences. The constabulary provides effective forensic and digital media support to frontline staff. It identifies vulnerable offenders well and makes efforts to divert them from further offending.

The constabulary has made good progress in establishing clear processes to identify repeat and vulnerable victims. It works effectively with partner organisations through multi-agency structures that bring together a range of service providers to provide tailored support to victims in Lancashire.

Lancashire Constabulary has a good understanding of the threat and risk posed by serious and organised crime to the communities of Lancashire. It has well established and effective ways to identify and disrupt organised crime groups.

¹ Outstanding, Good, Requires improvement or Inadequate – see Annex A of report for definitions.

The constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities. HMIC judges Lancashire Constabulary to be good at keeping people safe and reducing crime.

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



Good

Lancashire Constabulary is good at preventing crime and anti-social behaviour, and keeping people safe.

The constabulary has an effective way of providing neighbourhood policing which allows staff to carry out their main role being rarely moved to other duties. It has a commitment to make neighbourhood policing in Lancashire 'everyone's job' in the constabulary, and is making good use of volunteers. The constabulary hopes that this approach will support the sustainability of local policing while also reducing its workforce numbers.

The constabulary considers prevention to be essential and undertakes an effective range of prevention activity. It makes good use of traditional and innovative problem-solving policing methods with partners and volunteers. However, the constabulary does not routinely evaluate all problem-solving activity and this leaves a gap in being able to capture lessons learnt.

The level and success of partnership working through the Early Action programme, and the constabulary's move with other organisations to integrated public services is impressive.

How effective is the force at investigating crime and managing offenders?



Good

Lancashire Constabulary's approach to investigating crime and managing offenders is good.

Procedures for initial investigation work well, although more could be done to make the most of evidential opportunities. The process for allocating crimes and the subsequent quality of investigation is good. Victims are kept informed of the progress of investigations. The constabulary makes good use of restorative justice. Staff are well trained, the majority properly qualified with continuous professional development in place. The force prioritises its response to locate and arrest those offenders wanted for the most serious crimes, but requires better oversight of those offenders wanted for less serious offences to ensure a timely arrest.

The constabulary provides effective forensic support to frontline staff. Its digital media investigation unit prioritises cases effectively and has a satisfactory turnaround of digital evidence for investigations.

The constabulary identifies vulnerable offenders and tries to divert them from further offending. The constabulary's

integrated offender management models vary, but all work well with partner organisations to identify, monitor and work to prevent further offending and keep people safe.

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



Good

Lancashire Constabulary has made good progress in putting clear processes in place to identify repeat and vulnerable victims. The force makes accurate assessments of the risks they face and its response to them is consistent. HMIC judges the force's performance to be good.

The constabulary works effectively with partner organisations. Multi-agency structures bring together a range of service providers from the statutory and charity sectors to consider risk and to provide tailored support to victims in Lancashire. The constabulary's proactive and continuous assessment of an individual's needs and its rapid devising of support programmes ensures it provides a good service to vulnerable people.

The constabulary has invested in specialist teams with the sole remit of investigating child sexual exploitation

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?



Good

Lancashire Constabulary is good at identifying and understanding the threat and risk posed by serious and organised crime to the communities of Lancashire. This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

Lancashire Constabulary has an effective process of identifying and tackling serious and organised crime groups operating within its boundaries. This activity is well managed and well led through meeting structures within the constabulary at strategic and local level, and with partners.

The constabulary has an effective working relationship with the regional organised crime unit and with other forces across the region. It works well

cases. These teams have made headway in targeting organised crime groups whose objective is to coerce vulnerable young children into sexual activity.

The constabulary has made progress in response to recommendations made by HMIC in 2014 regarding its approach domestic abuse. In particular the quality and supervision of its risk assessments have improved. The constabulary still has work to do to ensure that frontline officers understand the full range of safeguarding routes for domestic abuse victims for the constabulary to achieve performance that HMIC grades as outstanding. They also need to understand more about controlling and coercive behaviour in the context of domestic abuse.

with partners to share intelligence and disrupt serious and organised crime through an established approach. HMIC found effective processes in place to deter people from serious and organised crime, and further plans in place to enhance this work.

Lancashire Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities.

Force in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

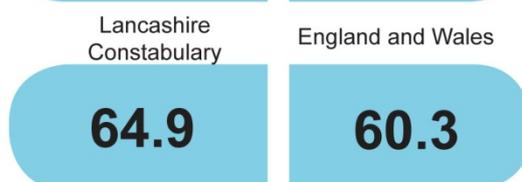


Crime

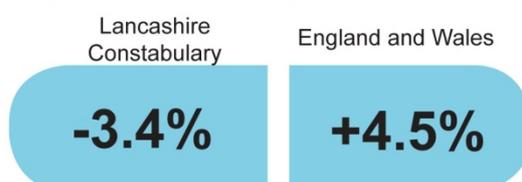
Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2015



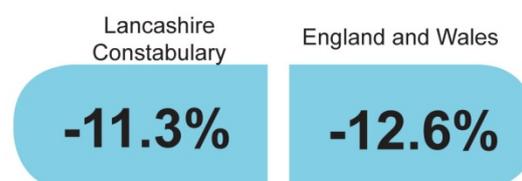
Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2014



Changes in recorded crime (excluding fraud) 12 months to 30 June 2014 against 12 months to 30 June 2015



Changes in recorded crime (excluding fraud) 12 months to 30 June 2010 against 12 months to 30 June 2015



Charge rate

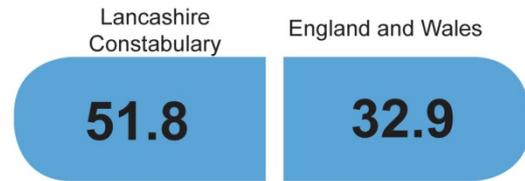
Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 30 June 2015





Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2015



Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2014



Domestic abuse

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



Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2014



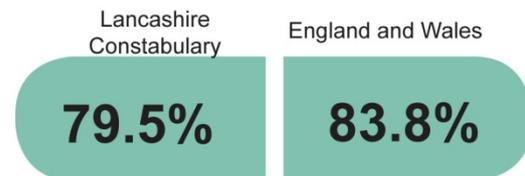
Organised crime groups

Organised crime groups per million population as at 30 June 2015



Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015



Introduction

The public expects their local police force to:

- Prevent crime and anti-social behaviour and, when crime occurs, to investigate it properly and provide support to victims.
- Use appropriately trained officers and staff and approved practice when investigating crime, gathering evidence and building cases to ensure offenders are brought to justice.
- Support victims of crime by responding to calls for service, identifying and putting in place the right help at the first point of contact, keeping them informed and consulting them about the possible outcomes of their case.
- Ensure that vulnerable people who might not have been a victim of crime are identified and given appropriate support, for example people at risk of domestic abuse, children at risk of sexual exploitation and missing or absent children.
- Understand and be prepared to respond to threats beyond their own force boundaries, including national threats such as terrorism, serious and organised crime and cyber-crime.
- Work effectively with local partner organisations and other bodies to prevent all types of crime and re-offending and to protect the public.

HMIC's annual inspections into police effectiveness, efficiency and legitimacy (PEEL) consider whether forces keep people safe and reduce crime (how effective a force is), whether these activities are being carried out at the most appropriate cost (how efficient a force is), and how forces are ensuring they have the confidence of their communities (the public legitimacy of a force).

All forces are subject to significant cost reductions; this is reflected in our efficiency reports published in October 2015. The judgments we are making in this effectiveness report are made understanding the financial challenges forces are facing. Reports on the efficiency and legitimacy of Lancashire Constabulary are available from the HMIC website (www.justiceinspectors.gov.uk/hmic/).

HMIC's effectiveness inspections make an assessment of how well forces are preventing and investigating crime and anti-social behaviour; tackling serious and organised crime; and protecting victims and those who are vulnerable. These are the most important responsibilities for a police force, and are the principal measures by which the public will judge the performance of their force and policing as a whole.

Our effectiveness inspection focused on the overall question: "How effective is the force at keeping people safe and reducing crime?"

To answer this question we looked at four in-depth questions, three of which are discussed in more detail within this report:²

1. How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?
2. How effective is the force at investigating crime and managing offenders?
3. How effective is the force at protecting from harm those who are vulnerable, and supporting victims?
4. How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

During our inspection, we collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of the force. We also surveyed and interviewed representatives from partner organisations to gather evidence about the effectiveness of their working relationships with the force. We interviewed chief constables and chief officers and held focus groups of officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work. This report sets out the findings from this wide-ranging inspection of Lancashire Constabulary.

² HMIC inspected forces on questions 1, 2 and 4 between September and November 2015. Question 3 was inspected between June and August 2015, and a separate report was published in December 2015 (available from: www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-lancashire/). In 2014, in preparation for the PEEL programme, forces were inspected to assess how effective they are at cutting crime (available from: www.justiceinspectors.gov.uk/hmic/publications/crime-inspection-force-reports/).

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

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention can be cheaper and more effective than investigating crime, and it makes society a safer place. The police cannot prevent crime on their own; other statutory and non-statutory bodies have a vital role to play. Police effectiveness in this matter is therefore dependent on their ability to work closely with other partner organisations to understand local problems and have access to a wide range of evidence-based interventions to resolve them.

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

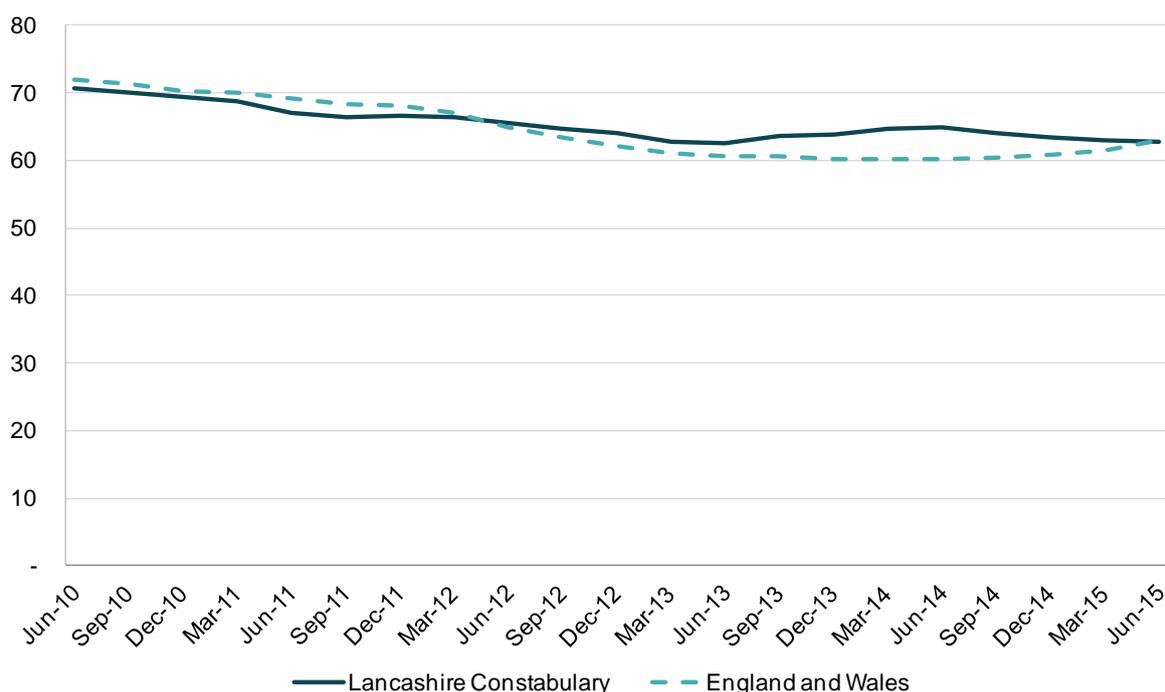
Although police recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a comparable indication of performance across all forces. Crime rates are reported as a number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (e.g., theft) and non victim-based crime (e.g., possession of drugs). More than two-thirds of forces showed an annual increase in total police recorded crime (excluding fraud) in the 12 months to 30 June 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to 30 June 2010, police recorded crime (excluding fraud) for the 12 months to 30 June 2015 fell by 11 percent in Lancashire compared with a reduction of 13 percent across all forces in England and Wales.

Over this same period, victim-based crime (i.e., crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 8 percent in Lancashire, compared with a reduction of 12 percent across England and Wales.

When compared with the previous year, police recorded crime (excluding fraud) in Lancashire decreased by 3 percent for the 12 months to 30 June 2015. This is compared with an increase of 4 percent across England and Wales over the same period.

Figure 1: Police recorded crime rates (per 1,000 population) for the five year period to 30 June 2015



Source: Home Office data

The volume of police recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figure 2 shows crime and anti-social behaviour rates in Lancashire (per 1,000 population) compared with England and Wales.

Figure 2: Police recorded crime rates (per 1,000 population) for the 12 months to 30 June 2015

Rates per 1,000 population	Lancashire Constabulary	England and Wales
Recorded crime (excluding fraud)	62.7	63.0
Victim-based crime	58.1	56.0
Sexual offences	1.5	1.6
Assault with injury	7.0	6.3
Burglary in a dwelling*	8.1	8.4
Anti-social behaviour incidents*	51.8	32.9

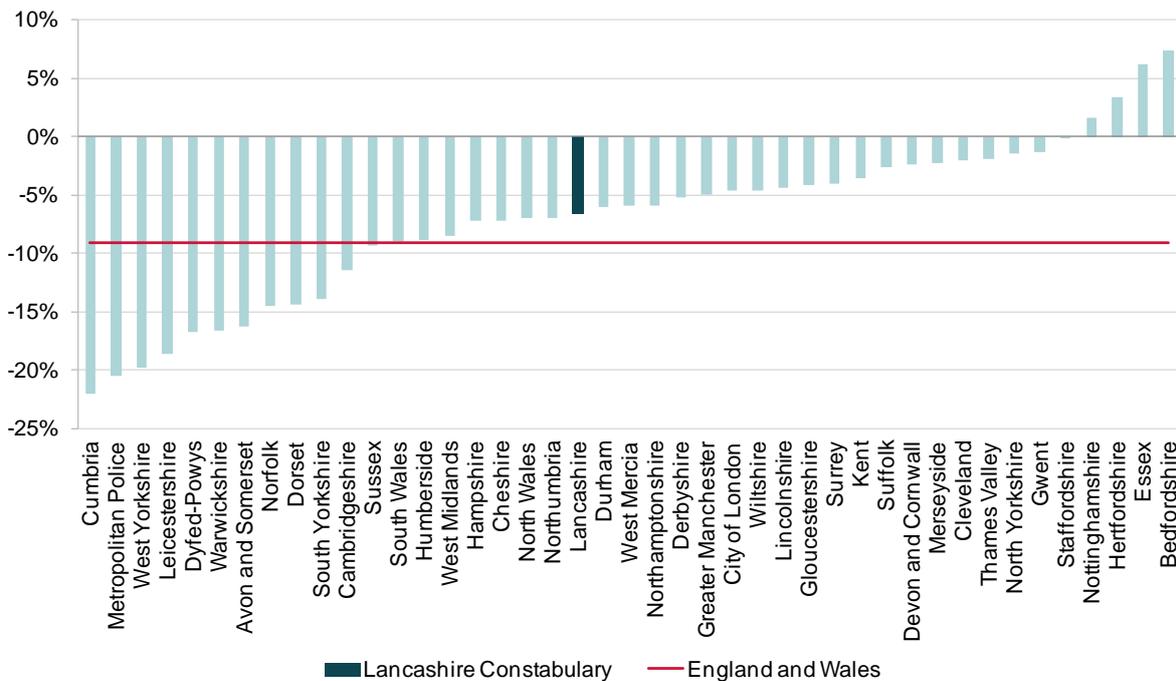
Source: Home Office data, HMIC data return

***Anti-social behaviour data is from the constabulary's data return and the rate for burglary in a dwelling is the rate per 1,000 households, not population.**

HMIC has chosen these types of crime to indicate offending levels in the constabulary area. We are not judging the effectiveness of the constabulary on police recorded crime rates only.

In the 12 months to 30 June 2015, Lancashire Constabulary recorded 76,260 incidents of anti-social behaviour. This is 7 percent fewer incidents than the constabulary recorded during the previous 12 months. When considering all forces across England and Wales, there were 9 percent fewer incidents in the 12 months to 30 June 2015, than recorded during the previous 12 months.

Figure 3: Percentage change in the volume of anti-social behaviour incidents, by force, comparing the 12 months to 30 June 2015 with the 12 months to 30 June 2014



Source: HMIC data collection

How well does the force work to prevent crime and anti-social behaviour, and keep people safe?

How well is the force prioritising the prevention of crime and anti-social behaviour?

Lancashire Constabulary treats preventing crime and anti-social behaviour and keeping people safe as priorities. Within its local delivery plan the constabulary has a clear strategy to provide a neighbourhood policing service and its Early Action programme. This programme aims to provide sustained, longer term solutions to reduce vulnerability and harm, with the associated outcome of preventing crime and anti-social behaviour. Joint-agency early intervention is provided for those who access public services the most, and have the greatest need.

Clear leadership is evident at a strategic level with an assistant chief constable having overall responsibility of the local delivery strategy, a superintendent with responsibility for early action, and a chief inspector who has a constabulary overview

of anti-social behaviour. The constabulary is committed at a strategic level to protecting neighbourhood policing in the future, even with a reducing budget.

How well are resources allocated to prevent crime and anti-social behaviour?

The constabulary has dedicated neighbourhood policing teams, and early action teams, both of whose roles are to work with victims and local areas to prevent crime and anti-social behaviour. It has used research to identify the local areas with the greatest need based on the demands placed on a wide range of services including mental health, drug and alcohol services, and social services as well as the police. This influences the number of neighbourhood staff allocated to local areas. The constabulary has a flexible approach to resourcing, which is enhanced by a daily risk and threat meeting that allows for the movement of immediate response officers dependent on the daily needs. Each division has the flexibility to provide a dedicated patrol to respond to priority crime and anti-social behaviour locations. This flexibility in resourcing allows officers to be sent to areas of greatest concern based on an assessment of risk.

Senior officers understand and value the role of the neighbourhood and early action teams. However at an operational level this is inconsistent. Some officers have little understanding of their role and the principles of the early action approach. The force has well developed plans for neighbourhood work in Lancashire Constabulary to become 'everyone's job'. Response and investigative staff will be given responsibility for an area. All officers will be in liveried cars to increase the visibility and assist with the prevention of crime. The constabulary recognises that this is a cultural shift away from its traditional approach to policing.

Neighbourhood staff are appropriately allocated to deal with crime prevention and to work to address the root causes of local issues. Police community support officers (PCSOs) investigate low-level crime such as shop thefts and have received appropriate training to help them to do this. Community beat managers (CBMs) also carry an investigative workload. This includes a wide range of crimes including serious assaults and online child sexual exploitation investigations. They are able to access specialist support and guidance from departments such as public protection and fraud when required. HMIC found no evidence that this investigative workload is taking officers away from dealing with neighbourhood issues. Investigations and enquires are relevant to the geographic areas assigned to the officers, allowing them to conduct their neighbourhood policing activity and investigation enquires at the same time.

The constabulary has access to specialist resources within the Early Action programme. It employs two architectural liaison officers who work with partners to design out potential vulnerability issues in buildings and building schemes at a very early stage. By doing so, they try to prevent crime from taking place. Staff who are dedicated to early action have received training in problem-solving techniques, including dealing with complex problems.

Further training is due to commence in December 2015. This will be structured around the mnemonic PRICE: perseverance (don't give up); resilience (not accepting the first thing); innovation (dealing with the problem differently); and the behaviours of compassion and empathy.

How well is the force using a broad range of effective tactics to prevent crime and anti-social behaviour?

The constabulary successfully uses a broad range of effective tactics, working with partners to prevent crime and anti-social behaviour. It considers prevention to be essential and has a range of prevention activity through the Early Action programme that focuses on people, property, places and problems.

Neighbourhood policing teams understand their role in the prevention of crime, anti-social behaviour and keeping people safe. These priorities are all reflected in the day-to-day activity of the teams. HMIC found that response teams do not have the same level of understanding of these issues. However they are provided with appropriate information and carry out tasks to support neighbourhood activity. These include visible patrol in priority locations, and visits for repeat victims. Special constables are also engaged in prevention activity within the community. They accompany response officers, and work with neighbourhood teams. HMIC found a number of examples where officers have successfully used legislation to prevent anti-social behaviour. These include the use of community protection notices and dispersal orders.

The constabulary uses traditional and innovative problem-solving methods with partners and volunteers effectively. These include access to partner and third sector services, a comprehensive Citizens in Policing scheme, support by constabulary volunteers, football schemes, the Prince's Trust and restorative justice teams.³ It has made effective use of powers under the Anti-social Behaviour, Crime and Policing Act 2014.⁴ Police cadets are sent to local areas to assist in resolving anti-social behaviour, and a team of 13 volunteers work as restorative justice officers within the Blackpool area to resolve neighbourhood issues. This good practice has been shared across the constabulary.

HMIC found good use being made of digital technology in assisting with the prevention of crime and anti-social behaviour by providing real-time information to officers and staff. A computer software tool is used to scan social media for key words. For example, on what is locally known as 'mischief night' between Halloween and Bonfire Night, this software provides real-time information on potential areas of disorder, allowing the constabulary to respond in a timely way to prevent the disorder intensifying and worsening.

³ Restorative justice brings together people harmed by crime or conflict with those responsible for the harm, to find a positive way forward.

⁴ Anti-social Behaviour, Crime and Policing Act 2014. Available from: www.gov.uk/government/collections/anti-social-behaviour-crime-and-police-bill

Where problem-solving activity is evaluated, HMIC found that the force does this well. Early action activity is evaluated and provides a clear picture of the improvements to the lives of victims and offenders, the reduced demands on the police and other public services, and a reduction in incidents of anti-social behaviour or crime. However the constabulary recognises that it does not routinely evaluate all problem-solving activity and where this does not take place it does not have the ability to capture lessons learnt. The constabulary has plans in place for technological developments to capture this information, with discussions having already commenced with the force's IT provider with a view to progressing this in the future.

The constabulary has a well established programme of evidence-based policing working with a number of different universities. This has resulted in over 40 completed projects. One such project involved analysis of the gun crime culture in Preston and explored how this culture has an impact on gun crime. It identified significant risk and protective factors associated with those who have committed firearms offences, reviewed the effectiveness of a range of firearms initiatives, and developed risk management and preventative strategies to be implemented in Preston to tackle the problem and reduce gun crime.

There is a clear focus on understanding the impact of such studies and how the constabulary can improve its delivery of service. The constabulary shares this learning to a wide national audience.

HMIC found that officers are required to complete an anti-social behaviour risk assessment. However officers do not have a consistent understanding of when such a risk assessment is required. When the risk assessments are used, which usually happens in cases involving vulnerable victims, they are managed well with supervisory oversight. Officers invoke a range of safeguarding options to protect those most at risk and record the action they have taken to reduce that risk.

Lancashire Constabulary communicates effectively with young people to prevent their involvement in crime through its 'Trust Ed' website. This provides information to young people on topics about which they may wish to ask questions and find support. These include gangs and knives, alcohol, drugs, bullying and abuse.

In the 12 months to 30 June 2015 there was a reduction of 7 percent in reported anti-social behaviour incidents compared to the previous 12 months. This figure is positive for the constabulary. By building on its work with the Early Action programme and the continued evaluation it is trying to ensure that it continues in this positive direction.

How well does the force work with partners to prevent crime and anti-social behaviour, and keep people safe?

How committed is the force to working with partner organisations?

Lancashire Constabulary works well with a range of partner organisations to prevent crime and anti-social behaviour.

The constabulary values the importance of joint working and has the necessary mechanisms in place. These range from joint partnership meetings and early action joint working, through to the integration of public services, which is now operating in Blackburn with Darwen.

The Early Action programme sees the county council, 17 district councils, and two unitary authorities working effectively with the constabulary, fire and rescue and most elements of the National Health Service within Lancashire.

Lancashire Constabulary has begun to participate in the integration of public services, an initiative involving partners across all public services forming fully integrated operational teams, with integrated governance arrangements. These teams will be co-located and will share resources, budgets, training and development. (This goes that step further beyond 'joint' working). They will also jointly commission the services they need.

The constabulary is well represented at strategic and operational joint partnership meetings by knowledgeable and skilled staff. This is supported by a clear governance structure and good relations at a strategic level.

How well does the force share and use information with partners to prevent crime and anti-social behaviour?

The constabulary is engaged in structured joint partnership meetings where problem-solving to manage community issues takes place. The police make appropriate referrals, attend meetings with relevant information and contribute to solutions. Due to good local partnership relationships, more urgent issues are addressed outside of these meetings and all partners respond well when an urgent meeting is required.

The effective sharing of information to inform problem-solving activity is well understood and accepted within Lancashire. An example of this is where community safety analysts access and analyse partner and police information to provide a complete assessment to inform decision-making. HMIC also found that appropriate information sharing agreements are in place.

Partners have some direct access to police systems and there is effective information sharing through joint meetings. The constabulary recognises that it faces a challenge in relation to the sharing of real time information and is looking at how best to resolve this.

How well is the force working with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods?

The constabulary works well with partners to deal with the root causes of problems and is achieving longer term benefits through reductions in levels of crime and anti-social behaviour. Partners also benefit through less reliance on their services, for example, from reduced levels of attendance at hospital due to violence or self-harm, and improved school attendance rates.

HMIC found a number of good examples of effective problem-solving with partner organisations to prevent crime and anti-social behaviour and keep people safe. In one such example, residents in Blackburn reported concerns about anti-social behaviour, night-time noise nuisance, and rubbish in the garden of a property. A professional lead, the neighbourhood early action co-ordinator, was identified to carry out the complex problem-solving. The family to which the reports related was supported through the early action integrated core team. A range of interventions was then put in place. These included:

- a joint home visit to inform the family about the issues raised and consider resolution and behavioural change;
- daily patrols on the street;
- an anti-social behaviour risk assessment with neighbours;
- liaison with the landlord to prevent eviction, as the family was assessed as being vulnerable;
- implementation of an acceptable behaviour contract;
- support to the family to resolve issues such as rubbish and noise nuisance;
- engaging the young person in the household in the Prince's Trust school leavers' programme;
- providing careers advice; and
- supporting the family to move house.

Throughout the period of early action, the neighbourhood early action co-ordinator ensured a co-ordinated response to concerns and kept partners and neighbouring residents informed of the actions. The outcome was that the community felt safer and the number of complaints about anti-social behaviour from residents reduced. The young person's attendance at school improved. They began to engage in meaningful activity and to consider career options. The mother felt supported, empowered and saw improvements to her mental health.

Summary of findings



Good

Lancashire Constabulary is good at preventing crime and anti-social behaviour, and keeping people safe.

The constabulary has an effective way of providing neighbourhood policing which allows staff to carry out their main role being rarely moved to other duties. It has a commitment to make neighbourhood policing in Lancashire ‘everyone’s job’ in the constabulary, and is making good use of volunteers. The constabulary hopes that this approach will support the sustainability of local policing while also reducing its workforce numbers.

The constabulary considers prevention to be essential and undertakes an effective range of prevention activity. It makes good use of traditional and innovative problem-solving policing methods with partners and volunteers. However, the constabulary does not routinely evaluate all problem-solving activity and this leaves a gap in being able to capture lessons learnt.

The level and success of partnership working through the Early Action programme, and the constabulary’s move with other organisations to integrated public services is impressive.

How effective is the force at investigating crime and managing offenders?

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

HMIC referred to national standards and best practice in examining how well the force allocates and investigates both complex and non-complex (e.g. burglary, robbery and assault) crime. This included the full range of ways police officers and staff can gather evidence to support investigations (these include the more traditional forensics, such as taking fingerprints, as well as digital sweeps to find evidence of online abuse, for instance).

We also looked at how well the force works with partners to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, and dangerous and sexual offenders.

How well does the force bring offenders to justice?

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

Given the work involved in amending police force crime-recording systems to accommodate fully the new outcomes framework, two forces have not yet been able to provide a full year of data for all new outcomes types. Lancashire Constabulary, however, has been providing the Home Office with full data since April 2014. The complete range of new outcome types will be used in future HMIC inspections, once all forces have provided a full year of data. Figure 4 shows only those outcome types for which full data is available for all forces in England and Wales.

Figure 4: Outcomes recorded in the 12 months to 30 June 2015 for all police recorded crime (excluding fraud)^{5 6 7}

Outcome type/group	Lancashire Constabulary Number of outcomes	Rate	England and Wales Number of outcomes	Rate
Charged/Summoned	16,034	17.4	577,678	16.0
Taken into consideration	540	0.6	21,318	0.6
Out-of-court (formal)	3,787	4.1	165,384	4.6
Caution - youths	375	0.4	19,703	0.5
Caution - adults	2,829	3.1	115,000	3.2
Penalty Notices for Disorder	583	0.6	30,681	0.8
Out-of-court (informal)	4,775	5.2	159,915	4.4
Cannabis/Khat warning	643	0.7	41,964	1.2
Community resolution	4,132	4.5	117,951	3.3

Source: Home Office crime outcomes data

Outcomes are likely to differ from force to force for a number of reasons. Certain offences are more likely to be concluded without offenders being prosecuted, typically including types of crime such as cannabis misuse. If this type of crime is particularly prevalent in a force then it is likely that the level of 'cannabis/khat⁸ warning' outcomes would be greater.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas, locally based community resolutions are likely to be more prevalent than elsewhere. When considering all crimes recorded (excluding fraud), outcome rates for Lancashire Constabulary are broadly in line with most other forces in England and Wales.

⁵ Rate based on number of outcomes recorded in 12 months to 30 June 2015 divided by number of offences recorded in 12 months to 30 June 2015.

⁶ For a full commentary and explanation of outcome types please see *Crime Outcomes in England and Wales 2014/15*, Home Office, London, July 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/445753/hosb0115.pdf

⁷ Community resolutions are an out-of-court disposal the police can use to deal with anti-social behaviour and low-level crime. 'Taken into consideration' is when an offender admits the commission of other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

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

How well does the force investigate crime and keep victims safe and informed?

How well does the force initially investigate and allocate cases?

It is important that when the police are called to an incident they respond in a timely manner, with officers or staff who are trained and competent to keep people safe, and who can take steps to apprehend offenders and investigate the circumstances if a crime has occurred. An effective initial response by the police increases the likelihood of a successful outcome for both the victim and the criminal justice system. Subsequent investigation by detectives and other specialist police staff also needs to be well managed and resourced.

Lancashire Constabulary has an effective process for the initial investigation and subsequent allocation of crimes for further investigation. On receiving the initial report of a crime, staff within the control room make an assessment using the national decision model (NDM).⁹ They then make decisions about the allocation of resources based on threat, harm and risk. The introduction of the new initial investigation unit provides an opportunity for a large number of crimes to be dealt with at initial contact, by appropriately trained and experienced staff.

Effective investigation requires that suspects, once identified, should be managed through the investigation and criminal justice processes.

How well does the force investigate different types of crime?

HMIC found that the standard of investigation of crime is generally good, and that the constabulary has the necessary specialist investigators to investigate more serious crime.

Uniformed officers generally investigate 'volume' crime (the most frequent and less complex crime like burglary, robbery and assault). More serious and complex crime is allocated to trained investigators within the criminal investigation department.

The constabulary has dedicated custody process teams who provide investigative capability for volume crime and offences involving domestic abuse. Staff within these teams are appropriately skilled and provide an effective and timely service. Not all of the basic command units (BCUs) have this capability, which is dependent upon staffing levels. However, where it does exist, it works well.

During the recent restructure of the constabulary, a detective superintendent post was established within each BCU. Specialist capability has also been devolved to BCUs with further support being provided when necessary by centrally based teams.

⁹ The national decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

Investigative staff are appropriately trained or working towards accredited status. The constabulary provides good continuous development for investigators using the knowledge of local investigation staff as well as senior investigating officers from outside the constabulary. It is moving towards having a more multi-skilled workforce, which will develop further the skills of all frontline officers by providing investigation training. From 2016 professional development will be linked to pay and progression and it will be the responsibility of staff to ensure that they continue with their professional development and keep up-to-date.

Prior to the inspection, HMIC conducted a dip-sample of a small number of case files (40) including rape, wounding, assault, and burglary of a dwelling.¹⁰ The review considered a range of issues, including the overall quality of the investigation. While the results are not statistically significant they do give an indication of the constabulary's approach to investigating these areas. The review identified that 39 of the 40 cases had been investigated well and all but three showed evidence of effective supervision.

During the inspection, HMIC undertook a further assessment of the quality of investigation and supervisory oversight. We found that in most cases it is clear that a plan of investigation is followed, although in many cases this is not recorded as a formal plan. We found that supervisors access individual crime records at regular intervals, although they do not always take this opportunity to provide direction and clarity as to the action that needs to be taken in order to maximise investigative opportunities.

Following HMIC's crime inspection in 2014, we recommended that the constabulary review the decision-making process for forensic examination submissions. In this inspection, we found that the constabulary has improved its forensic response to support investigations. Deployment of crime scene investigators (CSIs) is based on the likely forensic opportunities. Crime scene investigators have recently been relocated to five deployment hubs to enable a more timely response. The constabulary is training six crime scene managers, which is aimed to enhance the provision of support to serious crime investigation.

Lancashire Constabulary benefits from the support of its own forensic science laboratory. This level of in-house capability enables the constabulary to provide effective and timely provision of forensic support to investigations, and assists with a more timely criminal justice process. It is also working with the University of Central Lancashire to look at ways of enhancing its forensic capability even further.

HMIC found that the timeliness of forensic identifications leading to arrest is improving. To speed up the timeliness of identifying DNA at a crime scene, the

¹⁰ HMIC reviewed a sample of rape, burglary, offences of serious violence and actual bodily harm cases. In most forces the review consisted of 10 cases from each crime category but in some larger forces the sample was increased to 15. The file review was designed to provide a broad overview of the identification of vulnerability and the effectiveness of the investigation.

constabulary is piloting a system which enables the turnaround of DNA samples within 90 minutes. While this will provide early identification, HMIC found that the matching of arrests to forensic identifications is currently recorded on two different systems, which makes it difficult to measure accurately the timeliness with which this happens.

The constabulary's oversight of wanted people and named suspects is inconsistent and varies across the BCUs. While those offenders wanted for the most serious offences are prioritised, arrests of some of those wanted for less serious crimes are not always progressed in a timely way. The constabulary should ensure that details of forensic identifications and associated arrests are recorded in such a way as to allow for the timeliness of this process to be measured.

How well does the force gather digital evidence?

Increasingly, crime in England and Wales is committed online and through the use of digital devices such as tablets, computers or mobile phones. All forces have to retrieve data from these devices and examine them for evidence; staff, in what may be known as high tech crime units (HTCU), carry out these examinations.

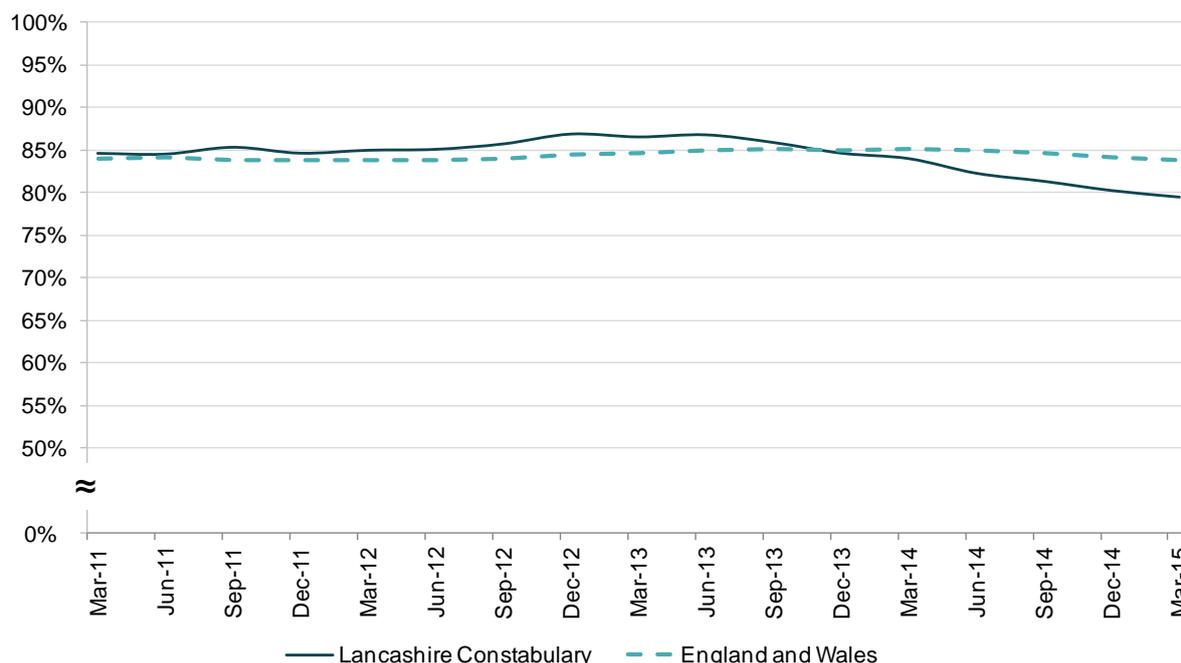
Lancashire Constabulary has a well managed digital media investigation unit (DMIU) which fulfils the role performed by HTCUs in other forces, and has staff located centrally and in each of the BCUs. The DMIU is effective in prioritising cases involving the most serious offenders. The number of staff within this unit has increased, and steps have been taken to improve the unit's efficiency. The unit provides CCTV and mobile phone download capability to an evidential standard. Submissions are graded based on threat, harm and risk, and are allocated a high, medium and low status. Digital media staff accompany officers executing proactive warrants to complete Wi-Fi downloads at the scene of a crime. Examinations are progressed satisfactorily with sufficient processes in place to review the lower priority examinations.

How satisfied are victims of crime with the service provided by the force?

Of those who have been the victim of a crime in Lancashire in the 12 months to 31 March 2015, 79.5 percent were satisfied with their whole experience with the police. This is lower than the national victim satisfaction rate of 83.8 percent over the same time period.

The victim satisfaction rate in Lancashire for the 12 months to 31 March 2015 is significantly lower than both the previous year's rate and the rate for the 12 months to 31 March 2011.

Figure 5: Percentage of victims satisfied with the overall service provided by the police, for the four year period to 31 March 2015



Source: Home Office data provided by forces

Lancashire Constabulary conducts its own survey to supplement the national one, capturing the views of 11,000 users throughout the year. The results of this survey (carried out between 1 November 14 and 31 October 2015) demonstrate that while satisfaction with the way in which victims were treated by officers is high, there is a much lower level of satisfaction with the follow-up following a report of crime.

The constabulary has further analysed the results of its own survey to understand the potential causes of dissatisfaction among victims. It has considered, for example, the potential impact of the restructuring of policing services, and the constabulary's decision not to send a CSI to every crime, particularly where the evidential opportunity is low. It is also able to examine the results for teams and individual members of staff. This provides supervisors the opportunity to have discussions with staff about where they need to improve.

How well does the force identify and manage offenders to prevent re-offending?

How well does the force divert offenders away from crime?

Lancashire Constabulary effectively identifies and diverts vulnerable offenders away from crime and anti-social behaviour. Activities to divert offenders away from crime include a mentoring scheme, a 'jobs, friends and houses' scheme, and a project called Avert that is aimed at supporting women offenders with complex needs. The constabulary also uses a scheme where offenders agree voluntarily to be fitted with

tracking tags in order to help deter them from committing further offences. At the time of the inspection, 14 offenders had agreed to wear such a tag.

The jobs, friends and houses scheme is undertaken in partnership with Blackpool Council and allows ex-offenders to come together to help build and decorate houses. This helps them to gain new skills and make connections, while remaining clean from substance abuse. At the end of the process they gain qualifications and are able to access the housing that they have helped to renovate or build. Currently there are 17 ex-offenders on the scheme. The constabulary contributes one sergeant's post to this innovative project, which in overall terms is self-funding. Avert is run through the Lancashire women's centre and accepts diversionary referrals from the constabulary and partner agencies. It has been evaluated and findings show a significant reduction in offending. A similar approach, Max, is planned for male offenders and is due to commence in December 2015.

The constabulary makes good use of restorative justice to solve problems within the community and divert offenders away from crime or anti-social behaviour. HMIC found examples where the constabulary has used mediation as a tool to address issues of anti-social behaviour and the targeting of vulnerable individuals and help secure the desired outcome for the victim.

How well does the force deal with repeat offenders?

Lancashire Constabulary has effective processes in place to identify repeat offenders and prevent them re-offending.

It has identified several groups of offenders ranging from serious sex offenders, high risk domestic violence perpetrators, and violent offenders to prolific burglars. Offenders being managed through the integrated offender management (IOM)¹¹ scheme all have care plans. Information about these offenders is communicated to frontline officers through bulletins and briefings are provided to neighbourhood staff. The constabulary places a degree of individual responsibility on staff to familiarise themselves with who the high-risk offenders are, with details held within the constabulary's briefing system.

The provision of IOM falls within the operational name of Revolution. This includes the co-location of police and partners including housing, mental health nurses, probation service, and the community rehabilitation company.¹² Although the extent of co-location varies by area, HMIC was encouraged to find that regular practitioner meetings take place that include a wider range of partners such as the Salvation Army, drug and alcohol workers, and homeless workers. Some information sharing takes place through each member of staff having access to their own organisation's

¹¹ Integrated offender management (IOM) brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

¹² A community rehabilitation company provides a range of probation services for offenders who have to serve their sentence in the community.

system and the police systems, although they are not always able to access their own systems when working from police premises.

The constabulary has begun to integrate IOM with the Early Action programme. Where this has started it provides for the comprehensive management of offenders. It brings the additional benefit of dealing with the cause of the offending in a way that involves the whole family, including siblings, and children. This helps to ensure that the culture of offending within the household is changed, and the lives of those who are offending improves.

The University of Central Lancashire is in the process of reviewing the IOM models across Lancashire to determine which is the most effective. Clear criteria are in place to select offenders for inclusion within IOM and for subsequently de-selecting them, with referrals coming in from across the partner agencies.

HMIC found effective governance procedures in place to reduce re-offending. A monthly meeting is chaired by an assistant chief constable, a BCU meeting is chaired by the chief superintendent, and Revolution meetings take place with partners.

How well does the force deal with sexual and other dangerous offenders?

Lancashire Constabulary has effective processes in place for identifying and monitoring sexual and other potentially dangerous offenders.

The number of registered sex offenders continues to rise in line with the national trend. However, the constabulary has implemented an active risk management system which involves regular assessment and review of the risk posed by sexual offenders. The constabulary has introduced the four pillars approach, referring to the four agencies involved – police, probation, social services and mental health. This approach allows all partners to contribute to the risk assessment process and in turn assists in informing the risk management plan for each offender.

Adoption of this joint approach has reduced the number of offenders assessed as very high risk from 113 as at 1 July 2014 to 24 (as at 1 July 2015). HMIC found that the volume of registered sex offenders being managed is high relative to the number of available staff. The constabulary has recognised this and is assessing the level of resources it needs to manage current and anticipated demand. Some of the constabulary's special constables assist in managing registered sex offenders. They have warranted powers and the necessary training. These staff assist with completing the assessments and briefings for frontline officers. The constabulary has also run an event at the local university to recruit students who will assist with research in this area.

The constabulary is alert to the risk from a growing number of dangerous offenders who are suitable for multi-agency public protection arrangements (MAPPAs).¹³

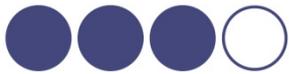
¹³ MAPPAs are in place to ensure the successful management of violent and sexual offenders. Agencies involved include as responsible bodies the police, probation trusts and prison service. Other

These arrangements are used by the constabulary and partner organisations including probation, social services, mental health, and prisons to monitor those being assessed as high risk to the public and to stop them re-offending. It manages offenders assessed as presenting the most serious risk effectively through co-ordinated action with partners to reduce the risk. Briefings provided to senior officers enable a more thorough knowledge of the risk posed by the individuals in their area. However, HMIC found that operational officers within neighbourhood and response teams have variable levels of knowledge as to the identity of the most dangerous offenders living within their area.

Specialist support is provided using covert tactics to raise the likelihood of identifying those high-risk offenders who are in breach of their conditions. As at 1 July 2015 there were 12 high-risk offenders subject to these arrangements in Lancashire.

agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

Summary of findings



Good

Lancashire Constabulary's approach to investigating crime and managing offenders is good.

Procedures for initial investigation work well, although more could be done to make the most of evidential opportunities. The process for allocating crimes and the subsequent quality of investigation is good. Victims are kept informed of the progress of investigations. The constabulary makes good use of restorative justice. Staff are well trained, the majority properly qualified with continuous professional development in place. The force prioritises its response to locate and arrest those offenders wanted for the most serious crimes, but does not have the necessary oversight to ensure that those offenders wanted for less serious offences are arrested in a timely way.

The constabulary provides effective forensic support to frontline staff. Its digital media investigation unit prioritises cases effectively and has a satisfactory turnaround of digital evidence for investigations.

The constabulary identifies vulnerable offenders and tries to divert them from further offending. The constabulary's integrated offender management models vary, but all work well with partner organisations to identify, monitor and work to prevent further offending and keep people safe.

Areas for improvement

- The constabulary should ensure that it has oversight of those who are circulated as wanted on the police national computer, those who fail to appear on police bail, and named suspects identified through forensic evidence, to ensure a swift arrest.

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

This question was inspected between June and August 2015, and the full report was published in December 2015.¹⁴ The following is a summary of the findings.

Summary of findings



Lancashire Constabulary effectively identifies vulnerable victims at the point of contact and responds appropriately to keep them safe from harm. Officers who are initially deployed to protect vulnerable victims have a good appreciation that safeguarding¹⁵ vulnerable people is a priority for the constabulary. To build on this strength, better information about the range of support networks available could be given to victims by emergency response officers. Nevertheless, the constabulary's operational procedures to protect vulnerable people and support victims mean that HMIC judges Lancashire Constabulary as good.

The constabulary has well-established partnerships with other agencies to tackle child sexual exploitation. HMIC found evidence of dedicated teams in each of the constabulary's areas taking an effective lead in identifying cases of child sexual exploitation, safeguarding children and prosecuting offenders. Additionally, the constabulary has undertaken in-depth research into criminal networks who seek to victimise young people and has arrested perpetrators for using the internet to strike up relationships with potential victims. HMIC believes that the constabulary is in an advanced state of readiness to combat this threat.

Missing person investigations are well-managed, with good oversight of enquiries by supervisors. The constabulary provides a proportionate police response and nominated investigators are able to focus activities on investigating only those cases where the victim is perceived to be at greater risk of harm.

Domestic abuse service providers were complimentary about the support provided to victims by specialist units within the constabulary. Safeguarding of victims is a clear priority for staff across the constabulary.

¹⁴ *PEEL: Police effectiveness 2015 (Vulnerability) – Lancashire Constabulary*, HMIC, December 2015. Available from: www.justiceinspectors.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-lancashire/.

¹⁵ The term safeguarding means providing protection and support to ensure the safety of a vulnerable person and prevent further harm.

At a broader level, a joint venture with partner organisations focusing on early action to identify and support vulnerable victims is making good progress. In the longer term, the constabulary expects that victims who need the most help from public services will be identified more effectively. Thereafter they will be given the support they need to make them less susceptible to victimisation in the future.

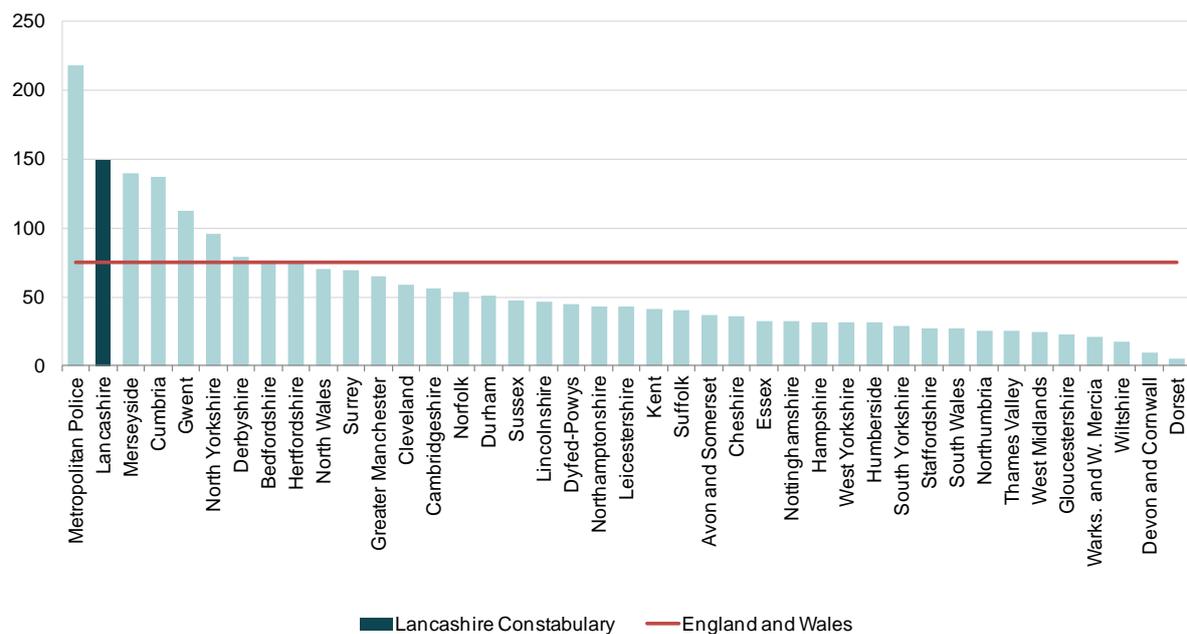
How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces play a critical role in tackling serious and organised crime alongside regional organised crime units (ROCU), the National Crime Agency (NCA) and other partner organisations.

Police forces that are effective tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level. They also use specialist capabilities (for example surveillance and undercover policing) where appropriate in order to protect the public from highly sophisticated and rapidly changing organised criminal threats. A number of forces within a regional area often share specialist capabilities as this provides better value for money and is a more efficient way of working.

As at 30 June 2015, Lancashire Constabulary was actively disrupting, investigating or monitoring 220 organised crime groups (OCGs). This represents 149 OCGs per one million of the population, which is high compared with other forces in England and Wales.

Figure 6: Organised crime groups per one million population, by force, as at 30 June 2015^{16 17}



Source: HMIC data collection

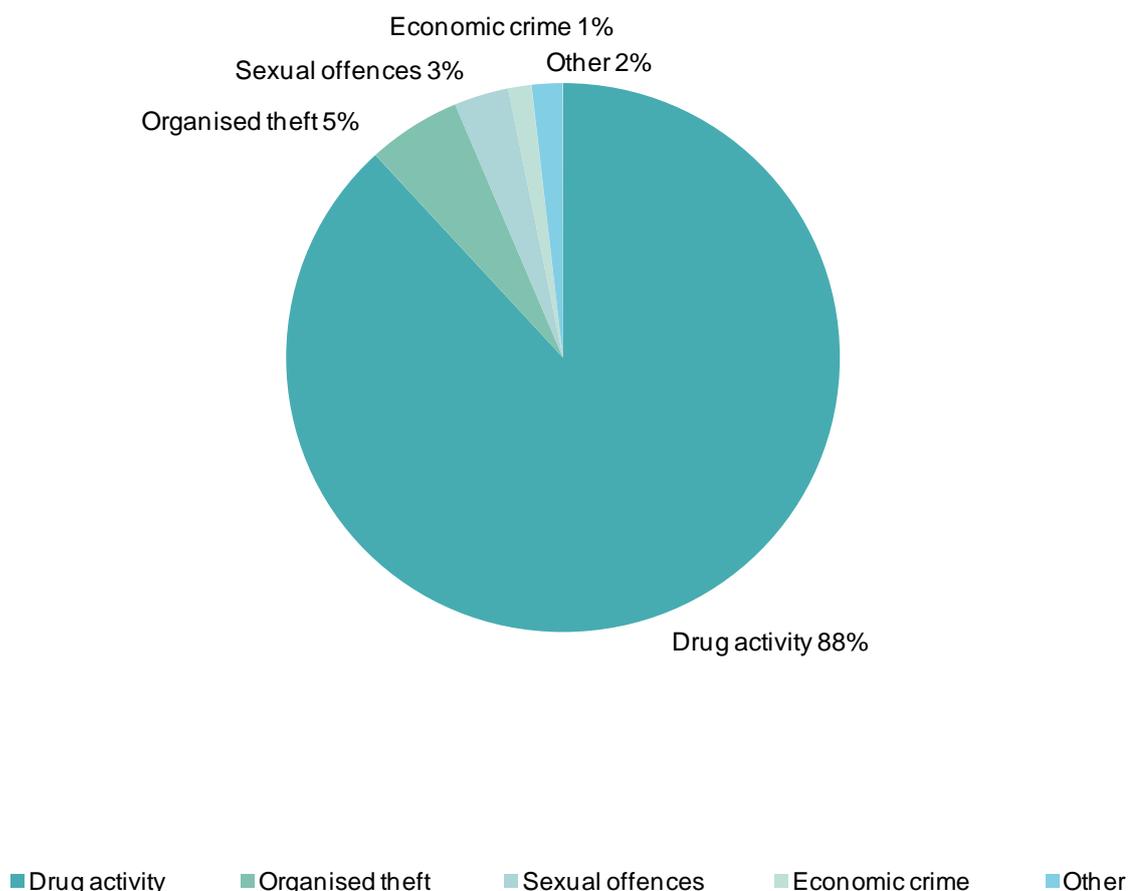
Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality, this indicates their most common characteristic. 'Drug activity' was the predominant crime type (88 percent) of the OCGs managed by Lancashire Constabulary as at 30 June 2015. 'Drug activity' was also the most common predominant crime type recorded by all forces in England and Wales¹⁸, with 64 percent of all OCGs classified in this way.

¹⁶ City of London Police data has been removed from the chart as its OCG data is not comparable with other forces due to size and its wider national remit.

¹⁷ The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

¹⁸ The Metropolitan Police Service is not included in the England and Wales figure because it does not categorise in the same way as other forces, i.e. by the predominant form of criminal activity.

Figure 7: Force organised crime groups by the predominant crime type, as at 30 June 2015¹⁹



Source: HMIC data collection

Serious and organised crime is one of six national threats specified within *The Strategic Policing Requirement*.²⁰ These are terrorism, serious and organised crime, national cyber-crime incidents, threats to public order or public safety, civil emergencies, and child sexual abuse. These are complex threats which means that forces must work together to respond to them effectively. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats.

¹⁹ Figures may not sum to 100 percent, due to rounding.

²⁰ *The Strategic Policing Requirement*, Home Office, March 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf. The Home Secretary issues the SPR annually, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively.

Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

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

Lancashire Constabulary has a good understanding of how serious and organised crime has an impact on its local communities. The constabulary has completed a draft local profile for its serious and organised crime.²¹ This makes some use of partner data, but the constabulary accepts that this is predominantly police led with more scope to integrate partner data.

The constabulary has good relationships with partner organisations including those not directly involved in law enforcement and works with them effectively to disrupt organised crime. This is a combination of 32 organisations that meet regularly. They share intelligence, and determine joint disruption activity against particular individuals and groups. This long-established partnership working arrangement, termed Operation Genga, is well understood by all involved. This level of engagement has allowed the constabulary to identify emerging OCGs that are engaged in committing emerging crimes such as human trafficking and child sexual exploitation.

A serious harm and reduction strategy provides an effective assessment of serious and organised crime drawing on some information from partners. The strategy is based on the 4 Ps – prevent, pursue, protect and prepare.²²

HMIC found that the constabulary has a well-developed intelligence capability, which includes analytical and intelligence support, and handling of intelligence sources.

The constabulary makes good use of other intelligence sources including the regional confidential unit, prison intelligence and the Government Agency Intelligence Network (GAIN).²³ Covert intelligence methods are considered routinely and used appropriately.

²¹ A local profile is a report that outlines the threat from serious and organised crime within a specific local area. Available from: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/371602/Serious_and_Organised_Crime_local_profiles.pdf

²² *Serious and Organised Crime Strategy*, HM Government, October 2013, Cmnd 8715. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/248645/Serious_and_Organised_Crime_Strategy.pdf

²³ The Government Agency Intelligence Network (GAIN) is a large network of partners, including all police forces in England and Wales, which shares information about organised criminals.

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

Serious and organised crime is effectively managed through regular meetings at both strategic and BCU levels. Strategic meetings are used to manage emerging threats and deploy specialist teams appropriately. There is clear responsibility of OCGs with lead responsible officers taking responsibility to direct intelligence and disruption activity.

HMIC found a number of examples where the constabulary has responded successfully with partners to tackle serious and organised crime and achieve successful outcomes.

For example, an operation tackled an OCG responsible for the supply and distribution of class A drugs, money laundering, economic crime, and violent criminal activity. A number of businesses were linked to the OCG such as takeaway outlets, a property management company and a car sales business. The force had previously struggled to gain a conviction of the person leading the OCG, and used joint working with partner organisations to disrupt the organised crime through disrupting the businesses. Officers worked alongside British Gas and the National Grid to recover gas debt of £80,000 owed on the OCG premises, which caused a clear disruption to the main individual's lifestyle. The gas supply was disconnected at the takeaway outlets and reconnection delays of three weeks meant that the owner was unable to operate from these premises. Prior to reconnection, the owner had to pay gas debt and further electricity debt. This activity by police and partners proved to cause significant disruption to the day-to-day operations of the OCG. Reassurance was provided to residents through additional patrol officers in the area to counteract any form of reprisal. The community passed on their thanks for disrupting what appeared to them to be an 'untouchable' group. This is a good example of joint working and using other methods to tackle and disrupt serious and organised crime.

The constabulary has its own internal capability to complete covert operations against the OCGs that are causing the greatest threat, harm, and risk. This comprises a serious and organised crime unit, further supported by a surveillance unit. Locally, each BCU has its own intelligence support and targeted crime teams which concentrate on OCG disruption.

HMIC found that the constabulary identifies OCGs quickly and effectively, and is working to prevent individuals becoming involved in gangs and OCGs. The majority of neighbourhood officers have a good understanding of the OCGs in their local area. However, we found that the movement of response officers to respond to demand means that they have a lesser understanding of this issue. The constabulary is trying to improve this understanding by delivering training on how response officers can help tackle OCGs.

How effectively is the force working with partners to prevent serious and organised crime?

HMIC found that the Genga approach (as detailed above) is being extended from a strategic level to six local areas to focus on the 4 Ps – prevent, protect, pursue and prepare. The constabulary is using funding gained from the transformation challenge award²⁴ and match funding from the police innovation fund²⁵ to create local enforcement hubs that will be partner-led. Plans include sharing information through a shared technology platform, developing intelligence packages, and enforcement activity determined by the agencies involved. The hubs will focus on young people either involved in, or on the periphery of, serious and organised crime, with a view to diverting them from this type of criminal activity.

The constabulary has effective processes to identify vulnerable people on the fringe of serious and organised crime. Through an early action approach, younger siblings of OCG members are identified and diversionary opportunities are offered at an early stage. This includes working alongside voluntary peer groups who are ex-offenders. An evaluation of this work has been commissioned through the University of Central Lancashire and funding to continue supporting this level of engagement is being sought.

The constabulary has taken full advantage of the use of ancillary orders such as gang injunctions,²⁶ which have been used effectively. In the 12 months to 30 June 2015, 19 gang injunctions were granted against groups who were impacting on local communities.

A further four serious crime prevention orders (SCPOs)²⁷ were imposed on OCG members who were responsible for the most serious and organised crime.

The constabulary communicates well with the public about serious and organised crime. Together with the office of the police and crime commissioner, it publicises news about significant disruption and successful prosecution outcomes through its website and local media. It also carries out communication campaigns to share messages to prevent serious and organised crime, for example its 'Behind Bars' campaign.

²⁴ Transformation challenge award – a Government initiative aimed at funding projects that will improve and transform the public services people receive.

²⁵ Police innovation fund – a Government initiative that provides funding for new and creative ideas to make policing more effective.

²⁶ Gang injunctions allow the police and local authorities to apply to a county court (or the High Court) for an injunction against an individual who has been involved in gang-related violence.

²⁷ SCPO – serious crime prevention order: a court order that is used to protect the public by preventing, restricting or disrupting a person's involvement in serious crime. An SCPO can prevent involvement in serious crime by imposing various conditions on a person; for example, restricting who he or she can associate with, restricting his or her travel, or placing an obligation to report his or her financial affairs to the police.

The constabulary has taken steps to extend public understanding of serious and organised crime. The police and crime commissioner supported several open days to consult with the public on serious and organised crime and *The Strategic Policing Requirement*. This made it evident that these issues are not always apparent to the public but remain important for the constabulary to deal with.

How effective are the arrangements in place to ensure that the force can fulfil its national policing responsibilities?

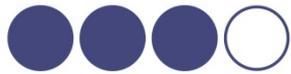
It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to the six national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

Lancashire Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities.

The constabulary is able to respond to the requests for support from other forces and to large-scale public order events, counter terrorism and serious and organised crime. Recent attacks on the constabulary's IT systems tested its response to serious cyber incidents. The constabulary was able to seek immediate support from both the NCA and the ROCU.

Planning for a wide range of possible emergencies is led by the Lancashire Resilience Forum (LRF), chaired by an assistant chief constable. A chief superintendent chairs the general working group which oversees activity designed to ensure that LRF members are prepared. The constabulary has a good relationship with other services and partners, although at times, the structure across Lancashire can be challenging as it involves engaging with a county council, two unitary authorities and 12 district councils.

Summary of findings



Good

Lancashire Constabulary is good at identifying and understanding the threat and risk posed by serious and organised crime to the communities of Lancashire. This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

Lancashire Constabulary has an effective process of identifying and tackling serious and organised crime groups operating within its boundaries. This activity is well managed and well led, through meeting structures within the constabulary at strategic and local level, and with partners.

The constabulary has an effective working relationship with the regional organised crime unit and with other forces across the region. It works well with partners to share intelligence and disrupt serious and organised crime through an established approach. HMIC found effective processes in place to deter people from serious and organised crime, and further plans in place to enhance this work.

Lancashire Constabulary has the necessary arrangements in place to ensure that it can fulfil its national policing responsibilities.

Areas for improvement

- The constabulary should continue to enhance its serious and organised crime local profile even further with partner data, and continue to work with partner agencies in maintaining a joint oversight for tackling serious and organised crime.

Annex A – HMIC judgments

Our judgments

The judgment categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how effective the force is at keeping people safe and reducing crime; it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the effectiveness the force is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;
- the effectiveness of the force requires improvement, and/or there are some weaknesses; or
- the effectiveness of the force is inadequate because it is considerably lower than is expected.